

# *City of Bradbury California*



## **Public Hearing Draft Housing Element 2014-2021**

**September 2014**

*Prepared for:*

**The City of Bradbury  
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Bradbury, CA 91008**

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## TABLE OF CONTENTS

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<b>Chapter I.</b>	<b><u>INTRODUCTION</u></b>	
	A. Purpose	I-1
	B. Public Participation	I-1
	C. Consistency with State Planning Law and General Plan	I-2
	D. Housing Element Planning Period	I-3
	E. Housing Element Organization	I-3
	F. Information Resources	I-4
	G. The Unique Character of the City of Bradbury	I-4
 <b>Chapter II.</b>	 <b><u>DEMOGRAPHIC CHARACTERISTICS</u></b>	
	A. Population	II-1
	B. Age Distribution	II-1
	C. Race and Ethnicity	II-2
	D. Household Income	II-3
	E. Employment Trends	II-4
	F. Existing Housing Stock in Bradbury	II-5
	G. Second Units and Single Room Units	II-9
 <b>Chapter III.</b>	 <b><u>HOUSING NEEDS ASSESSMENT</u></b>	
	A. Regional Housing Needs Assessment	III-1
	Overview of the SCAG Fair Share Allocation Process	III-2
	SCAG’s Regional Growth Forecast	III-2
	SCAG’s Approach to Estimating “Existing Housing Need”	III-3
	Estimate of Future Housing Need	III-3
	Bradbury’s 2014-2021 Fair Share Estimate	III-3
	B. Overcrowding	III-4
	C. Overpayment for Housing	III-4
	D. Special Housing Needs	III-5
	Persons with Disabilities	III-5
	Elderly	III-7
	Large Family Households	III-7
	Families with Female Heads of Household	III-7
	Farmworker Housing	III-8
	Homeless	III-8
	E. Energy Conservation and Climate Action Plan	III-11
	F. Units at Risk	III-12

**Chapter IV. HOUSING CONSTRAINTS & RESOURCES**

A.	City Development History	IV-1
B.	Residential Land Use	IV-2
C.	Other Residential Uses	IV-9
	1. Second Units	IV-9
	2. Single Room Occupancy Units	IV-10
	3. Farmworker Housing	IV-11
	4. Community Care Facilities	IV-11
	5. Emergency Shelters, Transitional Housing & Supportive Housing	IV-12
	6. Mobilehomes and Factory-Built Housing	IV-14
	7. Multi-Family Rental Housing	IV-15
D.	Building Codes and Enforcement	IV-16
E.	Site Improvement Constraints	IV-16
F.	Fees and Exactions	IV-18
G.	Processing and Permit Procedures	IV-20
H.	Availability of Financing	IV-20
I.	Non-Governmental Constraints	IV-21
J.	Environmental Constraints	IV-21
K.	Infrastructure Constraints	IV-22

**Chapter V. REVIEW OF HOUSING ELEMENT PERFORMANCE**

A.	Progress in Implementing the 2008 Housing Policies & Programs	V-1
B.	Addressing 2008 Housing Element Objectives	V-4

**Chapter VI. HOUSING POLICIES, PROGRAMS & QUANTIFIED OBJECTIVES**

A.	Housing Policies and Programs	VI-1
<b>Policy 1.</b>	Fair Housing	VI-2
	Fair Housing Information Program	VI-2
<b>Policy 2.</b>	Promote Variety of Housing Types & Site Identification	VI-2
	Site Inventory Program	VI-2
	Zoning Code Provisions	VI-2
	Multi-family Land Use/Zoning Program	VI-3
<b>Policy 3.</b>	Second Units	VI-3
	Second Unit Program	VI-3
	Second Unit Promotion Program	VI-3
<b>Policy 4.</b>	Remove Governmental Constraints	VI-3
	Development Streamlining Program	VI-3
	Reasonable Accommodation Program	VI-4
	Housing for Persons Living with Disabilities	VI-4
<b>Policy 5.</b>	Conserve Existing Housing	VI-4
	Code Enforcement Program	VI-5
	Historic Preservation Program and Mills Act	VI-5
<b>Policy 6.</b>	Address Needs of the Homeless	VI-5
	Emergency Shelter Program	VI-5
	Transitional and Supportive Housing Program	VI-5
	Homeless Outreach Program	VI-6

	Service Support for Homeless/special Needs	VI-6
<b>Policy 7.</b>	Promote Energy Conservation and Affordable Housing	VI-6
	Energy Conservation Program	VI-6
	City Outreach Program	VI-6
B.	Quantified Objectives	VI-7

**Appendix A - Public Outreach (*meeting notification and distribution list*)**



## **Housing Element 2014-2021**

### **CHAPTER I**

#### **INTRODUCTION**

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##### **A. Purpose**

The Housing Element of the Bradbury General Plan identifies and establishes the City's policies with respect to meeting the needs of existing and future residents. It establishes policies that will guide City decision-making and sets forth an action plan including quantified objectives to implement its housing goals over the 2014-2021 Housing Element planning period. These commitments are in furtherance of the statewide housing goal of "early attainment of decent housing and a suitable living environment for every California family," as well as a reflection of the concerns unique to the City of Bradbury.

##### **B. Public Participation**

The City's Housing Element update was prepared within the context of Bradbury's 2012-2030 update of the General Plan. Over an 18-month period, from 2012-2013 the City's appointed nine-member General Plan Steering Committee reviewed the City's existing long-range development goals, objectives and policies. As part of the review process the Committee utilized myriad techniques to engage the residents in the general plan preparation process. Public meetings and a workshop were held to allow public participation in the planning process and to solicit input from residents and interested parties. Requests for input regarding the preparation of the general plan were posted on the City's website. City newsletters followed the progress of the Steering Committee and encouraged public participation. Local surrounding governmental jurisdictions were contacted for their input. Utility companies were given the opportunity to comment. Care was taken to have the draft general plan available for public review and comment. Effort was expended to consult and coordinate the preparation of the general plan with all interested parties, and public hearing notices were mailed to every household in the city. The opportunity for the public to participate and comment was comprehensive and extensive.

The community's overwhelming input into the General Plan and Housing Element is that they love Bradbury as it exists today. Preservation of open space, natural physical resources, rural agricultural atmosphere and financial independence are the primary issues of public concern. Input from the General Plan Community Workshop on what participants most valued about their community included:

- Tranquil and safe
- Great neighborhoods
- Uncrowded
- Rural
- Nature
- Wildlife

Based on the community's response, the City has adopted the following Vision Statement as part of the 2012-2030 General Plan to guide decision-makers in the implementation of the community's land use policies:

*"The City of Bradbury recognizes its unique single-family residential character and by maintaining fiscally responsible governance and development policies shall strive to provide a stable and sustainable rural community balancing preservation of natural open space with the needs of its residents for a quiet and safe place to live and raise their families."*

Public hearings will be held on the Housing Element before both the Planning Commission and City Council. Notification will be published in the local newspaper in advance of each hearing, and a direct notification mailed to every household in the City. Direct notification will also be provided to local stakeholders including: non-profit housing providers; service agencies representing special needs and lower income populations; and business organizations and realtors. A copy of the meeting notification and distribution list will be included in the Appendix to the Element.

### **C. Consistency with State Planning Law and General Plan**

The Housing Element is one of the seven General Plan elements mandated by the State of California, as articulated in Chapters 65580 to 65589.8 of the Government Code. State Law requires that the Element consist of "an identification and analysis of existing and projected housing needs and a statement of goals, policies, quantified objectives, and scheduled programs for the preservation, improvement and development of housing." The residential character of the City is, largely, determined by the variety of its housing and the location and maintenance of the housing. The Housing Element represents an effort to provide housing for all economic segments of the population.

The Housing Element of the General Plan is only one facet of a City's planning program. The California Government Code requires that General Plans contain an integrated, consistent set of goals and policies. The Housing Element is, therefore, affected by development policies contained in the Land Use Element, which establishes the location, type, intensity and

distribution of land uses throughout the City. The Circulation Element establishes policies for providing essential streets and roadways to all housing that is developed. The policies that are contained in other elements of the General Plan affect the quality of life that citizens expect. As portions of the General Plan may be amended in the future, the elements of the General Plan, including the Housing Element, will be continuously reviewed to ensure that internal consistency is maintained.

#### **D. Housing Element Planning Period**

State law requires that a jurisdiction evaluate its housing element according to a schedule established for each region in the State to determine its effectiveness in achieving City and State housing goals and objectives, and to adopt an updated Element that reflects the results of this evaluation. Pursuant to the update cycle for jurisdictions within the Southern California Association of Governments (SCAG) region, Bradbury's Housing Element update covers the 8 year, 2014-2021 planning period. However, because the City did not adopt its updated element within 120 days of the statutory due date of October 15, 2013, pursuant to SB 375 the City will be required to conduct an update of its 2014-2021 Housing Element at 4 year intervals until at least two consecutive 4 year updates have been adopted by the applicable due dates.<sup>1</sup> The next statutory update to Bradbury's Housing Element will thus need to occur by October 15, 2017.

The State Department of Housing and Community Development (HCD) provides the following guidance to jurisdictions subject to a mid-cycle, 4 year update of their 8 year Housing Elements:

*"A jurisdiction subject to the SB 375 4-year update consequence should review the sites inventory to ensure the element continues to provide adequate sites to accommodate all of the RHNA over the 8-year element planning period. Jurisdictions should also review programs, timelines, and implementation, modify those programs as necessary, and update other components of the housing element to address and reflect any changes since the beginning of the planning period. In addition, the element must consider any new statutory requirements effective since the adoption of the housing element."*<sup>2</sup>

#### **E. Housing Element Organization**

Government Code Chapter 65583 requires the Housing Element to include the following components:

- A review of the previous element's goals, policies, programs, and objectives to ascertain the effectiveness of each of these components, as well as an assessment of the overall effectiveness of the Housing Element.
- An assessment of housing needs and an inventory of resources and constraints related to meeting these needs.

<sup>1</sup> Source: Senate Bill 375 (2008, Chapter 728). Codified in Government Code Section 65588(e)(4).

<sup>2</sup> [http://www.hcd.ca.gov/hpd/SB375/sb375\\_final100413.pdf](http://www.hcd.ca.gov/hpd/SB375/sb375_final100413.pdf)

- A statement of community goals, quantified objectives, and policies relative to the maintenance, preservation, improvement and development of housing.
- A program which sets forth a five-year schedule of actions that the City is undertaking, or intends to undertake, in implementing the policies set forth in the Housing Element.

The Housing Element is divided into seven chapters.

- **Chapter I** provides an overview of the scope and purpose of the Housing Element including a summary of the public participation and consistency with the General Plan;
- **Chapter II** presents the Demographic Characteristics profile which provides an overview of population, employment and housing characteristics in the City;
- **Chapter III** identifies existing and future housing needs, including special needs populations;
- **Chapter IV** examines Housing Constraints and Resources that either facilitate or impede housing development in the City;
- **Chapter V** provides a review of the 2008-2013 Housing Element Performance;
- **Chapter VI** is the community's statement of housing policies and describes the housing programs that will be implemented in order to achieve these goals and policies; and
- **Chapter VII** is the Action Plan that includes the implementation and monitoring of the Housing Policies and Programs, and the Quantified Objectives for the Housing Element 2014 to 2021 planning period.

## **F. Information Resources**

A number of sources were used in preparing the Housing Element update. The primary source used for population, income, employment, and housing data was the 2000 and 2010 U.S. Census, and American Community Survey. Additional demographic data was obtained from the State Department of Finance, U.S. Postal Service, the Comprehensive Housing Affordability Strategy (CHAS) prepared by HUD, and City records. City development standards were derived from the City's Municipal Code.

The regional housing needs allocation (RHNA) was provided by the Southern California Association of Governments (SCAG). All data related to existing housing and residential building sites was obtained from City records. Information regarding development fees charged by other cities was obtained from their planning departments.

## **G. The Unique Character of the City of Bradbury**

Although many cities can state that they have unique qualities that will shape the future development of that city, the City of Bradbury is clearly distinctive among the other cities in Los Angeles County. The City of Bradbury is located in the foothills of the Angeles National Forest and contains only 1.9 square miles of land area (1,216 acres). Twenty-five percent of the City

(approximately 302 acres) is vacant steep hillside that is not easily accessible and devoid of public infrastructure. This environmentally sensitive area contains protected ridgelines and riparian habitat. This area, consisting of eight (8) parcels, is located in the City's northern boundary adjacent to the City of Monrovia and the Angeles National Forest. The General Plan Land Use Map identifies this area as Open Space, Privately Owned Undeveloped, having a maximum density of one dwelling unit per five acres. The area has been zoned A-5 SP (Agriculture/Residential 5-acre minimum, Specific Plan). Each parcel may be developed with one main dwelling and one accessory dwelling unit and could therefore accommodate up to 16 additional units.

Virtually the entire City is located in a very high fire hazard severity zone. The natural hazards, the steep topography and environmental sensitivity have a significant impact on the planned land uses and densities. The entire City is planned and zoned for single-family residential development, with a majority of the land area located within gate guarded private estate neighborhoods. The City does not contain any multi-family residential zones, or any commercially or industrially zoned property. Because of the City's hillside topography and its commitment to preserve the sensitive natural environment, the majority of the community is subdivided into 1, 2 and 5 acre parcels. Attachment 3 is a topographical map demonstrating the steep hillside areas in the City.

The City of Bradbury has not experienced substantial population growth for several decades as it is a built-out community. Changes in household composition related to age and number of children had the greatest influence on the City's population. The lack of vacant parcels of land has always restricted the City's ability to build housing for new residents. Future growth is expected to remain relatively low because the number of developable parcels of land is continually diminishing.

Nonetheless, the community recognizes that it has a role in providing opportunities to address the City's "fair share" of regional housing. During this housing cycle, the City's Regional Housing Needs Allocation (RHNA) assigned by SCAG is for a total of two units. In 2000 and again in 2008, the City received certification of its Housing Element from the State Department of Housing and Community Development (HCD). Overall, a total of 42 new units have been constructed in Bradbury since 1998, including 16 second-units. During the national recession that began in 2008 and lasted most of the last housing cycle, there was a significant slowdown in development. However, ten homes and one second-unit were built in the City during the five-year period. No applications were denied.

The City continues to focus efforts on the provision of Accessory Living Quarters (Second Units) to address its lower and moderate income housing needs.

The General Plan and the implementing zoning ordinance have been designed to preserve Bradbury's special hillside community character. The community reexamined its development goals and policies during the past two years as part of a General Plan update process. The community and the City Council ratified the development goals and policies that have been in

place since 1993, and in April 2014, adopted the General Plan 2012-2030 Update. The character of the community has been established and reaffirmed.

A significant portion of the community is located within gate guarded private neighborhoods. The community circulation system is comprised primarily of narrow private roads that have a paved width of between 15 and 20 feet. The private streets are maintained by the homeowner associations. Public water, gas, electric and telephone utilities are available to all areas of the community with the exception of approximately 302 acres of vacant steep hillside property located adjacent to the Angeles National Forest. The majority of the existing 400 dwelling units have private septic sewer systems. The lack of public sewers constrains the community's density.

The City of Bradbury is virtually developed to its build out capacity. There are 32 vacant residential parcels that comprise 370 acres (30% of the City's total land area). Of this vacant land, 302 acres (25% of the City's total land area) are located on steep hillsides that are inaccessible and are subject to numerous environmental, topographical, geological and geotechnical constraints. The development potential of the 302 acres located adjacent to the Angeles National Forest is estimated to be sixteen (16) units in the City's Land Use Element, based on the ability to develop one single-family and one secondary dwelling unit on each of the area's eight (8) parcels.

Since the City has only a minimal amount of vacant land for new residential development, and the combination of land values and construction costs render these potential properties as above market estate properties, future affordable housing needs must be provided through the development of new second or accessory dwelling units. Opportunities for second unit in-fill development may be restricted because of the lack of sewer or septic system availability and capacity and other infrastructure and environmental constraints. Natural hazards such as wildfires, earthquakes, earth movement, flooding and windstorms are significant occurrences that constrain the City's land use and density opportunities. Narrow public and private roads and marginal fire flows have a direct bearing on the land uses and densities adopted by the community.

