

## CHAPTER 4

# HOUSING CONSTRAINTS AND RESOURCES

Local Housing Elements, pursuant to Article 10.6, Chapter 3 of the State of California Planning and Zoning Law (Government Code Section 65580 et., seq.), must analyze potential and actual governmental constraints upon the maintenance, improvement, or development of housing for all income levels. The categories of constraints required in the analysis include governmental and market constraints. The City has also expanded the discussion of constraints to include environmental factors.

**Land Use Controls** - The Land Use Element of the General Plan establishes the principal residential land use categories to be developed in the community. The zoning code establishes the regulations affecting the uses, density, and size of housing permitted in different zones of the City. The Land Use Element establishes the basic land use policies for the City. Density provisions for residential use are directly linked to the City's Zoning Ordinance, and the Land Use and Housing Elements provide the basis for residential development in the City. The General Plan establishes five residential use categories comprising 96 percent of the developable land in the city. According to the 1994 General Plan, Bradbury has a maximum development potential build-out of 501 dwelling units which is 173 units over the 2007 Department of Finance estimate of 328 existing units (Note: In 2008 there are 335 main dwelling units plus 90 second units for a total of 425 existing dwellings based upon the U.S. Postal Service and a local data and a windshield survey). Because of the severe environmental constraints on a large portion of the A-5 zoned lands, the build-out estimate of 501 dwelling units is not realistic. The permitted densities, their respective implementing zoning and potentially available lots are described in Table 4-1.

**TABLE 4-1  
RESIDENTIAL LAND USE RESOURCES**

Land Use Designation	Implementing Zoning Designation	Vacant Land Area	Potential Development
Estate- 5 acres(Hillside Overlay Zone) 10-acre minimum lot size	A-5	301.46	30 units
Estate - 5 acre	A-5	15.17	5 units
Estate - 2 acre	A-2	21.23	10 units
Estate - 1 acre	A-1	0	0 units
Single-Family 20,000 sq. ft.	R-20,000	0.67	1 unit
Single-Family 7,500 sq. ft.	R-7,500	0	0 units
<b>Total</b>			<b>46 units</b>
Source: Bradbury General Plan Land Use Map and Vacant Land Map			

The A-5 Residential/Agricultural Zone District contains 7 vacant lots on a total of 301.16 acres that have severe environmental and infrastructure constraints to development. The parcels have an average slope of over 50% and are only accessible by unpaved fire roads. The lots do not have access to public utilities such as water, gas, sewer, telephone. The area is environmentally sensitive with riparian habitat, protected ridgelines, and may have geologic and biologic issues. Therefore, the development potential of these sites is minimal. However, if development occurs in this area, the density of development would not exceed 1 unit/10-acres or a potential maximum build-out of 30 units

**Building Codes and Enforcement** – Bradbury adopted the State of California Building Code 2007. State Law does not permit variances from the safety provisions of the Building Code, and therefore, Bradbury cannot reduce construction costs by revising its Building Code requirements.

**Site Improvements** – Developers of residential property in Bradbury are required to install streets and water lines in the private rights-of-way within and adjacent to a division of property. These facilities are usually not dedicated to the City, but remain the responsibility of a Community Service District (CSD) to maintain. Construction costs of these off-site improvements widely vary, but are estimated to be about \$250.00 per lineal foot.

**Fees and Other Exaction’s** – 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 and water. Bradbury’s fees are comparable to those fees charged by many of the nearby cities and the County of Los Angeles (as shown in Table 4-2). They are not, therefore, 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. Since Bradbury relies on consulting services, the fees are established to offset these expenses.

**TABLE 4-2  
COMPARISON OF PLANNING PROCESSING FEES (Selected Fees)**

Description of Permit or Action	City of Bradbury	City of Duarte	City of Azusa	City of Monrovia	County of Los Angeles
Zone Change	\$6,500	\$1,000	\$5,000	\$2,160	\$7,117
Variance	\$1,700	\$700	\$3,919 Single family res \$850	\$1,020	\$5,369
Use Permit	\$1,500	\$700	\$3,804	\$2,050 (New construction)	\$5,369
Appeal to: Planning Commission City Council	\$1,200	No Fee	\$427 \$649	\$150 to \$490 \$120 to \$330	\$1,309(R.P.C) \$1,499 (BOS)
Subdivision Tentative Tract Map	\$4,500 + \$500/lot	\$500 plus \$10/lot	5-20 lots=\$2,741 21-50 lots=\$3,323 51 -100 lots=\$4,638 101 or more=\$,5953	\$1,520 plus \$150 per d.u.	Where water and Sewer is not available \$19,930 plus: \$258/lot for 2-10 lots \$391/lot for 11-25 lots, \$269/lot for 26-50 lots \$159/lot for 51-100 lots \$118 lot for 101-1000 lots \$115/lot for 1001 + lots

### Processing and Permit Procedures

Development proposals submitted to the City are reviewed for compliance with City regulations and ordinances. After determination of compliance, they are scheduled for Planning Commission and City Council hearings within the next 2 months. Projects that require environmental review may lengthen this review time by 6 months. 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. Approval of building plans is followed by issuance of the City building permit.

**Availability of Financing** – The City of Bradbury, like all other cities, is limited in its ability to provide housing programs based upon the availability of funding from outside sources. Federal and State programs, which have flourished in the past, are subject to annual fluctuations based upon decisions which are beyond the City's control.

**Price of Land and Cost of Construction** – 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/affordability. Additionally, depending upon the extent of housing availability/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 affordable land.

**Environmental Constraints** - There are significant environmental constraints that need to be considered when