As previously stated, Bradbury's fair share allocation is two units. The City is committed to continuing to provide its share of housing and is confident that it can accommodate one or more second units or guest units in this planning period.



## **Housing Element 2014-2021**

### **CHAPTER II**

## **DEMOGRAPHIC CHARACTERISTICS**

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### **A. Population**

An accurate assessment of existing and future residents' housing needs in the City of Bradbury forms the basis for establishing program priorities and quantified objectives in the Housing Element. This section presents statistical information and an analysis of demographic and housing factors that influence the demand for, and availability of, affordable housing. The focus of this section is to identify the need for housing according to income level as well as by special needs groups. The majority of the data presented below is based upon the 2010 Census. When more current data is available, that data is also provided. Current information includes data from the State Department of Finance, U. S. Postal Service or data collected by the City of Bradbury.

According to the 2010 U.S. Census, the population of the City of Bradbury was 1,048 persons. Of this total, there are 508 males (48.5%) and 540 (51.5%) females. At the time of incorporation in 1957, the City had 518 residents. In the 53 years between incorporation and the 2010 Census, the City's population grew by 530 individuals to a total of 1,048 persons or an increase of 102 percent. The Department of Finance estimates that there are 1,074 persons in the City as of January 2013, a 2.5% population increase since 2010.

### **B. Age Distribution**

Age distribution is an important characteristic because housing demand within the market is influenced by the housing preferences of various distinct age groups. The 2010 Census indicated that the median age in the City is 48.6 years. This figure is significantly higher than the Los Angeles County median age of 34.8 years. Demand for housing that responds to the young adult population (18-34 years) traditionally takes the form of apartments, low to moderate cost condominiums, and smaller single family units; the middle adult (35-64 years) generates demand for moderate to high cost apartments, condominiums and larger single family units. Senior citizens (age 65+) generates demand for low to moderate cost apartments, condominiums, group

quarters, and manufactured or mobile homes. Traditionally seniors tend to live in older larger houses that have remained property of their households for extended periods.

**TABLE II-1  
POPULATION AGE DISTRIBUTION - 2010**

<b>Age Group</b>	<b>Persons</b>	<b>Percent</b>
Preschool (< 5 years)	36	3%
School Age (5-17 years)	137	13%
College Age (18-24 years)	84	8%
Young Adults (25-44 years)	196	19%
Middle Age (45-64 years)	386	37%
Senior Citizens (65+ years)	209	20%
<b>Total</b>	<b>1,048</b>	<b>100%</b>
<b>Median Age = 48.6 years</b>		
Source: 2010 U.S. Census, QT-P1		

### C. Race and Ethnicity

Ethnicity of the population is important to the analysis of housing needs and conditions for several reasons. The cultural influences of ethnicity are often reflective of preferences for housing type, location of housing, associated services, and household composition. For example, the concept of “extended family” can have implications on the definition of overcrowding and housing conditions.

While Bradbury remains a predominately White population (49%), the 2010 Census documents 26 percent of residents as Asian/Pacific Islander and 21 percent as Hispanic origin. The City’s ethnic and racial characteristics are summarized in Table II-2.

**TABLE II-2  
RACE AND ETHNICITY - 2010**

<b>Racial/Ethnic Group</b>	<b>Persons</b>	<b>Percent</b>
Non-Hispanic White	514	49%
Asian/Pacific Islander	270	26%
Hispanic	218	21%
African American	20	2%
Other race/two or more races	26	2%
<b>Total</b>	<b>1,048</b>	<b>100%</b>
Source: 2010 U.S. Census, DP-1		

## D. Household Income

The income characteristics (Table II-3) of the population of the community are important market indicators. The income characteristics not only influence the range of housing prices in the community, but also the ability of the population to obtain affordable housing. Bradbury's 2010 median household income of \$147,841 was over 2.5 times the 2010 median income of Los Angeles County, which was \$55,476. These statistics underscore the City's relative affluence compared to the region as a whole.

The State and Federal government classify household income into several groupings based upon the relationship to the County (area) median income (AMI), adjusted for household size. Table II-3 indicates the 2013 income thresholds used to define extremely low, very low, low, moderate, and above moderate income households in Los Angeles County, based on a three person household size. Also presented in this table is the distribution of Bradbury's households into these five income categories (as estimated by the 2005-2009 American Community Survey, or "ACS"). Among the 251 Bradbury households included in the 2005-2009 ACS, 71 percent were above-moderate income (>120% AMI). In contrast, 21 percent of Bradbury households earn lower incomes (<80% AMI), with just 8 percent (20 households) extremely low-income (<30% AMI). Due to their limited numbers, there is no specific data on the housing needs of Bradbury's extremely low income (ELI) households; given the City's housing characteristics, ELI households most likely represent domestic employees and agricultural workers residing in second units with little or no housing costs.

**TABLE II-3  
HOUSEHOLD INCOME DISTRIBUTION - 2009**

<b>Income Category</b>	<b>2013 LA County Income Limits<sup>1</sup> (3 person household)</b>	<b>Number of Bradbury Households<sup>2</sup></b>	<b>Percent of Bradbury Households</b>
Extremely Low (0-30% AMI)	\$23,050	20	8%
Very Low (31-50% AMI)	\$38,450	19	8%
Low (51-80% AMI)	\$61,500	13	5%
Moderate (81-120% AMI)	\$70,000	20	8%
Upper (120%+ AMI)	>\$70,000	179	71%
<b>Total</b>		<b>251</b>	<b>100%</b>
Source: <sup>1</sup> California Dept of Housing and Community Development, 2013 Income Limits <sup>2</sup> SCAG Existing Housing Needs Statement, July 2011 (based on 2005-2009 American Community Survey)			

## E. Employment Trends

Employment characteristics are important to housing market analysis because employment is directly related to income and ability to afford housing. In addition, the relationship between the location of housing and the location of employment has an impact upon transportation systems and the location of affordable housing. The only employment opportunities within the City are related to agricultural uses, services and domestic maintenance.

According to the 2010 Census, there were 497 persons 16 years and over in the labor force. Of this total, 468 were employed and 29 were unemployed. Of all employed persons 16 years and older, the type of employment, by industry as identified in the 2010 Census, is included in Table II-4. A substantial portion of those individuals not employed were retired (Table II-1 indicated that 20% of the City's population was 65 years of age or older). In 2010, the overall unemployment rate was 3.7 percent.

As indicated in Table II-4, residents of Bradbury are employed in a variety of industries, with 28% of residents involved in management or professional specialties; 15% employed in education, health & social services; 12% in finance, insurance and real estate; and 11% in construction. While the Census identifies 8 persons employed in farming, forestry or fishing industries, City business license records identify at least six (6) farms in the City. Therefore, it is likely that there are additional farm workers residing in the City, working on equestrian farms or orchards. Staff observed that these farm workers either live in second units on the property or in single rooms attached to the house or other accessory buildings.

**TABLE II-4  
EMPLOYMENT TRENDS, 2010**

Industry	Number of Persons	Percent
Professional, scientific, management and administrative	131	28%
Educational, health and social services	70	15%
Finance, insurance, real estate and rental & leasing	54	12%
Construction	50	11%
Arts, entertainment, recreation, accommodation and food services	37	8%
Public Administration	27	6%
Retail Trade	23	5%
Information	21	4%
Wholesale trade	20	4%
Manufacturing	14	3%
Agriculture, forestry and fisheries & mining	8	2%
Transportation, warehousing, and utilities	7	1%
Other services (except public administration)	6	1%
<b>Total</b>	<b>468</b>	<b>100%</b>
Source: 2010 U. S. Census, Table DP03		

A review of the City business license records indicates that business uses have remained relatively stable, with the City annually issuing approximately 217 business licenses, including 33 licenses to general contractors, 159 to sub-contractors, 8 to farms, 7 to realtors, and 12 to a variety of home occupations. The City does not expect a substantial increase or change in business activity during the Housing Element planning period (2014-2021). The Southern California Association of Governments (SCAG) also projects stable levels of employment in Bradbury, with SCAG's 2012-2035 Regional Transportation Plan/Sustainable Communities Strategy showing no change in the 200 jobs in Bradbury from 2008-2035.

The majority of Bradbury residents work in other parts of the metropolitan Los Angeles area as there are few opportunities outside of service, agricultural and domestic maintenance employment within the City itself. The City has no commercial zones or business district and therefore it is not a viable location for retail or office professional businesses. The City's steep topography and lack of infrastructure restricts or prohibits traditional commercial and industrial urban land uses. Nearby communities such as Duarte and Monrovia have potential for commercial and industrial employment opportunities. The nearby communities are in close proximity to regional transportation. They also contain larger commercial and industrial land area, providing more opportunity for economic expansion and revenue growth. The City of Bradbury's primary revenue resource is property tax.

#### **F. Existing Housing Stock in Bradbury**

The 2010 Census identifies a total of 400 dwelling units in Bradbury, a 50% increase since 1970. (This does not include 50 units that were reportedly lost in the wildfires of November 1980). As of 2013, the Department of Finance identifies a total of 406 housing units in Bradbury. All of the housing units in the City consist of single-family units, either primary or second dwellings on the same parcel of land. The City has no group quarters or institutional facilities.

The citywide survey of second units undertaken in 1994 documented a total of 61 units. Since that survey, an additional thirty (30) second units have been constructed, for a total of 91 second units (2013). As the Department of Finance (DOF) does not accurately reflect the number of second units in Bradbury, for purposes of consistency, the Housing Element utilizes the total unit count of 406 from DOF, and allocates this among 91 second units and 315 single-family detached units, as presented in Table II-5.

**TABLE II-5  
HOUSING TYPE AND NUMBER OF UNITS - 2013**

<b>Unit Type</b>	<b>Number</b>	<b>Percent</b>
Single-family detached	315	78%
Second Units	91	22%
<b>Total</b>	<b>406</b>	<b>100%</b>

Source: Unit totals based on 2013 Department of Finance Report E-1. Distribution by unit type based on City documentation on number of second units.

Among Bradbury's 400 housing units documented by the 2010 Census, 46 were unoccupied, representing an 11.5% vacancy rate. Of the City's 354 occupied households, 307 were owner-occupied (87%), and 47 units were renter-occupied (13%). The City's average household size of 3.1 has remained fairly comparable between 1990 and 2010.

The condition of existing housing stock is determined by its age, quality of original construction and continued level of maintenance. Favorable housing conditions enhance neighborhood quality, which in turn promotes housing maintenance and improvement. Quality housing stock also correlates with the income and social stability of a neighborhood and the entire community. According to the City of Bradbury Municipal Code, a substandard building is any building or structure in such condition so that the safe is defective, unsightly or in such condition of deterioration or disrepair that the same causes, or may be reasonably expected to cause, any diminution of the property values of buildings or structures located on adjacent lots or to the city as a whole or its residents, or interferes with the peaceful use, possession or enjoyment of such adjacent lots or improvements on such adjacent lots.

Of the 400 dwelling units in Bradbury identified by the 2010 Census, 233 (58%) are now over 30 years old, of which 95 units (24%) are over 50 years old. Though units that are at least 30 years usually need some replacement of systems (roof, plumbing, electrical), units in Bradbury were custom built and have been well maintained. According to the City's Building Official, the majority of the City's housing stock is in good-to-fair condition, and very few housing units are not in full compliance with the applicable Building and Safety Codes and related local ordinances. The City estimates that approximately ten percent of the homes built prior to 1960 (50+ years in age) are in need of some level of rehabilitation, equating to ten units; no units have been identified in need of replacement.

In 2013, the City of Bradbury adopted an ordinance enacting the Mills Act. This is a preservation and rehabilitation incentive program that provides tax relief to designated historic resources within the community. Homeowners of historic properties can utilize tax savings for upgrades to plumbing, heating and other essential housing features.

The majority of housing units in the City use private septic systems to handle effluent. Of the 335 housing units reported by the U.S. Postal Service in 2008, 115 units (34%) were connected to the public sewers and 220 dwelling units (66%) used private septic systems. The majority of those units connected to sewer are located in the south and south eastern portion of the City.

Table II-6 provides a breakdown of the 2010 U.S. Census statistics relative to housing values. The median value of specified owner-occupied housing units was identified at \$1,000,000 plus. Ninety-five percent (95%) of the housing units were identified in excess of \$500,000 and 63% were valued over \$1,000,000. In contrast, the Census documents a median home value of \$508,800 in Los Angeles County, half that of the median value in Bradbury.

**TABLE II-6  
VALUE OF HOUSING UNITS - 2010**

Value	Number	Percent
Less than \$50,000	7	3%
\$50,000 - \$99,000	4	1%
\$100,000 - \$149,000	0	0
\$150,000 - \$199,000	0	0
\$200,000 - \$299,000	3	1%
\$300,000 - \$499,000	0	0
\$500,000- \$999,999	88	32%
\$1,000,000 plus	172	63%
<b>Total</b>	<b>274</b>	<b>100%</b>

Source: 2010 U.S. Census Table B25075

Table II-7 provides detailed information on single-family homes sold within the Bradbury city limits during calendar year 2013 and the first 3 months of 2014. A total of 30 single-family home sales were recorded during this 15 month period, with median sales prices ranging from \$1.4 million (two-three bedrooms) to \$2.6 million (four-five bedrooms), and up to \$9.1 million (seven bedrooms). The average lot size of homes sold was over 3 acres, indicating most of these are estate homes on large acreages. According to development records, many of the purchasers of estate properties in Bradbury demolish the existing older residence and develop larger homes with second units for extended families.

**TABLE II-7  
SINGLE-FAMILY HOME SALES PRICES, Jan 2013 - March 2014**

# Bdrms	Units Sold	Price Range	Median Price	Avg. Unit Size	Avg. Lot Size	Avg. Year Built
2-3	8	\$602,000 - \$7,500,000	\$1,476,500	2,700 sq.ft.	154,000 sq.ft.	1955
4	9	\$1,075,000 - \$5,500,000	\$2,600,000	3,500 sq.ft.	147,000 sq.ft.	1965
5	11	\$651,000 - \$5,260,000	\$2,700,000	4,500 sq.ft.	114,000 sq.ft.	1982
7	2	\$9,000,000 - \$9,263,000	\$9,131,500	11,300 sq.ft.	110,000 sq.ft.	1997
<b>Total</b>	<b>30</b>	<b>\$602,000 - \$9,263,000</b>	<b>\$2,600,000</b>	<b>4,200 sq.ft.</b>	<b>134,000 sq.ft.</b>	<b>1971</b>

Source: Dataquick On-Line Real Estate Database. Compiled by Karen Warner Associates.

Monthly contract rent is listed in Table II-8. As indicated previously, the majority (87%) of the units in the City are owner-occupied. Of the total 47 rentals, 19 (40%) were identified as having "no cash rent," likely consisting of second units occupied by grooms/animal caretakers, farm workers and domestic assistants and provided as part of the occupant's overall compensation.

Review of advertised room rents in the adjacent cities of Monrovia and Duarte provide additional information on second unit and room affordability. A total of 15 rooms were listed for rent,

ranging in price from \$500 to \$900, with a median rent of \$650. At the median rental rate, rooms are affordable to very low income households of one or more persons. At the lowest rental rate, the room is affordable to an extremely low income household of two or more persons.

**TABLE II-8  
MONTHLY CONTRACT RENT - 2010**

Monthly Rent	Number	Percent
Less than \$499	0	0
\$500 - \$749	28	60%
Over \$750	0	0
No Cash Rent	19	40%
<b>Total Occupied Units</b>	<b>47</b>	<b>100%</b>
Source: 2010 U.S. Census Table S2503		

In May-June 2009, the City conducted a survey of all existing second units in the community in order to obtain information about the unit type, occupants, and rent range. The results of the survey are provided in Attachment II-1, and included 25 responses, representing a total of 32 total units. In addition to 22 second units, the responses provided data for three (3) guest houses and seven (7) other living quarters. The majority of respondents reported properties having one accessory unit in addition to the principal residence. However, four properties had two (2) units in addition to the primary dwelling unit, while one (1) property had four (4) additional units. The survey defined second units as an attached or detached unit with both kitchen and bathroom facilities generally occupied on a permanent basis; guest houses as similar to second units but with a temporary occupancy; and “other living quarters” as a single room(s) attached to the main house or an accessory structure(s) with bathroom facilities and limited or no kitchen facilities.

The second units represented in the survey ranged in size from 500 to 2,500 square feet with an average of 900 square feet for one-bedroom; 1750 square feet for two-bedrooms; and 2,375 square feet for three-bedrooms. Guest houses were all one-bedroom and averaged 950 square feet. The other living quarters were all singles or one-bedroom and averaged 430 square feet.

The majority of the second units (11) were occupied by family members, five (5) with elderly (65+ years of age) occupants and six (6) with occupants aged 18-64. Rent was not charged for seven (7) of the family occupied units; while three (3) family member households (one aged 18-64 years and two elderly) paid between \$901 and \$1000 monthly to rent a second unit. These three households were all comprised of two members. This rent is considered affordable to a low income two-person household. The survey response for the one (1) remaining family member occupied unit did not include rent information. Six (6) second units were occupied by grooms/animal care workers, split evenly between singles and three member households. Rent for these second units are considered part of the worker’s compensation package.

Of the two (2) occupied guest homes, one was occupied by a family member aged 18-64 with an unknown rent situation. The other guest house was occupied by a domestic assistant with rent as part of their compensation package.

One of the four (4) “other living quarters” was occupied by a family member, aged 18-64, with no rent charged. The remaining three (3) units were occupied by individual groom/animal care workers with rent considered part of their compensation package.

### **G. Second Units and Single Room Units**

Nearly half of the dwelling units in Bradbury are located on two to five acre estate parcels of land. These multi-million dollar estates often contain second dwellings located on the same parcel with the main dwelling unit. The second units range in size from 1,000 square feet to 2,500 square feet. The second units are not separately addressed and the utilities are obtained from the meters installed to service the main dwelling unit. Occupants of these second units range from elderly family members to individuals engaged in the care and maintenance of the main dwelling and the grounds. The second units are considered as affordable because they can be occupied by individuals and families that qualify as very low and low income.

The larger estate dwelling units may also contain guesthouses and maid’s quarters in the form of a single room occupancy (SRO) unit. Although these facilities usually do not contain complete kitchens, they do provide living and sleeping accommodations for the personnel employed on-site to maintain the dwelling and grounds.

Of the 25 properties represented in the 2009 second unit survey, 17 are located in the A-5 zone, two (2) in the A-2 zone and four (4) in the A-1 zone. All properties with more than one additional unit are located in the A-5 zone. All guest houses and other living quarters are found in the A-5 zone.

The ability of the City to accommodate more conventional types of affordable housing is constrained by a variety of factors. The hillside character of the community does not lend itself to high density zoning or development. Land cost is high and the community lacks public sewers and public storm drain facilities. Private streets are narrow and semi-improved. Curbs, gutters and sidewalks are non-existent in the estate gate guarded areas. The community is subject to several significant natural hazards such as wildfires, windstorms, earthquakes and flooding. High density development, mixed use development and multiple-family development are not options available to the City for the provision of affordable housing.

The City is committed to continue promotion of second unit and accessory dwelling unit development. City building permit and code enforcement records were reviewed to identify the existence of second units. In 1994, a survey of second units was conducted with a resulting count of 61 second units. Since this survey, 30 additional second units have been approved, bringing the total to 91, with an additional 4 units approved in the first four months of 2014.

The City's goal will be to add an average of one second unit per year over the 2014-2021 planning period. Second units accommodate the provision of housing for lower income households in the City.

The City also recognizes the value of the single room occupancy units to house personnel involved in the care and maintenance of the primary dwelling, or the associated on-site farming activity. The City has made provisions in its Zoning Code to define and permit this housing type. This will accommodate the provision of housing for extremely low and very low income persons in the City.



## **Housing Element 2014-2021**

### **CHAPTER III**

## **HOUSING NEEDS ASSESSMENT**

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The following analysis of current City housing conditions presents housing needs and concerns relative to various segments of the population.

Several factors influence the degree of demand, or "need," for new housing in Bradbury in the coming years. The four major "needs" categories considered in this element include:

1. Housing needs resulting from population growth, both in the City and the surrounding region;
2. Housing needs resulting from overcrowding;
3. Housing needs that occur when households are paying more than 30% of their adjusted annual income for housing; and
4. Housing requirements for "special needs groups" such as persons with disabilities, elderly, large families, female-headed households, and the homeless.

#### **A. Regional Housing Needs Assessment**

California's Housing Element law requires that each city and county develop local housing programs designed to meet their "fair share" of existing and future housing needs for all income groups. The Regional Housing Needs Assessment (RHNA) is to be determined by the jurisdiction's Council of Governments. This "fair share" allocation concept seeks to ensure that each jurisdiction accepts responsibility for the housing needs of not only its resident population, but also for those households who might reasonably be expected to reside within the jurisdiction, particularly lower income households.

The fair share allocation process begins with the State Department of Finance's projection of statewide housing demand for an eight-year planning period, which is then apportioned by the State Department of Housing and Community Development (HCD) among each of the State's official regions. The regions are represented by an agency typically termed a Council of Government (COG). In the six county Southern California regions, which include the City of Bradbury and all other incorporated cities and unincorporated areas of Los Angeles County, the agency responsible for assigning these is the Southern California Association of Governments (SCAG). Council of Governments, such as SCAG, then further allocates its assigned regional shares among its member jurisdictions.

### **Overview of the SCAG Fair Share Allocation Process**

A local jurisdiction's "fair share" of regional housing need is the number of additional dwelling units that will need to be constructed in a jurisdiction in order to house the anticipated growth in the number of households, replace expected demolitions and conversion of housing units to non-housing uses, and achieve a future vacancy rate that allows for the healthy functioning of the housing market, over a specified time period. The fair share must be allocated by the five household income categories as defined by the State, based upon the relationship to the County (Area) median income (AMI), adjusted for household size.

1. Extremely Low – 0-30% of AMI;
2. Very Low – 31-50% AMI;
3. Low – 51-80% AMI;
4. Moderate – 81-120% AMI; and
5. Above Moderate – 121% or more AMI.

These definitions differ slightly from Federal income categories with 95% AMI generally being the highest income group for most Federal programs. The allocations are further adjusted to avoid an over concentration of lower income households in any one jurisdiction. The fair share allocation must also consider the existing "deficit" of housing need due to the number of lower income households who are currently paying more than 30 percent of their incomes for housing costs. This is the criteria used by the Federal Government to define when housing is affordable.

### **SCAG's Regional Growth Forecast**

In the process of making jurisdiction-specific allocations, Councils of Government must consider market demand for housing, employment opportunities, the availability of suitable sites and public facilities, commuting patterns, type and tenure of housing need, and the housing need for farm workers. In the SCAG region, these factors are all explicitly taken into account in the preparation of SCAG's regional growth forecast, which is the basis not only for the Regional Housing Needs Assessment (RHNA), but also for the Air Quality Management Plan prepared by the South Coast Air Quality Management District and SCAG's Regional Transportation Plan. The regional forecast of population, household and employment growth is developed every few years by SCAG using sophisticated computer models.

## **SCAG's Approach to Estimating "Existing Housing Need"**

In previous fair share allocations, SCAG has defined "existing housing need" in terms of two factors. The first is the number of lower-income households in each jurisdiction who are currently "overpaying" for housing (i.e., paying more than the Federally-defined threshold of 30% of household income), by tenure type (i.e., renters and owners). SCAG's procedure has been to assume, for lack of any more current data, that the distribution of households by income and by overpayment status is the same as the most recent decennial census. The allocations assumed the household income distributions found in the 2010 census. These proportions were applied to the 2014 estimate of Bradbury's total fair share of regional housing need for the 2014-2022 Housing Element planning period.

The second factor used to estimate existing housing need is the number of housing units that would have to be added to the jurisdiction's housing stock to maintain a healthy balance between occupied and vacant units in the housing market. HCD establishes a vacancy rate of two percent for ownership housing and five percent for rental housing as the acceptable thresholds for a well-functioning housing market. To the extent that existing vacancy rates fall below these benchmarks, additional units need to be constructed as part of the regional fair share allocation.

## **Estimate of Future Housing Need**

SCAG has previously estimated each jurisdiction's future housing need in terms of four factors: (a) the number of units needed to accommodate forecasted household growth; (b) the number of units needed to replace demolitions due to attrition in the housing stock (i.e., fire damage, obsolescence, redevelopment and conversions to non-housing uses); (c) maintaining an acceptable vacancy rate for a well-functioning housing market; and (d) an adjustment to avoid an over-concentration of lower-income households in any one jurisdiction.

The future need for housing based on household growth is derived from SCAG's regional growth forecast. HCD recommends a flat rate factor of 0.2 percent for replacement of units which may be demolished, converted to non-residential uses, or lost from the housing stock through other actions. The ideal vacancy rates are the same as noted above.

## **Bradbury's 2014-2021 Fair Share Estimate (Issued February 6, 2012)**

The methodology presented represents a customized "fair share" estimate for Bradbury for the 2014-2021 planning period, using the framework of the SCAG allocation approach, but updated to reflect post 2010 Census and other population and housing data, and recent SCAG regional allocation forecasts. Bradbury's fair share for this allocation period is two (2) units – one extremely low/very low and one low, according to the following formula:

$$7 \text{ (Household Growth 2014-2021)} + 0 \text{ Base Vacancy Needs} + 1 \text{ Total replacement} = 8$$

$$8 \text{ Projected draft RHNA prior to vacancy credit adjustment} - 7 \text{ vacancy credits} = \mathbf{2 \text{ Units}}$$

**TABLE III-1  
REGIONAL HOUSING NEEDS ASSESSMENT 2014-2021**

<b>Income Level</b>	<b>Percent AMI*</b>	<b># of Units</b>	<b>Percent</b>
Extremely Low**	0-30%	1	0%
Very Low	31-50%	0	50%
Low	51-80%	1	50%
Moderate	81-120%	0	0%
Above Moderate	120%+	0	0%
Total		2	100%

Source: <http://SCAG.ca.gov/Housing/rhna.htm>

\*AMI - Area Median Income

\*\*As SCAG does not differentiate between very low (VLI) and extremely low income (ELI) needs in the RHNA, the City has allocated its RHNA need for 1 VLI/ELI unit to ELI based on the greater incidence of ELI households in the community (source: 2007-2011 CHAS)

**B. Overcrowding**

An overcrowded household is typically the result of a shortage of space. Specifically, overcrowding occurs when there are more than 1.01 persons per room (excluding bathrooms, storage areas, and hallways or stairways); and severe overcrowding occurs when there are more than 1.5 persons per room. According to the 2010 Census, the City of Bradbury has a high number of rooms per household (7.6) with a comparatively low number of persons per household (3.21). This is a reflection of the City’s relative affluence. Among the 286 occupied housing units identified in Bradbury by the 2008-2012 American Community Survey, no owner units were as overcrowded, although 8 of the 28 rental units were identified as overcrowded, reflecting a renter overcrowding rate of 29%.

**C. Overpayment for Housing**

Most households, particularly middle- and lower-income households pay for their housing costs out of their wages and income. There is a standard for overpayment that is evaluated by considering tenure and income. “Overpayment” is considered paying more than 30% of household income for housing; severe overpayment is paying more than 50% of household income for housing. However, upper and very upper income households often pay for their housing costs using assets that are unrelated to monthly income. Bradbury comprises homeowners that are in the top 1% of wealth in the United States, but also many that are foreign nationals whose incomes are not recorded by US Census data. Therefore, the standard measures of affordability exaggerate “need” of Bradbury residents that are homeowners.

That said, data from the 2007-2011 American Community Survey and compiled by income category by HUD (referred to as "CHAS" data) identifies 156 homeowners in Bradbury (56%) as overpaying, with 93 of these households (33%) spending more than half their income for housing (refer to Table III-2). However, a relatively limited number (26 households) of lower income homeowners were identified as overpaying. The CHAS data includes information for just 20 renter households in Bradbury (whereas the 2010 Census documents a total of 47 renters). Of these 20 renter households, the CHAS identifies 10 (50%) as overpaying, all of

which were spending more than half their income on housing and all of which were lower income.

**TABLE III-2  
HOUSING OVERPAYMENT 2010**

Overpayment	Households	Percent
<b>Owners</b>		
Overpayment (>30% income on housing)	156	56%
Severe Overpayment (>50% income on housing)	93	33%
Lower Income Households Overpaying	26	9%
<b>Renters</b>		
Overpayment (>30% income on housing)	10	50%
Severe Overpayment (>50% income on housing)	10	50%
Lower Income Households Overpaying	10	50%

*Source: Comprehensive Housing Affordability ("CHAS") data, based on 2007-2011 American Community Survey.*

*Note: Severe overpayment is a subset of overpayment.*

In summary, the City of Bradbury remains diligent about assisting residents who might have serious housing needs. However, income alone is not a reasonable gauge by which to determine this necessity in this community. Therefore, other indicators that might point to need, such as property maintenance changes or outright inquiries about housing assistance will be considered.

**D. Special Housing Needs**

Pursuant to the Housing Element Legislation, this Housing Element must include an analysis of special housing needs. The special groups include persons with disabilities, the elderly, large families, families with female heads of households, farm workers and the homeless.

**Persons with Disabilities** – Due to the City's limited population, updated information on persons with disabilities is not available for the City of Bradbury, with the 2000 U.S. Census providing the most reliable information available. Table III-3 identifies the disability and employment status of persons (16 years and over) in the City as documented in the 2000 Census. The housing needs of the handicapped vary with the type and severity of the particular handicap, and not all handicapped persons require specialized housing consideration. There are numerous programs available to handicapped, special education and disabled persons in the San Gabriel/Pomona Valley. Most of these programs are provided through the Los Angeles County Department of Social Services, San Gabriel Valley Region.

The City’s Building Department implements and enforces State codes that require accessibility for the disabled. Continued application of the building code requirements will ensure that adequate accessibility is provided for the disabled. It is a goal of the City that future second units are accessible to the disabled in compliance with all ADA requirements. This housing element includes a program to encourage accessibility for all second units.

**TABLE III-3  
DISABILITY AND EMPLOYMENT STATUS**

Status	Number of Persons
Total Persons in Labor Force (Population 16 years and over)	431
All Persons with a Disability	89
Persons with Disabilities that are employed	19
Persons with Disabilities that are not employed or not in work force	70
Source: 2000 U.S. Census	

**Developmental Disabilities** - Due to the dramatic rise in autism spectrum disorders (ASD), in 2010 the California legislature passed SB 812, which requires the Housing Element to specifically analyze the housing needs of persons with developmental disabilities, and to identify resources available to serve this population. The State Department of Developmental Services (DDS) currently provides community-based services to 6,000 adults diagnosed with ASD; over 4,000 California teenagers diagnosed with ASD will reach adulthood over the next five years, many of whom will want to live independently and need appropriate housing.

The San Gabriel Valley Regional Center (SGPRC) is among 21 regional centers operated by the State DDS to serve the developmentally disabled population. The goal of these centers is to: 1) prevent/minimize institutionalization of developmentally disabled persons and their dislocation from family and community; and 2) enable this population to lead more independent and productive lives. Due to Bradbury's small population, the San Gabriel/Pomona Regional Center does not provide information on the number of residents it serves.

The regional centers have identified a number of community-based housing types appropriate for persons living with a developmental disability: licensed community care facilities and group homes; supervised apartment settings with support services; SB 962 homes (for persons with special health care and intensive support needs); and for persons able to live more independently, rent subsidized homes and Section 8 rental vouchers.

Bradbury supports the provision of housing for persons with disabilities, and has adopted provisions in its Zoning Code to enable supportive housing. In addition, the updated Housing Element includes programs to explicitly provide for community care facilities in the Zoning Code, and to adopt written procedures to ensure reasonable accommodation for persons with disabilities. Housing Element programs to facilitate affordable housing can also assist residents with developmental disabilities.

**Elderly** - The 2010 Census statistics (refer to Table II-1) indicate that 209 persons (20%) of the City's population is 65 years of age or older. An additional 183 persons (18 %) are between 55 and 64 years of age. Elderly typically have fixed incomes and, therefore, may experience difficulty in maintaining adequate living arrangements due to rising housing costs. Elderly homeowners are still subject to increasing utility rates and increased costs for property maintenance. The City recognizes the needs of elderly to include affordability, proximity to services and transportation and special design features to accommodate physical needs.

The 2010 Census indicates that there were 111 elderly households in Bradbury, 96 owner households and 15 renter households. Of the elderly households, 19 owners and five renters lived alone. While updated statistics on the income characteristics of Bradbury's senior households is not available, data from the 2000 CHAS indicates the following: among elderly owner households, four had very low incomes and eight had low incomes; all four renter households were low income. Elderly owner households overpaying for housing numbered eight low income and 20 moderate and above. Those with a severe overpayment burden numbered ten moderate and above income households. Many of the City's elderly population reside in older single-family dwellings or second dwelling units. The City's 2009 survey of properties with second units indicated that five elderly households live in family owned second units. Of these five households, three paid no rent and two paid rents between \$900 and \$1,000. These two households were two-person households, indicating affordability for moderate income renters.

There are no adult community care facilities licensed within the City of Bradbury. However, Royal Oaks is an elderly care facility located adjacent to the City within an unincorporated pocket of Los Angeles County. The facility has three levels of care, independent, assisted and a 48 bed skilled nursing unit. Los Angeles County Department of Social Services, San Gabriel Valley Region offers many housing programs that are available to elderly in the region. In addition, Meals on Wheels is offered through a program at the Duarte Senior Center on Huntington Drive and at the Monrovia Senior Neighborhood Center on Foothill Boulevard. Arrangements can be made with Meals on Wheels to deliver meals.

Bradbury's elderly population, like the rest of the City, is relatively affluent and do not have significant housing problems. However, there is potential for creation of a house sharing program. This can help the elderly stay in their homes while generating funds from sharing their home with others. The City has included an evaluation of this type of house sharing as a program in this housing element.

**Large Family Households** – Large families, those with five or more persons, can experience a greater incidence of overcrowding due to the large family size. According to the 2010 Census, there were 58 large families (16% of all households), of which 54 were owner and four were renter households. The Bradbury housing stock is primarily units with three or more bedrooms. Of the 311 units in 2000, 261 units (84%) had three or more bedrooms, including 250 owner and 11 renter units.

**Families with Female Heads of Households** – Female headed households are more likely to be in need of affordable living accommodations that are located in close proximity to schools,

childcare, public transportation, various social services and employment opportunities. SCAG's Existing Housing Needs Data Report (based on the 2005-2009 American Community Survey) identifies 19 female-headed households in Bradbury. Of these households, 11 were owner-occupied and four were renter-occupied. No female-headed households were at or below poverty. Programs for families are available nearby in both Duarte and Monrovia.

**Farmworker Housing** – The majority of the City is zoned for agricultural use of land. The City is comprised of many farms surrounded by urban low density single-family development. According to City business licenses there are eight active agricultural businesses.

However, according to the 2010 Census, only 8 employed persons or 1.0 percent of the work force in Bradbury listed farming, forestry or fishing as their occupations. Because there are no known forests, fisheries or mines within a reasonable radius surrounding the City it is assumed that all eight of these individuals are farm workers. Many of the 5-acre sites within the community operate equestrian ranches. In addition, some of the 5-acre parcels support orchards or groves. A majority of the working equestrian centers and orchards provide housing (rooms, second dwelling units or guesthouses) for the permanent farm workers employed on-site. As noted in the City's recent survey of accessory living quarters, this housing is considered part of the worker's compensation.

**Homeless** - State legislation (SB2) has mandated that the special needs assessment of the Housing Element include an analysis of the City's homeless conditions and need for emergency shelter. Homeless refers to persons and/or families who are without shelter because of economic, disability (physical, mental, substance abuse), and/or domestic circumstances. Such persons may live in campers, motels, shelters and other temporary accommodations. The US Department of Housing and Urban Development defines homeless as "an individual who lacks fixed, regular and adequate nighttime residence and an individual who has a nighttime residence that is a public or private nighttime place that is not designated for ordinary use as a regular sleeping accommodation for human beings."

In 1984, the State Housing Element law was amended to add "families and persons in need of emergency shelter" to the special housing needs groups to be considered in each locality's Housing Element. However, by their very nature, homeless persons and families are difficult to quantify, and their special housing needs are as varied as their individual circumstances. The Los Angeles Homeless Services Authority (LAHSA) coordinates the biennial Greater Los Angeles<sup>1</sup> Homeless Count, one of the largest homeless count operations in the United States. The count encompasses homeless on the street, in shelters (emergency, transitional and safe haven), and "hidden homeless". LAHSA's January 2013 count of homeless on the street and in shelters identified 35,534 men women and children, reflecting a 2.6 percent increase above the 2011 count. When the "hidden homeless" are included in the estimates, the number increases to 53,798 people, an 18 percent increase from 2011.

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<sup>1</sup> The Greater Los Angeles Homeless Count includes all of Los Angeles County, except the cities of Glendale, Pasadena, and Long Beach, who administer their own counts.

While the 2013 Homeless Count doesn't provide detailed information on why homelessness has increased in the region, the Report identifies the following contributing factors:

- The lingering effects of the recession and continued high unemployment
- A loss in state and federal funding to provide housing and homeless assistance
- Lack of adequate affordable housing options for low income households, and increasing housing rental rates
- Increasing numbers of probationers released as a result of prison realignment
- The in-migration of homeless persons to Los Angeles County

In the San Gabriel Valley, LA Service Provider Area (SPA) 3, the total homeless population increased from the 2011 count of 3,918 to 4,444 in 2013, a 13.4 percent increase. As summarized in Table III-3, the number of *sheltered* homeless in SPA 3 decreased by approximately 100 persons between 2011 and 2013, whereas the count identified an increase in over 400 *unsheltered* homeless and 200 *hidden* homeless. Interestingly, while the San Gabriel Valley evidenced a total increase in over 500 homeless, the number of chronic homeless remained virtually unchanged, with many homeless subpopulations actually declining in numbers (i.e. substance abuse, mentally ill, HIV/AIDS, domestic violence). These trends would indicate that much of the growth in homelessness between 2011 and 2013 in the San Gabriel Valley was likely situational in nature, and a reflection the prolonged recession and related joblessness.

**TABLE III-4: 2013 AND 2011 LAHSA HOMELESS COUNT  
SPA 3 – SAN GABRIEL VALLEY (EXCLUDING PASADENA)**

	2013		2011	
	Number	Percent	Number	Percent
<b>Total SPA 3 Homeless Count</b>	<b>4,444</b>	<b>100%</b>	<b>3,918</b>	
Sheltered	1,367	30.8%	1,475	37.6%
Unsheltered	1,428	32.1%	1,024	26.1%
Hidden	1,649	37.1%	1,419	36.2%
<b>Homeless by Household Type</b>				
Single Adults	3,935	89%	3,385	86%
Family Members	487	11%	526	13%
Unaccompanied Youth (<18 years)	22	<1%	7	<1%
<b>Homeless Subpopulations</b>				
Chronically Homeless	1,147	26%	1,149	29%
Substance Abuse	1,360	31%	1,849	47%
Mentally Ill	1,348	30%	1,472	38%
Veterans	533	12%	381	10%
Persons with HIV/AIDS	45	1%	106	3%
Survivors of Domestic Violence	416	9%	697	18%
Physical Disability	838	19%	754	19%

Source: 2013 & 2011 Greater Los Angeles Homeless Count [www.lahsa.org/homelesscount.asp](http://www.lahsa.org/homelesscount.asp)

Within Bradbury, the 2011 Homeless Count identified no homeless; city-level statistics from the 2013 Homeless Count are not available for Bradbury. The 2010 Census also did not identify any homeless in Bradbury.

Due to the limited number of homeless in Bradbury, homeless are primarily served by facilities and programs in the nearby City of Pasadena. These programs include a rotating winter shelter program (provided by the Ecumenical Council Pasadena Area Churches), several emergency and transitional shelters, and permanent supportive housing. The San Gabriel Valley Consortium on Homelessness maintains an on-line database of services available to the homeless in the San Gabriel Valley ([www.sgvc.org](http://www.sgvc.org)).

In addition, the City of Bradbury periodically provides financial assistance to shelters in the surrounding area that provide housing and assistance to the homeless. In the past, the City has assisted several shelters with up to \$5,000 annually, though due to fiscal constraints, has not contributed funds since 2010. The updated Housing Element includes a program for the City to continue to support agencies that serve the homeless and other special needs populations, subject to funding availability.

## **E. Energy Conservation and Climate Action Plan**

Housing Element statutes require an analysis of opportunities for energy conservation with respect to residential development. The energy conservation section of the element must inventory and analyze the opportunities to encourage the incorporation of energy saving features, energy saving materials, and energy efficient systems and design for residential development. Planning to maximize energy efficiency and the incorporation of energy conservation and green building features can contribute to reduced housing costs for homeowners and renters, in addition to promoting sustainable community design and reduced dependence on vehicles. Such planning and development standards can also significantly contribute to reducing greenhouse gases.

**Green Building Practices** - Conventional building construction, use and demolition, along with the manufacturing of building materials, have multiple impacts on our environment. In the United States, buildings account for:

- 36% of total energy use
- 65% of electricity consumption
- 30% of greenhouse gas emissions
- 30% of raw materials use
- 30% of landfill waste
- 12% of potable water consumption

Green buildings are structures that are designed, renovated, re-used or operated in a manner that enhances resource efficiency and sustainability. These structures reduce water consumption, improve energy efficiency, generate less waste, and lessen a building's overall environmental impact. The 2010 California Building Standards Code establishes mandatory Statewide green building standards; Bradbury has adopted the California Green Building Standards Code (CALGREEN) in its entirety. The City promotes "Green and Beautiful Bradbury" on the City website, providing user-friendly information about energy conservation, suggestions to improve energy efficiency, and appliance rebate programs.

Bradbury has completed a Greenhouse Gas (GHG) Inventory and Forecast, and established a 2020 target to reduce greenhouse gas emissions by 15% below 2008 levels. The GHG Inventory and Forecast provides thresholds for specific impacts, with each development evaluated on a case-by-case basis. In addition, the City has adopted a Climate Action Plan Element as part of the 2012-2030 General Plan Update, establishing Goals, Objectives, Policies and Actions aimed at the reduction of GHG emissions. The City will work with the San Gabriel Valley Council of Governments, the San Gabriel Valley Energy Wise Partnership, and other partners in implementation of its Climate Action Plan. The City's progress toward achieving its target goals will be monitored annually and reported to City Council.

**Energy Conservation Programs Offered through Local Utilities and the State** - Bradbury promotes energy conservation by advertising utility rebate programs and energy audits available through Edison and Southern California Gas. Lower-income households are also eligible for state sponsored energy and weatherization programs.

Southern California Edison (SCE) provides a variety of energy conservation services under its Customer Assistance Programs (CAP). These services are designed to help low-income households, senior citizens, permanently disabled, and non-English speaking customers control their energy use. The Southern California Gas Company offers an energy conservation service known as the Community Involvement Program (CIP). This service provides weatherization for the homes or apartments of low-income families, provided they meet the federally-established income guidelines. These services are provided to the low-income families free of charge while later being reimbursed by the Gas Company.

Income-qualified Edison and So Cal Gas customers may be eligible for the State's Energy Savings Assistance program, and/or a 20% bill discount under the California Alternate Rates for Energy (CARE) program.

Energy Upgrade California (EUC) is a new statewide program which offers up to \$4,000 in incentives to homeowners who complete select energy-saving home improvements on a single-family residence and two-to-four-unit buildings. The incentive packages encourage customers to take the "whole house" approach by combining several improvements at one time to achieve greater energy efficiencies and savings. Homeowners are required to hire a contractor and perform an initial assessment. EUC has a list of participating contractors and raters. Southern California Edison (SCE) and Southern California Gas are among the five utilities that participate in the EUC program across the State.

#### **F. Units at Risk**

The State requires all jurisdictions to include a study of all low and/or moderate income housing units which may at some future time be lost to the affordable inventory, due to the expiration of some type of affordability restrictions. The law requires that the analysis and study cover a ten-year period. A review of the information from the State and Federal agencies did not uncover any assisted rental housing developments with State or Federal contracts. There are also currently no locally-assisted rental housing developments located within the City.

Further, according to the County of Los Angeles Housing Authority, there are no housing units located within the City that receive Section 8 housing assistance. Neither the State nor the Federal governments operate housing assistance programs within the City.



## **Housing Element 2014-2021**

### **CHAPTER IV**

## **HOUSING CONSTRAINTS & RESOURCES**

Local Housing Elements, pursuant to Article 10.6, must analyze potential and actual governmental and non-governmental constraints upon the maintenance, improvement, or development of housing for all income levels. The categories of constraints required in the analysis include land use controls, building codes, development processing, infrastructure, environmental, and market constraints.

#### **A. City Development History**

The 1.9 square mile City of Bradbury was incorporated in 1957. The development plan for the community has always been strictly single-family detached residential dwellings. The City created an enclave for small up scaled agricultural uses within a growing metropolitan area. The original agricultural uses include avocado and citrus orchards. Numerous equestrian ranches were maintained. Thoroughbred horses that raced at the nearby Santa Anita Thoroughbred Race Track were housed and trained at local ranches.

When the City incorporated it included 38 small (7,500 square foot) parcels of land that were developed with single-family residential detached dwelling units of 1,400 to 1,800 square feet of enclosed floor area. The remainder of the City consisted of parcels of land that ranged in size from 20,000 square feet to 12 acres. A few sites contained 20 to 70 acres. Over the years a few subdivisions were recorded, creating new home sites that ranged in size from 20,000 square feet to 5 acres. New single-story ranch style homes were constructed in the early to mid 1960's with homes ranging from 2,000 to 3,000 square feet. Larger estate dwellings were constructed on the hillside lots. Many of the 2 and 5 acre parcels contain elaborate equestrian facilities. The existing rural equestrian estate development reflects the community's overall vision. Additionally the large lot subdivisions embody the community's desire to protect the sensitive hillside environment.

The City of Bradbury has always carried the mystique of being an upscale single-family community that embodied the stereotypical element of country type suburbia. Over the past 15

to 20 years the City's development trend has been toward large estate mansions that range in size from 12,000 to 20,000 square feet in usable floor area. Generally, the estate home sites have also been used to construct second dwelling units. The second units have been constructed to house elderly family members and domestic personnel that maintain the grounds and animals kept on site.

More recently, small and mid-ranges homes have been purchased and remodeled to add additional bedrooms and second dwelling units. Most of the remodeling has included second story additions. For the most part the second units are attached to the primary house and appear to be used to accommodate the needs of elderly family members or household maintenance staff.

The City of Bradbury is surrounded by the City of Monrovia to the West; the City of Duarte to the east and south and the Angeles National Forest to the north. In the center of the city there is a County island fully developed with the Royal Oaks Manor, a senior citizen retirement community. Therefore, there is no opportunity for annexation to increase the amount of land available for development.

## **B. Residential Land Use**

The Land Use Element of the General Plan establishes the basic land use policies, development density, and principal single-family residential land use categories for the City. The City's General Plan establishes five (5) single-family residential land use categories comprising 96 percent of the developable land in the city. As part of Bradbury's General Plan 2012-2030 Update, the City has reviewed and ratified the land use patterns and development goals of the General Plan that has been in place since 1993. The General Plan establishes a maximum development potential build-out of 497 single-family residential dwelling units within the Bradbury City limits (Land Use Element, page 12).

Density provisions for this exclusive single-family residential community are implemented by the City's Zoning Code. The zoning code establishes the regulations affecting the uses, density, and size of housing permitted in the different single-family zones of the City. The land use categories correspond to zoning districts established in Chapter 9.05 of the City's Municipal Code.

Virtually the entire City is single-family residential, with the exception of two areas designated as Open Space. One area is owned by the Los Angeles County Flood Control District and used for flood control purposes. The other area is owned by the Southern California Water District and it is used for a domestic water reservoir. Other publicly owned land includes a one (1) acre parcel, owned by the City and used for City Hall facilities and a thirteen (13) acre site, owned by the Duarte Unified School District. The Royal Oaks Elementary School is located on this site. The site is designated in the City's General Plan as a single-family residential land use with a R-20,000 development density. If the School District elected to sell the site for development the potential yield would be approximately 24 dwelling units. However, the

School District has not indicated that the site is surplus and re-use of the site is not anticipated within this planning period.

Of Bradbury's 1,216 total acres, 1,145 acres (94%) are designated as residential use and residential roadways. There are currently 370 vacant residentially zoned acres and 33.83 underutilized residentially zoned acres remaining in the City (refer to the 2012-2030 Land Use Element, pages 9-11). Tables IV-1, IV-2 and IV-3 in the following section provide detailed parcel information on the vacant and underutilized sites and associated development potential. Exhibits LU No. 4 and LU No. 5 (from the Land Use Element) which follow illustrate the vacant and underutilized residential parcels in Bradbury's sites inventory.

### **Future Development Potential:**

The undeveloped parcels within the City fall within three categories. Category 1 consists of eight (8) parcels of land comprising approximately 302-acres located in the northernmost portion of the City and are subject to the City's Hillside Development Standards as set forth in the Development Code which severely restricts grading of slopes which are in excess of 10%. Category 2 consists of 67.82 acres comprising 24 parcels which are vacant and more easily developable for single-family detached residential dwellings. Category 3 consists of 5 underutilized parcels which could support additional development.

*Category 1* is comprised of a 302-acre area consisting of eight parcels located in the City's northern boundary adjacent to the City of Monrovia and the Angeles National Forest (see Table IV-1). The General Plan Land Use Map identifies this area as Open Space, Privately Owned Undeveloped, having a maximum density of one dwelling unit per five acres. The area has been zoned A-5 SP (Agriculture/Residential 5-acre minimum, Specific Plan). Each parcel may be developed with one main dwelling and one accessory dwelling unit and would provide for a projected increase of 16 units and 50 persons (based on 3.1 persons per household).

Further subdivision of the 302-acres would be subject to review and approval of a specific plan. Associated environmental studies will address the impacts and mitigation measures associated with any future increase in residential density. The area has been reported to contain hillside slopes that are in excess of 50%; numerous prominent ridgelines; Blueline streams; earthquake induced landslide zones; lack of existing public or private vehicular access; lack of existing public utilities, and habitat that could include sensitive or endangered flora and fauna. These development constraints lead one to consider that development of the area is physically and economically difficult. This area is further restricted by being located in an area designated as a Very High Fire Hazard Severity Zone in compliance with California State Law. If so desired a Specific Plan could be submitted to the City for consideration of the area's development density potential. Use of this steep hillside potentially environmentally sensitive area could include the creation of a conservation conservancy/easement; the use of development right transfer strategies, and cluster development concepts, at the owner's option.

Any development in this area would be subject to the hillside development standards that are applicable to any site that consists of two-acres of land area having an average slope exceeding

10%. The intent of the hillside development standards is to preserve the pristine hillside mountainous topography. Grading of the hillside property is restricted and controlled. The nature and extent of the grading and development restrictions are based on the average slope of the parcel under consideration.

**TABLE IV-1  
CATEGORY 1: OPEN SPACE PRIVATELY OWNED  
UNDEVELOPED HILLSIDE PARCELS**

	<b>Parcel No.</b>	<b>Parcel Size (acres)</b>	<b>Zone</b>	<b>Land Use</b>	<b>Potential DU's</b>	<b>Potential 2<sup>nd</sup> DU's</b>	<b>Total DU's</b>
1.	8527-001-001	41.40	A-5 (SP)	Estate 5-Ac	1	1	2
2.	8527-001-008	70.00	A-5 (SP)	Estate 5-Ac	1	1	2
3.	8527-001-009	20.54	A-5 (SP)	Estate 5-Ac	1	1	2
4.	8527-001-010	59.19	A-5 (SP)	Estate 5-Ac	1	1	2
5.	8527-001-012	59.30	A-5 (SP)	Estate 5-Ac	1	1	2
6.	8527-005-001	8.37	A-5 (SP)	Estate 5-Ac	1	1	2
7.	8527-005-002	1.03	A-5 (SP)	Estate 5-Ac	1	1	2
8.	8527-005-004	42.36	A-5 (SP)	Estate 5-Ac	1	1	2
	<b>Total</b>	<b>302.19</b>			<b>8</b>	<b>8</b>	<b>16</b>

Source: City of Bradbury Land Use Element, 2014.

**Category 2** is comprised of 24 vacant undeveloped residentially designated and zoned parcels. All of these sites are considered as appropriate for development for single-family detached residential dwelling units (see Table IV-2). The identified vacant developable residential parcels on the 67.82 acres could theoretically yield 27 main dwelling units and 26 second dwelling units for a total of 53 additional dwelling units and a projected population of 165 persons for this category (based on an average 3.1 persons per household).

**TABLE IV-2  
CATEGORY 2: VACANT UNDEVELOPED RESIDENTIAL PARCELS**

	Parcel No.	Parcel Size (acres)	Zone	Land Use	Potential DU's	Potential 2 <sup>nd</sup> DU's	Total DU's
1.	8527-002-023	5.58	A-5	Estate 5-Ac	1	1	2
2.	8527-004-020	2.12	A-5	Estate 5-Ac	1	1	2
3.	8527-006-019	4.96	A-2	Estate 2-Ac	1	1	2
4.	8527-007-023	0.39	A-2	Estate 2-Ac	1	1	2
5.	8527-007-024	1.96	A-2	Estate 2-Ac	1	1	2
6.	8527-007-025	2.14	A-2	Estate 2-Ac	1	1	2
7.	8527-007-026	2.32	A-2	Estate 2-Ac	1	1	2
8.	8527-007-027	2.87	A-2	Estate 2-Ac	1	1	2
9.	8527-016-009	8.01	A-2	Estate 2-Ac	3	3	6
10.	8527-016-019	2.03	A-2	Estate 2-Ac	1	1	2
11.	8527-016-035	1.35	A-2	Estate 2-Ac	1	1	2
12.	8527-016-036	2.18	A-2	Estate 2-Ac	1	1	2
13.	8527-016-037	1.18	A-2 (SP)	Estate 2-Ac	1	0	1
14.	8527-016-039	1.29	A-2 (SP)	Estate 2-Ac	1	0	1
15.	8527-021-011	1.54	A-2	Estate 2-Ac	1	1	2
16.	8527-021-044	1.13	A-1	Estate 1-Ac	1	1	2
17.	8527-024-032	5.3	A-5	Estate 5-Ac	1	1	2
18.	8527-025-035	2.05	A-5	Estate 5-Ac	1	1	2
19.	8527-026-006	2.90	A-5	Estate 5-Ac	1	2	3
20.	8527-026-033	2.40	A-5	Estate 5-Ac	1	1	2
21.	8527-026-034 8527-026-036	2.29	A-5	Estate 5-Ac	1	1	2
22.	8527-029-001	2.54	A-5	Estate 5-Ac	1	1	2
23.	8527-029-017	7.16	A-5	Estate 5-Ac	1	1	2
24.	8527-023-012	2.13	A-1	Estate 1-Ac	2	2	4
	<b>Total</b>	<b>67.82</b>			<b>27</b>	<b>26</b>	<b>53</b>

Source: City of Bradbury Land Use Element, 2014.

**Category 3** is comprised of 5 underutilized parcels which also have potential for development of single-family detached residential dwellings. The identified underutilized parcels could theoretically yield 12 main dwelling units and 16 second dwelling units for a total of 28 additional dwelling units for a projected population of 87 persons over the 33.83 acres making up this category (refer to Table IV-3).

**TABLE IV-3  
CATEGORY 3: UNDERUTILIZED PARCELS**

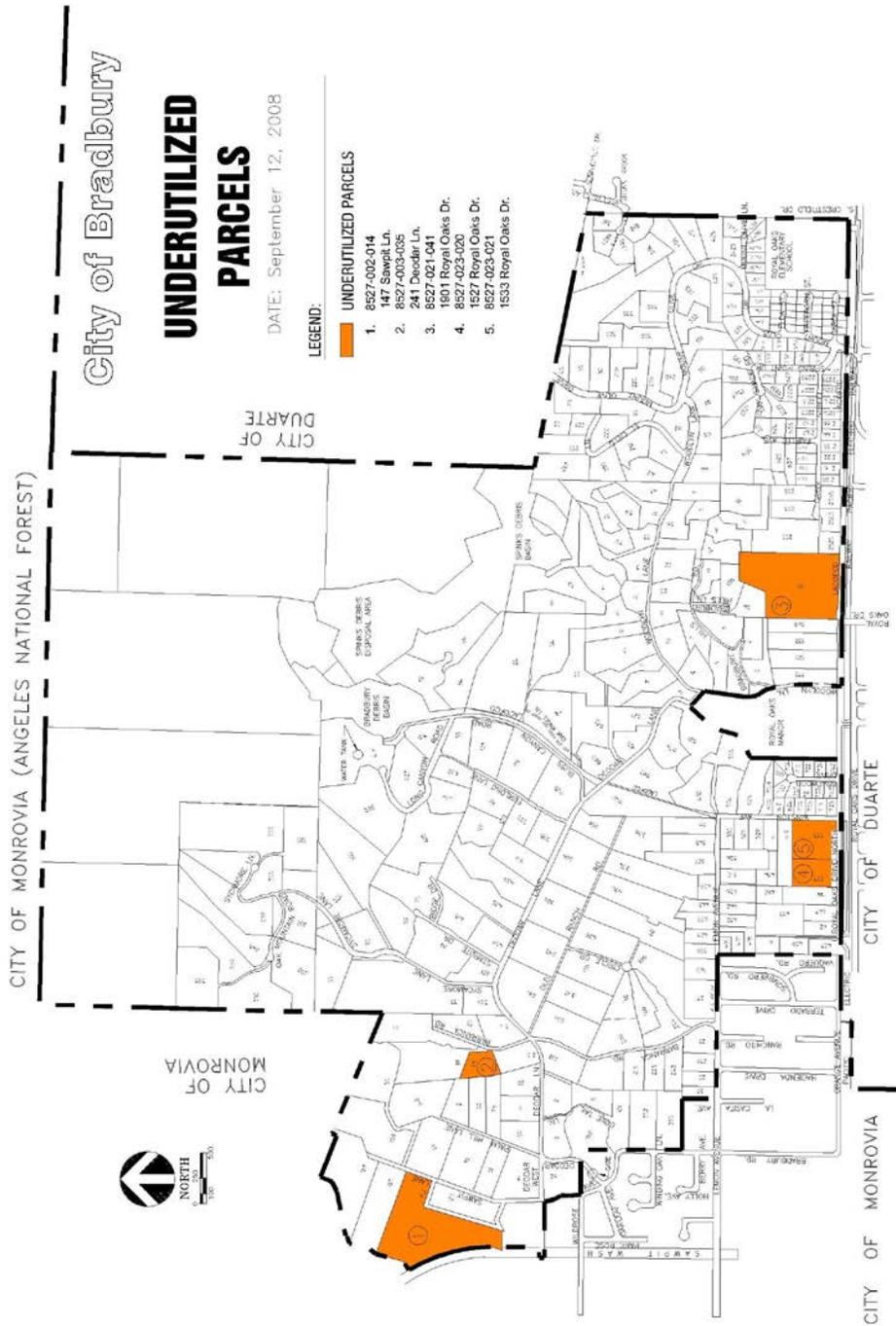
	<b>Parcel No.</b>	<b>Parcel Size (acres)</b>	<b>Zone</b>	<b>Land Use</b>	<b>Potential DU's</b>	<b>Potential 2<sup>nd</sup> DU's</b>	<b>Total DU's</b>
1.	8527-021-041	12.4	A-1	Estate 1-Ac	6	7	13
2.	8527-023-020	2.75	A-1	Estate 1-Ac	1	2	3
3.	8527-023-021	3.80	A-1	Estate 1-Ac	2	3	5
4.	8527-002-014	12.8	A-5	Estate 0.2-Ac	1	2	3
5.	8527-003-035	2.08	A-1	Estate 1-Ac	2	2	4
	<b>Total</b>	<b>33.83</b>			<b>12</b>	<b>16</b>	<b>28</b>

Source: City of Bradbury Land Use Element, 2014.

**Total Build Out**

The total projected dwelling unit build-out capacity for the City of Bradbury is 97 additional dwelling units. The existing dwelling unit count is 400. Under current conditions the projected maximum dwelling unit count would be 497 which would include main and accessory dwellings. The projected maximum population of the City would then be 497 dwelling multiplied with an additional by 3.1 persons per dwelling unit or 1,541 persons.





**Exhibit LU No. 5**  
**UNDERUTILIZED PARCELS**

**Accessory Dwelling Units** – Accessory Dwelling Units or living quarters provide opportunities for affordable housing. In April 2010, the City amended the Municipal Code to specifically define the following range of Accessory Dwelling Units in Bradbury, and to permit in all residential zones:

1. **Single Room Occupancy Units (SRO's)** defined as living accommodations that may be provided to house personnel involved in the care and maintenance of the primary dwelling or the associated on-site farming activity. SRO's are also known as servant or domestic quarters, groom's quarters or pool houses.
2. **Second Dwelling Units** defined as attached or detached dwelling units inclusive of complete kitchen facilities.
3. **Guesthouse** defined as living accommodations that do not include complete kitchen facilities.
4. **Bunk Houses** designed to house individuals associated with the on-site farming activities. Such facilities shall not include complete kitchen facilities.
5. **Groom's Quarters** designed to house individuals associated with the on-site care of animals. Such facilities shall not include complete kitchen facilities.
6. **Servant or Domestic Quarters** defined as an attached single-room occupancy (SRO) dwelling that does not include kitchen facilities.
7. **Pool Houses** defined as an attached or detached single-room occupancy (SRO) dwelling that does not include kitchen facilities.
8. **Granny House** defined as an attached or detached dwelling unit designed for occupancy by one or two adult individuals over the age of 62 provided that such dwelling does not contain complete kitchen facilities.

The City is committed to providing living accommodations for all economic segments of the population, and encourages construction of accessory living quarters at every opportunity, with four second units approved in the first four months of 2014 alone. In addition, City staff is in the process of developing a "Building 101" handout which will include information on standards for the variety of accessory living quarters permitted in Bradbury.

### **C. Other Residential Uses**

The City's primary land use and zoning allows the development of single-family residential units. However, the City recognizes that there are other types of housing appropriate to the City's goals and policies that should be addressed in this Housing Element. The following discussion addresses second units; single room occupancy units; farmworker housing; community care facilities; emergency shelters, transitional housing and supportive housing; mobilehomes and factory-built housing; as well as multi-family rental housing.

#### **1. Second Unit Standards**

As stated above, the Bradbury Zoning Code permits second dwelling units as "Accessory Living Quarters" in all residential zones throughout the City, governed by Chapter 9.05.090. The maximum square footage is limited to:

- 1,200 square feet in the R-7,500 and R-20,000 zoning districts;
- 1,500 square feet in the A-1 zoning district;
- 2,000 square feet in the A-2 zoning district; and
- 2,500 square feet in the A-5 zoning district.

The units must comply with all housing, fire, and health and safety codes, as well as development standards, in effect at the time the building permits for the unit are issued. The units may be attached or detached to the primary residential unit on the site with a maximum height of 28 feet. The owner or master lessor of the property must occupy either the primary or the second unit. Second units require one additional uncovered off-street parking space, in addition to the required parking for the primary unit. The second unit is also subject to the Neighborhood Compatibility review and approval with the following findings:

- The unit will be appropriate to the size and character of the lot on which it will be located, and to the character of the neighborhood.
- The unit will not overload the capacity of the neighborhood to absorb the physical and use impacts of the unit in terms of parking, traffic volumes and utilities consumption.
- The unit will not be materially detrimental to the public health, safety and general welfare, or to the use, enjoyment or valuation of property of other persons located in the vicinity.
- No modifications to zoning standards have been previously granted to the site which cause the proposed unit to create loss of privacy or view to surrounding properties, or detract from the rural appearance and environment of the surrounding neighborhood street elevation or from surrounding public views.

The current estimate of these units is 91, based on a detailed survey completed in 1994 and updated based on building permits issued. The City's second units most often provide housing for senior family members; however, City staff has found that these units are sometimes used as housing for on-site workers such as grooms, housekeepers, and/or farm workers.

## **2. Single Room Occupancy Units**

Single Room Occupancy (SRO) units are usually smaller (usually 200-350 square feet), one room studio type units occupied by a single individual. The unit may have shared or private kitchen and bathroom facilities. In urban settings, SRO buildings are often hotel facilities and can provide a valuable form of affordable private housing for lower-income individuals, seniors, and persons with disabilities. In Bradbury, SROs are occupied by individuals providing on-site domestic services. For example, there are several properties in the City with maid's or groom's quarters located in or adjacent to the principal residence. These quarters are generally a single room with a bathroom, with limited or no kitchen facilities. The room is usually part of the compensation for the on-site worker so no separate rent is charged. The City recognizes that this type of housing is appropriate to the provision of housing affordable to extremely low and very low income households, and has amended its Zoning Code to define and permit this use as single room occupancy. Within the R-20,000 and A-1 zones one SRO is

permitted per parcel, whereas within the A-2 and A-5 zones, the Code provides one such unit for each acre on the property, in addition to the principal residence and a second unit. This means that a five-acre property in the A-5 zone would be permitted up to seven (7) units: one principal residence; one second unit; and five SRO units.

### **3. Farmworker Housing**

Though the 2010 Census indicated that only eight persons worked in an agriculture or farming occupations, the City staff recognizes that there are “hidden” farmworkers within the City. Several of the larger estates in the City still have agricultural uses or equestrian ranches. The property owner is often employed in another occupation while maintaining the agricultural uses on the property through the employment of groomsmen and other personnel. These personnel often live full-time on the property as described in the Single Room Occupancy Units discussion. The personnel may also live in a second unit on the property. Of the 32 units identified in the City’s survey of accessory living units, ten (10) were occupied by groom/animal care service workers, with a combination of singles and three person families.

The City includes definitions for the following types of accessory living quarters suitable for farmworkers within the Zoning Code, and permits one such unit per acre within the A-1, A-2 and A-5 zones:

- **Bunk Houses** are designed to house individuals associated with the on-site farming activities. Such facilities shall not include complete kitchen facilities.
- **Groom’s Quarters** are designed to house individuals associated with the on-site care of animals. Such facilities shall not include complete kitchen facilities.

### **4. Community Care Facilities**

Housing Element statutes require local governments to provide an analysis of housing available to persons with disabilities. The Lanterman Developmental Disabilities Services Act (Lanterman Act) requires the use of property for the care of six or fewer disabled persons to be classified as a residential use under local zoning code. A State-authorized, certified or licensed family care home, foster, home, or a group home serving six or fewer disabled persons or dependent and neglected children on a 24-hour-a-day basis is considered a residential use that is to be permitted in all residential zones. No local agency can impose stricter zoning or building and safety standards on these homes than is required for any other residential use in the same zones. Due to the unique characteristics of larger (more than six persons) community care facilities, most jurisdictions require a Use Permit to ensure neighborhood compatibility in the location of larger facilities. Review of the California Community Care Licensing Division inventory of community care facilities (April 2014) identifies no residential facilities in the City of Bradbury.

The Bradbury Zoning Code does not currently define community care facilities for either six persons or less, or more than six persons. However, the City recognizes that these types of facilities are regulated by State Law and the City of Bradbury has always been compliant with

State mandated planning and development programs and policies. Therefore, this Element includes a program to define and permit these uses as required in State law.

The Zoning Code defines family to mean “a group of individuals not necessarily related by blood, marriage, adoption, or guardianship living together in a dwelling unit as a single housekeeping unit under a common housekeeping management plan based on an intentionally structured relationship providing organization and stability”. This definition does not restrict family to familial relationships and, therefore, complies with Fair Housing Law and provide zoning code occupancy standards specific to unrelated adults.

## **5. Emergency Shelters, Transitional Housing and Supportive Housing**

Recent changes to State Law (SB 2) require jurisdictions with an unmet need for emergency shelters to identify a zone(s) where emergency shelters will be allowed as a permitted use without a conditional use or other discretionary permit. The identified zone must have sufficient capacity to accommodate the shelter need, and at a minimum provide capacity for at least one year-round shelter. Permit processing, development and management standards for emergency shelters must be objective and facilitate the development of, or conversion to, emergency shelters. In establishing development standards for an emergency shelter, a local jurisdiction has the flexibility to apply written, objective development and management standards to regulate the following:

- The maximum number of beds or persons permitted to be served nightly by the facility.
- Off-street parking based on demonstrated need, but not to exceed parking requirements for other residential or commercial uses in the same zone.
- The size and location of exterior and interior onsite waiting and client intake areas.
- The provision of on-site management.
- The proximity of other emergency shelters provided that emergency shelters are not required to be more than 300 feet apart.
- The length of stay.
- Lighting.
- Security during hours that the emergency shelter is in operation.

Similarly, the legislation requires that local jurisdictions identify zones that will allow the development of transitional and supportive housing as a residential use. Transitional housing is defined as rental housing for stays of at least six months, but where the units are re-circulated to another program recipient after a set period, usually between 6 to 24 months. Transitional housing may be designated for a homeless individual or family transitioning to permanent housing. Supportive housing is also rental housing, but with no limit on the length of stay, is linked to onsite or offsite services, and is occupied by a specific target population. The target population is defined as low income persons with mental disabilities, AIDS, substance abuse or chronic health conditions or persons whose disabilities originated before the person turned 18. Social services typically include assistance designed to meet the needs of the target population in retaining housing, living and working in the community, and/or improving health. Both types of housing are to be subject only to those restrictions that apply to other residential uses of the same type in the same zone.

In compliance with SB 2, the City has established an Affordable Housing Overlay Zone (Chapter 9.05.100) within the Zoning Code. The Overlay Zone may be assigned to any legally created parcel of land located within the various residential zones provided that such parcel of land complies with the provisions of the California Environmental Quality Act (CEQA); and that such site has adequate access and is provided with acceptable water and sewer or septic service for the intended use. All development standards of the primary zone district shall apply, and any land use normally allowed in the primary zone district may be allowed within the Affordable Housing Overlay Zone, with the addition of the following uses:

**Emergency Shelter** - The use of a single-family dwelling unit for emergency shelter for homeless persons with minimal supportive services may be approved administratively by the City Manager, provided that occupancy of the emergency shelter is limited to not more than six months by any single individual; and provided that the subject property and facilities meet the following minimal development standards:

- The site has adequate water and sewer or septic service for the intended use
- The proposed use will not impact the existing or proposed traffic flow
- Emergency shelter shall not be located closer than 300 feet from any other shelter, school, public park, or similar use
- No on-street parking will be required to meet the needs of the use and operation of the emergency shelter and such parking requirements shall be not less than required by this Code
- Not more than six homeless persons shall reside in the facility at any one time provided that the occupancy does not constitute overcrowding
- No individual shall reside in the emergency shelter for more than 180 consecutive days
- Client intake area shall not exceed 200 square feet
- The facility shall have at least one on-site manager at all times
- The facility shall be equipped with security provisions and lighting
- Client intake may be operated between the hours of 8:00 a.m. and 8:00 p.m. only
- The subject premises shall be maintained in a neat and orderly manner consistent with the neighborhood as reflected in the City's public nuisance and property maintenance standards.

Based on review of Bradbury's draft Housing Element by the State Department of Housing and Community Development (HCD), in order to ensure explicit compliance with SB 2 governing by-right zoning for emergency shelters, the City needs to apply the AHO to a specific parcel or parcels. The City has determined the one acre City Hall site to be the most conducive to provision of an emergency shelter. The property provides sufficient site capacity, with half the site comprised of an unutilized parking lot located to the rear of the City Hall building. The underlying A-1 zoning on the parcel does not have any lot coverage or floor area ratio standards that would limit development, and the 25 foot rear and sideyard setback requirement would leave a buildable area of sufficient size for a small shelter housing up to six persons on the parking lot portion of the site.

The City has included an action in the updated Housing Element (Housing Policy 6) to amend the Land Use Map to designate the City Hall site with the Affordable Housing Overlay, as well as to continue to allow the AHO to function as a floating zone on all residentially zoned properties in the City to be applied at the request of the property owner.

**Transitional Housing** – The use of a single-family dwelling unit or a second dwelling unit to be rented to homeless individuals or families transitioning to permanent housing is permitted, subject to the same standards as any other residential use:

- The site has adequate water and sewer or septic service for the intended use
- The proposed use will not impact the existing or proposed traffic flow
- No on-street parking will be required to meet the needs of the use and operation of the transitional home and such parking requirements shall be not less than required by this Code
- Not more than six homeless persons shall reside in the facility at any one time provided that the occupancy does do not constitute overcrowding
- The subject premises shall be maintained in a neat and orderly manner consistent with the neighborhood as reflected in the City’s public nuisance and property maintenance standards.

**Supportive Housing** – The use of a single-family dwelling unit or a second dwelling unit to be rented to a member of the affordable housing target population (as defined by the California Health & Safety Code Section 50675.14) is permitted, subject to the same standards as any other residential use:

- The site has adequate water and sewer or septic service for the intended use
- The proposed use will not impact the existing or proposed traffic flow
- No on-street parking will be required to meet the needs of the use and operation of the transitional home and such parking requirements shall be not less than required by this Code
- Occupancy does do not constitute overcrowding
- No permanent on-site supportive services shall be provided
- The subject premises shall be maintained in a neat and orderly manner consistent with the neighborhood as reflected in the City’s public nuisance and property maintenance standards.

## **6. Mobilehomes and Factory-Built Housing**

The State recognizes that manufactured (mobilehomes) and factory-built housing can be integral parts of the solution for addressing affordable housing needs. Pursuant to Government Code Section 65852.3, the siting and permit process for manufactured housing should be regulated in the same manner as a conventional site or stick-built structure, including, but not limited to, building setback standards, side and rear yard requirements, and standards for enclosures. The Bradbury Zoning Code was amended in April 2010 to explicitly permit manufactured and factory-built housing installed on a permanent foundation within all residential and agricultural zone districts.

## **7. Multi-Family Rental Housing**

While the City of Bradbury General Plan and Zoning Code do not preclude high density multi-family housing, the presence of environmental and infrastructure constraints present constraints to their development. The existing steep hillsides of which over 25% of the City has an average slope in excess of fifty percent do not lend themselves to high density development. The City has made a commitment to preserving the pristine natural hillside environment. The prominent ridgelines and the riparian habitat are identified as unique natural elements worthy of protection. Community residents live in harmony with various wildlife species that include deer and bears. Destruction of the hillsides and rural environment to create building pads for high density development has been considered and rejected by the residents.

The City of Bradbury does not contain collector or arterial highways. The majority of the City is serviced by narrow private streets. The majority of the City is not serviced by a public sewer system. The flood control system for a majority of the City is comprised of privately maintained drains. Virtually the entire City is located in a very high fire hazard severity zone. The public water system does not provide sufficient water to meet the fire flow requirements for high density development. Because of the environmental constraints and limited urban services the City has recognized that it is near its optimum population. Increasing residential densities would mean exposing new residents to unacceptable risks. The City's land use policies were recently reexamined and reaffirmed that the City of Bradbury is low density residential community. Medium to high density development is not an acceptable land use policy.

Though Bradbury has significant land use limitations, the City is committed to providing rental housing opportunities affordable to lower income households. This Housing Element update addresses the City's RHNA for lower income housing (2 units) through adopted revisions to the Zoning Code which: permit Single Room Occupancy units; expand the definition of Accessory Living Quarters to encourage additional accessory dwelling units; define and permit emergency shelters, transitional and supportive housing; explicitly identify mobile homes and factory-built housing as permitted uses of land.

In addition to addressing the RHNA and providing for a variety of housing types through the above changes to the Zoning Code, the City has included a program in the updated Housing Element to amend the Zoning Code to permit multi-family rental housing of up to five units as an accessory use within the A-1, A-2 and A-5 zone districts. The Code will also be amended to define "multi-family residential" as structures with between two and to five attached residential dwelling units.

## **D. Building Codes and Enforcement**

Bradbury has adopted the 2010 California Building Code (CBC), including the 2010 Green Building Standards Code. The majority of the City is located within the Very High Fire Hazard Severity Zone as designated by the State of California and adopted by the Los Angeles County Fire Department. State Law does not permit variances from the Building Code, and therefore, Bradbury cannot reduce construction costs by revising its Building Code requirements as they pertain to health and safety measures needed for buildings located in the Very High Fire Hazard Severity Zone.

Building codes establish minimum standards for construction that are essential for ensuring protection of public health, safety and welfare. All building construction, alterations, demolitions or repairs to property in Bradbury are subject to the provisions of the California Building Code (CBC) and the Bradbury Municipal Code. These requirements result in incremental increases in the cost of housing construction, yet are necessary to ensure that buildings in Bradbury are structurally sound and safe to occupy.

The City has retained a Code Enforcement Officer to ensure that all buildings are properly maintained. The City's code enforcement efforts are both proactive, the officer routinely patrols the City to locate violations, and reactive responding to complaints. The officer's efforts are designed to obtain compliance first and foremost, using problem solving to eliminate violations. Health and Safety violations are given the highest priority so that human life and property are protected without delay. The enforcement process follows these steps:

- Notice to Correct is mailed
- Inspection of property 30 days after Notice to Correct mailed
- Case is closed if no violations exist or upon abatement of violations
- If violation continues, the officer follows up with appropriate notices and potential prosecution, depending on the situation.

The City's Code Enforcement Officer receives approximately twenty to twenty-five complaints each year and generates approximately two to three cases each month. Approximately eight percent of these cases require either abatement or building permits. The officer estimates that approximately two to three dwelling units are rehabilitated due to code enforcement efforts each year.

## **E. Site Improvement Constraints**

Developers of single-family residential property in Bradbury are required to install street improvements and public utilities such as water lines, electric service line, gas lines, etc. to service new development within the City. A substantial portion of the City is located within the jurisdiction of two private homeowner associations. Private streets and certain drainage facilities remain the responsibility of the homeowner associations or a Community Service District (CSD). A majority of the City does not have access to public sewers. Thus on-site private septic systems are required.

Construction costs of off-site improvements vary widely, depending on the topography and the extent of the needed public improvements. A rule of thumb is that off-site improvement costs should be estimated for budgetary purposes at about \$250 per lineal foot. However, the City of Bradbury does not require the construction of sidewalks or the installation of street light on its public streets. The majority of the roadways within the City are private streets. Private streets need only be 20 feet wide. Street lights, sidewalks and curbs and gutters are not required for new construction. Surface drainage for a large part of the community is accommodated by private drains maintained by the individual property owners. The minimal off-site improvements required by the City reduce the financial impact of development. Because the City has nearly reached its build out capacity few off-site improvements are required. Therefore, the estimate of \$250 per lineal foot may be more than adequate to cover the improvement cost.

**F. Fees and Other Exactions**

Various fees are charged by the City of Bradbury, the Sanitation Districts of Los Angeles County, and the Duarte Unified School District, for the provision of services such as environmental review, permit processing, schools and education, and delivery of sanitation services. As illustrated in Table IV-4 below, Bradbury’s fees are comparable to those fees charged by many of the nearby cities and the County of Los Angeles. The only fee in Bradbury higher than that charged by the County is for a Zone Change, which in Bradbury is typically related to a lot split which involves extensive project processing.

**TABLE IV-4  
COMPARISON OF PLANNING PROCESSING FEES 2014**

Description of Permit or Action	Bradbury	Duarte	Azusa	Monrovia	Los Angeles County
Zone Change	\$14,577	\$4,000	\$5,000	\$2,225	\$12,848
Variance	\$1,634	\$3,000	\$4,369	\$1,155	\$8,625
Use Permit	\$1,634	\$3,000	\$4,626	\$2,215	\$8,625
Appeal to Planning Commission or City Council	\$2,165	\$250	\$1,692	Single Family: \$160 Minor CUP: \$330 All Others: \$525	\$5,859 Applicant \$727 (1-2 project conditions) \$727 Non-Applicant
Subdivision Tentative Tract Map	\$4,844	\$7,500	5-20 lots: \$6,609 21-50 lots: \$7,934 51-100 lots: \$10,972 101 +: \$12,334	\$1,565 (+\$150/unit)	Not in comparable format

The City of Bradbury adopted its current development fee schedule in 2013 (refer to Table IV-5). Thus, City development fees are not considered to be a development constraint. The City processes Planning and Building applications in accordance with State Law and within the time frames specified by existing laws.

**TABLE IV-5  
PLANNING AND DEVELOPMENT FEES  
CITY OF BRADBURY  
Effective 9-20-13**

<input type="checkbox"/>	<b>Conceptual Plan Review:</b>	\$ 1,233.94
<input type="checkbox"/>	<b>Architectural Review</b>	
	<input type="checkbox"/> - <b>Minor Review:</b>	
	* (Buildings or Structures 1,000 sq. ft. or less)	\$ 1,081.50
	<input type="checkbox"/> - <b>Significant Review to include Neighborhood Compatibility:</b>	
	* (Buildings or Structures greater than 1,000 sq. ft.)	\$1,967.30
	* <b>Plus \$690.10 for each increment of 2,500 sq. ft. or portion thereof.</b>	
	<b>\$ 690.10 x (number of increments of 2,500 sq. ft.)</b> (._ x \$690.10) = \$_____	
<input type="checkbox"/>	<b>Time Extension - Plan Modification - Additional Review</b> (of same project)	\$ 1,634.61
<input type="checkbox"/>	<b>Neighborhood Compatibility</b> ((Fee is included in the Architectural Review Fee)	\$ 0.00
<input type="checkbox"/>	<b>Variance &amp; Conditional Use Permit</b>	\$ 1,634.61
<input type="checkbox"/>	<b>Lot Line Adjustment</b>	\$ 1,902.41
<input type="checkbox"/>	<b>Tentative Parcel or Tract Map</b>	\$ 4,844.09
<input type="checkbox"/>	<b>Final Parcel or Tract Map</b>	\$ 1,634.61
<input type="checkbox"/>	<b>Specific Plan</b>	\$13,507.42
<input type="checkbox"/>	<b>Zone Change</b>	\$14,577.59
<input type="checkbox"/>	<b>General Plan Amendment</b>	\$14,577.59
<input type="checkbox"/>	<b>Zone Code Amendment</b>	\$17,228.81
<input type="checkbox"/>	<b>Dish Antenna Permit</b>	\$ 302.82
<input type="checkbox"/>	<b>Appeal</b>	\$ 2,165.06
<input type="checkbox"/>	<b>Home Occupancy Inspections</b>	\$ 255.44
<input type="checkbox"/>	<b>Tree Trimming &amp; Removal Permit</b>	\$ 127.72
<input type="checkbox"/>	<b>Fence/Wall Permit</b>	\$ 51.50
<input type="checkbox"/>	<b>Environmental:</b>	
	<input type="checkbox"/> <b>Categorical Exemption</b>	\$ 370.80
	<input type="checkbox"/> <b>Negative Declaration</b>	\$ 1,275.14
	<input type="checkbox"/> <b>Mitigated Negative Declaration</b>	* \$ 1,757.18
	<input type="checkbox"/> <b>Environmental Impact Report</b> (Actual Cost)	** \$7,500.00
	* (Plus State Fish & Game Fees and County Fees)	
	** (Deposit)	
<input type="checkbox"/>	<b>Construction Plans – Plan Check for Condition Compliance</b>	
	* First 1,000 sq. ft.	\$ 421.27
	* <b>Plus \$290.00 for each increment of 2,500 sq. ft. or portion thereof.</b>	
	<b>\$ 299.73 x (number of increments of 2,500 sq. ft.)</b> (._ x \$299.73) =.	
		\$_____
<input type="checkbox"/>	<b>Landscape Plan Check</b> (\$1,160.00 Deposit)	
<input type="checkbox"/>	<b>Landscape Inspection &amp; Audit Report</b> (\$150/hr – 3 hr. minimum)	

## **G. Processing and Permit Procedures**

The City's Planning Department is responsible for processing applications for development within the City. Planning and zoning applications typically include: land divisions, lot line adjustments, road extensions, conditional use permits, variances, design review and zoning, General Plan amendments and Specific Plans. Many of these projects require significant amount of staff time for review and analysis, as well as for public hearings. Building plans are reviewed for compliance with building, electrical and plumbing codes. Related fees are collected by the City in order to cover the costs of the application processing and inspections.

Two aspects of local government have been cited as placing undue burden on the ability of the private sector to build affordable housing. Those aspects include: 1) fees or other exactions required to obtain project approval; and 2) time delays caused by the review and approval process. Critics contend that lengthy review periods increase financial and carrying costs and that fees and exactions increase expenses.

Project processing time varies from one project to another and is directly related to the size and complexity of the proposal, as well as the number of applications related to a particular project. Another common delay in processing time results from increased building activity and a limited number of staff to expedite the numerous applications.

Development proposals submitted to the City are reviewed for compliance with City regulations and ordinances. Development projects (including second units) of less than 1,000 square feet are processed by staff as ministerial projects and the review is completed in 21 days following submission of complete plans.

Larger projects of more than 1,000 square feet are first reviewed by staff to determine compliance and completeness, and then scheduled for Planning Commission and City Council hearings within 30 days. Approval by the Planning Commission allows the developer/owner to submit building construction plans. These plans are forwarded to a private consulting firm who provides plan check services to the City with a streamlining goal of 21 days for review. Approval of building plans is followed by issuance of City building permits. Applicants may elect to submit plans to the building department simultaneously with the planning review in order to shorten the review process from 60 days to 30 days. Projects that require environmental review may lengthen this review time by 6 months depending on the severity of the project environmental impacts and complexity of the required mitigation measures. During the past 15 years, no projects have required this level of environmental review.

## **H. Availability of Financing**

The City of Bradbury derives its revenue from property taxes and various fees. The City does not contain any retail commercial development. The City does not collect development impact fees; therefore it does not possess fiscal resources to devote to affordable housing projects. The City's limited ability to provide affordable housing programs impacts its potential to reach its RHNA goal. Federal and State housing programs, which have flourished in the past, are

subject to annual fluctuations based upon decisions which are beyond the City's control. The City Council has in the past expended funds for assistance to the area homeless on an annual basis, through due to fiscal constraints has not allocated funds for the past several years. Bradbury is a participating city in the Los Angeles Urban County and is eligible to apply for funds available for affordable housing through the County if the need arises.

## **I. Non-Governmental Constraints**

Potential non-governmental constraints included within the provisions of the Housing Element requirements include issues of land costs, construction costs, and the availability of financing. Analysis of these issues can shed light on the private market forces, which affect housing availability and affordability. Additionally, depending upon the extent of housing availability and affordability, this information can signal the public sector as to the need to adjust land use, zoning, and housing policies. The cost of financing, the price of land, and the cost of construction is currently rising in Southern California, such that housing is becoming less affordable. Thus, because Bradbury is fully developed, the primary constraint for new or additional housing development is the lack of available vacant and affordable land for development.

**Cost of Land** – The existing vacant parcels of land in the City of Bradbury have been owned by the same individuals or trusts for extended periods of time. There are several parcels that range in size from one acre to a little over two acres. The asking price for these parcels range from \$700,000 to over \$2 million, the price variable dependent upon the view and size of the existing building pad. During 2013, four vacant residential land sales were recorded in Bradbury: a 30,000 square foot parcel sold for \$1.6 million, two 2-acre parcels sold for \$730,000 and \$920,000, and a 2.6 acre parcel sold for \$2.3 million.

**Cost of Construction** – Current cost of construction ranges from \$150 to \$250 per square foot. The overall cost of single-family units can vary based on size and topography. Recently constructed homes have ranged from 10,000 to 15,000 square feet with a building permit valuation of \$1,500,000 to \$2,250,000. Second units in Bradbury typically range in size from 1,000 to 2,500 square feet and usually consist of living and dining areas, two to three bedrooms, one or two bathrooms, a kitchen, and a one or two car attached garage. Thus the cost of the second units can range from \$150,000 to \$250,000 for smaller 1,000 square foot units. The range in construction cost is dependent upon site preparation costs, cost of the private septic system and the type of interior improvements.

## **J. Environmental Constraints**

There are significant environmental constraints that need to be considered when addressing future development.

**Seismic Safety** - The Sierra Madre Earthquake Fault Zones are located in the central and northern portion of the City. Therefore development of the hillside areas which are most

susceptible to ground failure and landslide during earthquake activity should be limited to low occupancy to avoid potential disasters.

**Protection of Open Space** – The preservation of open space is essential to the community. The low-density agricultural/residential character of the City does not provide the economic resources needed to acquire and maintain an elaborate system of public parks and recreation areas. The City does not contain any commercial or industrially zoned or developed property that would generate revenue to acquire and maintain such public facilities. The exclusive single-family residential zoning only permits detached dwelling units many of which are located on large agriculturally zoned parcels of land.

The hillside topography limits development opportunities. The City’s zoning regulates lot coverage based on the average slope of the parcel under consideration. The steeper the slope the more area must remain in its natural condition. Allowable grading and lot coverage is significantly reduced on the steeper hillside lots. Open Space is considered a premium asset in the community. City development standards and regulations are based on the objective of creating the maximum feasible amount of natural open space. Community residents have often expressed their desire to retain the rural character of the community and to maximize the existing open space resources.

**Fire Safety** - The majority of the City is located in the Very High Fire Hazard Severity Zone. The wildfire risk is high at certain times of the year. For example, in November 1980, fifty homes in the area were reported lost due to a wildfire. This designation as a Very High Fire Hazard Severity Zone requires incorporation of significant safety measures in the construction of new development.

**Water** - Water is a resource in limited supply in the southern California region. Water limitations can prevent the development of new housing. The existing domestic and fire water system is adequate for large agricultural/residential development. The mainline water system is inadequate for small lot urban subdivisions. Therefore, the City must look closely at housing densities that may require domestic and fire water system upgrades. The City does not anticipate any water shortages which would prohibit or impact meeting the RHNA allocations through 2014.

## **K. Infrastructure Constraints**

The lower foothills are developed with large lot agriculture/residential single-family dwellings located in two gate guarded communities. Access to these areas is provided by private roads having a paved width of between 15 and 20 feet. The majority of the vacant area within the City (302 acres) is not accessible by standard motor vehicles. Currently this area is only accessible via unpaved fire roads. Grading of the steep hillsides is regulated in order to minimize surface run-off and degradation of the pristine natural environment. The area is not serviced by any public utilities.

Surface storm water run-off is accommodated using private drainage systems. The majority of the City is not served by public sewer lines and most individual homes have their own private septic systems to handle effluent. In addition, the public water distribution system is unable to accommodate the fire flows associated with higher density development.

The City adopted a Low Impact Development (LID) Ordinance in 2013 as required by law. This requires properties with over 10,000 square feet of new impervious surface to provide on-site storm water containment. This will add cost to new construction projects with a large primary dwelling. It is not clear whether this will be a constraint to the construction of second units.

There does not appear to be any significant infrastructure constraints related to the development of second dwelling units. Water and electrical power connections must be made with the primary dwelling unit. Second units in many areas of the City would also require the installation of additional septic systems.



## Housing Element 2014-2021

### CHAPTER V

## REVIEW OF HOUSING ELEMENT PERFORMANCE

#### A. Progress in Implementing the 2008 Housing Policies and Programs

The following matrix summarizes the performance of the 2008 Housing Elements Goals and Policies:

**TABLE V-1  
EVALUATION OF 2008 HOUSING ELEMENT POLICIES & PROGRAMS**

Program	Policy	Level of Achievement
<b>Fair Housing Information Program</b>	Policy 1 : Promote and cooperate in the enforcement of fair housing laws	The City continues to provide fair housing information to the public as needed. Written and printed information is available and the City Hall. Information is posted on the City's Web Site.  This program will continue as part of the updated Housing Element.
<b>Vacant Site Inventory</b>	Policy 2. Promote variety of housing types on vacant and underutilized parcels.	The City has updated the map of vacant sites and underutilized parcels for the 2014 General Plan update.

Program	Policy	Level of Achievement
<p><b>Zoning Code Amendment/General Plan Consistency Program</b></p>	<p>Policy 2: Promote a variety of housing types and continue to identify sites for new residential development</p>	<p>In 2013 the City Council and Planning Commission carefully examined the land use and housing policies to ensure that they reflect the community’s goals and objectives. The City Council has drafted land use and housing goals and objectives that reflect the community’s desires. The City identified 21 vacant parcels of land that could be developed with new single-family residential dwelling units.</p> <p>The City has completed various Zoning Code revisions to provide a variety of housing types, although a program to incorporate specific provisions in the Code for small and large community care facilities remains appropriate to the updated Element.</p>
<p><b>Second Unit Program/ Second Unit Promotion Program</b></p>	<p>Policy 3: Pursue opportunities to provide for low and moderate income households through the preservation and development of second dwelling units.</p>	<p>Second units have been encouraged throughout the community, and the Zoning Code has been amended to allow a variety of "Accessory Living Quarters" as second units. From 1998-2005, a total of 18 second dwelling units were approved for construction, with 15 building permits issued. The majority of the new second units are occupied by seniors or farm workers. One additional second unit was constructed in 2012, with four additional second units approved in 2014.</p> <p>The City also allows property owners to maintain the original house on a property as a second unit, when a new larger primary house is constructed. This is also an affordable way to provide housing because there are no costs associated with construction.</p> <p>The City will continue this program as part of the updated Housing Element.</p>
<p><b>Development Streamlining Program</b></p>	<p>Policy 4: Continue to work to remove governmental constraints that limit or discourage the development of new housing in the city.</p>	<p>The development process provides for a streamlined staff review of residential applications for projects that are less than 1,000 sq. ft. The Planning and Building Departments have been directed to complete review of development plans within 21 days of submission. Thus permits for a new small second unit can be issued within 60 days. If plans are simultaneously submitted to the Planning and Building Departments permits could be issued well within 30 days after submittal of a complete application.</p> <p>The City will continue to streamline the development process as part of the updated Housing Element.</p>

Program	Policy	Level of Achievement
<b>Reasonable Accommodation Program</b>	Policy 4: Continue to work to remove governmental constraints that limit or discourage the development of new housing in the city.	The City has not yet adopted written procedures for requesting a reasonable accommodation, and will continue this as a program with a near term time table in the updated element.
<b>Code Enforcement Program</b>	Policy 5: Conserve and improve the existing housing (including affordable housing)	<p>The City Council initiated a proactive program of Code Enforcement to ensure that all dwelling units are properly maintained. A code enforcement officer has been retained by the City, and the City's public nuisance standards have been strengthened.</p> <p>The City receives between 20-25 complaints each year, resulting in 2-3 cases per month and rehabilitation of about 5-8 units per year.</p> <p>The City will continue this program as part of the updated Housing Element.</p>
<b>Emergency Shelter Program</b>	Policy 6: The City will assist and address the needs of the homeless.	The Zoning Ordinance was amended to establish definitions for transitional housing, supportive housing, and emergency shelter. An overlay zone was created by ordinance to allow for the establishment of these forms of housing in all residential zones as requested.
<b>Transitional and Supportive Housing</b>	Policy 6: The City will assist and address the needs of the homeless.	See above
<b>Homeless Outreach Program</b>	Policy 6: The City will assist and address the needs of the homeless.	The City takes regular counts to identify potential homeless persons in the community. None have been identified. However, information resources are provided at City Hall in the event the need arises.
<b>Shelter Program</b>	Policy 6: The City will assist and address the needs of the homeless.	The City participates in area wide support of shelters within the COG region.

In addition to the above programs, the Los Angeles County Housing Authority has the authority to obtain or subsidize dwelling units located within the City of Bradbury. The Housing Authority has reported that it has not issued any Section 8 rental certificates in the City of Bradbury during the current planning period.

## B. Addressing 2008 Housing Element Objectives

**Housing Production:** Bradbury’s 2008 Housing Element established a total housing production objective of 35 new housing units, consistent with the City’s RHNA, as shown in Table V-2. Housing construction slowed down greatly across the County in 2008 due to a long-term recession that did not ease up until toward the end of the planning period. The City of Bradbury experienced a construction rate of one to three new residential units a year for the five year period. One of these was a second unit on a property that also constructed a new primary unit. Importantly, no projects for new housing development were denied during the planning period.

**TABLE V-2  
UNITS BUILT DURING THE PLANNING PERIOD 2008-2013**

	<b>Extremely/ Very Low</b>	<b>Low</b>	<b>Moderate</b>	<b>Above Moderate</b>	<b>Total</b>
<b>RHNA Goal</b>	<b>9</b>	<b>6</b>	<b>6</b>	<b>14</b>	<b>35</b>
New Single-Family Dwellings				10	10
Second Dwelling Units-*			1		1
<b>Total Dwelling Unit Increase</b>			<b>1</b>	<b>10</b>	<b>11</b>

The City of Bradbury does not regulate occupancy of second units nor does City constrain the amount of rent that can be charged. As stated in a previous chapter, the City conducted a survey of all accessory living quarters to more accurately reflect the affordability of these units. Survey results indicated that half of all occupied accessory living quarters were occupied by family and half occupied by on-site farm and domestic workers. The majority (65%) of second units were family-occupied; while the majority (67%) of guesthouses and “other living quarters” (single room occupancy units) were occupied by on-site farm and domestic workers. Generally, family members were not charged rent and housing for the on-site workers was provided as part of their overall employment compensation.

Employee incomes for farmworkers and domestic help fall within the low income category in Los Angeles County. Some households of two or more persons with incomes in the lower range fall within a very low or extremely low income categories. Elderly and/or disabled family members are usually not charged rent to live in the accessory living unit.

Though the City does not control either rental rates for second units or the income levels of households occupying second units, based on the recent survey of accessory living units, these units provide affordable housing that is consistent with the overall goals and policies of the City. The City will continue to promote second units and other accessory living quarters to provide a variety of housing types, particularly housing affordable to lower income households, throughout the City.

**Housing Rehabilitation:** Bradbury’s 2008 Housing Element established a rehabilitation objective of 4 units (2 low and 2 moderate income) to be achieved through the City’s code enforcement program. Based on review of the City’s code enforcement records, approximately

ten homes underwent rehabilitation improvements between 2008-2013. None of the rehabilitated units received public funding, and were in all likelihood occupied by above moderate income households.

**Housing Conservation:** The 2008 Housing Element sought to conserve the City's housing stock of 335 occupied units. The 2010 Census identifies 354 occupied housing units in Bradbury, and a total housing inventory of 400 units, indicating the City was successful both in conserving and expanding its housing stock.



## Housing Element 2014-2021

### CHAPTER VI

# HOUSING POLICIES, PROGRAMS & QUANTIFIED OBJECTIVES

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#### A. Housing Policies and Programs

The City of Bradbury Housing Element provides for the creation or continued implementation of a number of programs that will accomplish the following:

- ***New Housing.*** The City is providing opportunities for the development of a variety of new housing. The City will continue to encourage the development of accessory living units, including second units, SROs, domestic quarters, groom's quarters, and bunk houses for agricultural workers. In addition, the City will strive to continually streamline its permit processing and fee structure as a means to remove potential governmental constraints.
- ***Housing Conservation/Preservation.*** The City is preserving existing homes and neighborhoods through the implementation of a proactive code enforcement program. In addition, the City adopted a historic preservation ordinance and enacted the Mills Act to provide incentives for preservation of the existing housing stock.
- ***Rehabilitation.*** The City will continue its successful code enforcement program to ensure maintenance of the City's aging housing stock.
- ***Other Housing Policies.*** The City will continue to provide outreach regarding fair housing, homeless services, and energy conservation. Subject to funding availability, the City will also continue to support the provision of services to homeless and other special needs populations.

These Housing Policies are intended to underscore Bradbury’s commitment to assure the continued maintenance, improvement and provision of housing for all economic segments of the community. This section provides specific program details that will aid in the implementation of the City’s housing policies, including program timing, funding source and monitoring responsibility.

**Policy 1:** The City will promote and cooperate in the enforcement of fair housing laws.

**Fair Housing Information Program:** The City will continue to coordinate with and refer complaints concerning housing discrimination to the Long Beach Fair Housing Council. The City will also maintain information regarding other agencies that may assist in the enforcement of fair housing laws. The City will provide brochures and other information regarding fair housing requirements and the availability of services that can be used by residents seeking assistance. Fair housing information will be provided at City Hall. The availability of the housing information will be advertised in the City’s newsletter sent to all property owners and residents on a semi-annual basis.

**Timing:** On-going  
**Funding:** General Fund  
**Monitoring:** Administrative Assistant

**Policy 2:** The City will promote the development of a variety of housing types and continue to identify sites that are available for new residential development.

**Site Inventory Program:** The City has identified both vacant and underutilized sites for the development of housing in this Housing Element. The City will maintain this list and make available to interested developers.

**Timing:** On-going  
**Funding:** General Fund  
**Monitoring:** Administrative Assistant and City Planner

**Zoning Code Provisions:** The City has made numerous revisions to its Zoning Code (described in the Governmental Constraints section) to provide for a variety of housing types. In order to better facilitate the provision of housing for special needs populations, and persons with disabilities in particular, the City will further amend the Code to define and explicitly permit both small (six and fewer residents) and large (more than six) community care facilities. Small facilities will be permitted without discretionary approvals, while larger facilities will require some discretionary approval as allowed by State regulations.

**Timing:** 2015 - Complete Zoning Amendment  
**Funding:** General Fund  
**Monitoring:** City Planner

**Multi-Family Land Use/Zoning Program:** The City will amend the Zoning Code to specifically permit multi-family rental housing of up to five units as an accessory use within the A-1, A-2 and A-5 zone districts. The Code will also be amended to define "multi-family residential" as structures with between two and to five attached residential dwelling units.

**Timing:** 2015 - Amend the Zoning Code to allow multi-family accessory structures  
**Funding:** General Fund  
**Monitoring:** Administrative Assistant and City Planner

**Policy 3:** The City will continue to encourage housing for low- and moderate-income households through the preservation and development of second dwelling units and guesthouses.

**Second Unit Program:** The City adopted the second dwelling unit ordinance as a means to provide affordable housing for those needing such housing in the City, and has amended the Code to allow a variety of additional "Accessory Living Quarters" as second units. It is estimated that there are a total of 91 second units in the City, with an additional 4 units approved in the first four months of 2014. The City's goal will be to add an average of one second unit per year over the 2014-2021 planning period.

**Second Unit Promotion Program:** The Second Housing Unit program will continue to be promoted in the City's newsletter on a semi-annual basis and include articles on existing second unit households, including articles to encourage homeowners, as well as developers, to provide second units and target special outreach to both gated and non-gated areas of the City. In addition, City staff is in the process of developing a "Building 101" handout which will include information on standards for the variety of accessory living quarters permitted in Bradbury. The City will provide incentives to encourage the use of second dwelling units as affordable housing for low and moderate income households.

**Timing:** 2014 - Completion of Building 101 handout (including information on second unit regulations)  
**Funding:** General Fund  
**Monitoring:** City Planner and City Manager

**Policy 4:** The City will continue to work to remove governmental constraints that limit or discourage the development of new housing in the City.

**Development Streamlining Program:** The City will continue to implement streamline permit processing in the City, and is currently developing an updated "Building 101" handout to provide clear information to development applicants. The City has completed its review of the Development Code and hillside development

standards, as well as the Second Unit ordinance. The City’s processing fees were also reviewed and revised. The staff will process single-story dwellings and additions that comply with City zoning regulations without requiring Planning Commission review. This process significantly reduces development processing time. The goal is to remove barriers to the development of housing, particularly affordable housing.

**Timing:** 2014 - Completion of Building 101 handout  
**Funding:** General Fund  
**Monitoring:** City Planner and City Manager

**Reasonable Accommodation Program:** As part of this Housing Element, Bradbury has conducted a review of zoning, building codes, and permit processing procedures and has not identified any institutional barriers to the provision of accessible housing. Nonetheless, the City has not yet adopted written procedures for requesting a reasonable accommodation, and is in the process of doing so to further encourage and facilitate the provision of housing for persons with disabilities. "Reasonable Accommodation Procedures for Disabled Persons" will be added to the Municipal Code to provide a mechanism through which the City can grant reasonable adjustments to its zoning and land use regulations to provide disabled persons equal opportunities to use and enjoy housing.

**Timing:** 2015 - Adoption of Reasonable Accommodation procedures  
**Funding:** General Fund  
**Monitoring:** City Planner and City Manager

**Housing Opportunities for Persons Living with Disabilities:** The San Gabriel Valley/Pomona Regional Center (SGPRC) provides services and support for adults and children with developmental disabilities. The SGPRC reports that 60 percent of their adult clients with developmental disabilities live with their parents, and as these parents age and become more frail, their adult disabled children will require alternative housing options. The Regional Center has identified several community-based housing types appropriate for persons living with a developmental disability, including: licensed community care facilities and group homes; supervised apartment settings with support services; and for persons able to live more independently, rent subsidized, affordable housing. The City will coordinate with the SGPRC to implement an outreach program informing Bradbury families of housing and services available for persons with developmental disabilities, including making information available on the City’s website.

**Timing:** 2015  
**Funding:** General Fund  
**Monitoring:** City Planner and City Manager

**Policy 5:** The City will work to conserve and improve the existing housing (including affordable housing) in the City.

**Code Enforcement Program:** The City will continue to use code enforcement measures where required to ensure that the existing housing stock in the City is maintained and preserved in a safe and sanitary condition. Based on the current code enforcement cases, the City anticipates that 4 units will be rehabilitated to comply with current housing and zoning codes.

**Timing:** Ongoing  
**Funding:** General Fund  
**Monitoring:** City Manager

**Historic Preservation Program and Mills Act:** The City will implement its recently adopted historic preservation and Mills Act program to offer property tax relief as an incentive to preserve, rehabilitate and maintain historic resources in the community. The City's goal is to conserve the 4 historically significant residential structures identified in the City's 2012-2030 General Plan, and encourage additional property owners to pursue listing as a qualified historic property and associated Mills Act incentives for preservation.

**Timing:** 2014 - Prepare handout on Historic Preservation incentives in conjunction with Building 101 handout  
**Funding:** General Fund  
**Monitoring:** City Planner

**Policy 6:** The City will assist and address the needs of the homeless.

**Emergency Shelter Program:** The City has established an Affordable Housing Overlay Zone (AHO) to allow for emergency shelters in all residential zones without a conditional use or other discretionary permit. Shelters accommodating up to six individuals are permitted on parcels with sufficient infrastructure (public or private sewers or septic systems, storm drains, and public and private roads), proximity to transportation, and close proximity to urban services. Based on input from State HCD, in order to ensure explicit compliance with SB 2 governing by-right zoning for emergency shelters, the City needs to apply the AHO to a specific parcel or parcels. The City will thus amend the Land Use Map to designate the City Hall site with the Affordable Housing Overlay, as well as continue to allow the AHO to function as a floating zone on all residentially zoned properties in the City to be applied at the request of the property owner.

**Timing:** 2015 - Amend the Land Use Map to designate the City Hall property with the Affordable Housnig Overlay Zone  
**Funding:** General Fund  
**Monitoring:** City Planner and City Manager

**Transitional and Supportive Housing Program:** The City permits transitional and supportive housing subject only to those restrictions that apply to other residential uses of the same type in the same zone. Based on input from the State Department of

Housing and community Development (HCD) and in order to ensure compliance with SB 2, the City will amend the Zoning Code to regulate transitional and supportive housing as a permitted residential use within all residential zoning districts.

**Timing:** 2015 - Amend the Zoning Code to classify transitional and supportive housing a residential use of property only subject to those restrictions that apply to other residential uses of the same type in the same zone.

**Funding:** General Fund

**Monitoring:** City Planner and City Manager

**Homeless Outreach Program:** The City will work with social service agencies providing services to homeless persons/families.

**Timing:** Ongoing

**Funding:** General Fund

**Monitoring:** Administrative Assistant

**Service Support for Homeless and other Special Needs Populations:** The City of Bradbury periodically provides financial assistance to shelters in the surrounding area that provide housing and assistance to the homeless. The City will continue to support agencies that serve the homeless and other special needs populations, such as persons with disabilities, subject to funding availability.

**Timing:** Annual review as part of City Budget

**Funding:** General Fund

**Monitoring:** Administrative Assistant

**Policy 7:** The City will promote and encourage energy conservation and affordable housing.

**Energy Conservation Program:** The City will provide informational materials on green building techniques and materials and will provide data to property owners and builders. The city will work with the San Gabriel Valley Council of Governments, the San Gabriel Valley Energy Wise Partnership, and other partners in implementation of its Climate Action Plan, and will report to Council annually on its progress.

**Timing:** Annual Reporting to Council on GHG emission targets

**Funding:** General Fund

**Monitoring:** City Planner

**City Outreach Program:** The City will continue to use the City newsletter, the City website, and other outreach measures to educate the community regarding housing issues such as fair housing, second units, group homes, SRO's, assistance to the homeless, and energy conservation.

**Timing:** Ongoing

**Funding:** General Fund

**Monitoring:** Administrative Assistant and City Manager

**B. Quantified Objectives**

The following Table VI-1 summarizes Bradbury's quantified objectives for the 2014-2021 Housing Element planning period.

**TABLE VI-1  
QUANTIFIED HOUSING OBJECTIVES 2014-2021**

<b>Income Level</b>	<b>New Construction</b>	<b>Rehabilitation</b>	<b>Conservation</b>
<b>Extremely Low</b>	<b>1</b>		
<b>Very Low</b>	<b>0</b>		
<b>Low</b>	<b>1</b>		
<b>Moderate</b>	<b>6</b>		
<b>Above Moderate</b>	<b>16</b>	<b>4</b>	<b>4</b>
<b>TOTALS</b>	<b>24</b>	<b>4</b>	<b>4</b>

**New Construction = An average of 2 single-family homes and 1 second unit on an annual basis**

**Rehabilitation = Units rehabilitated due to Code Enforcement efforts**

**Conservation = Preservation of historic properties through Mills Act contracts**

# **APPENDIX A**

## **PUBLIC OUTREACH**

### **MEETING NOTIFICATION AND DISTRIBUTION LIST**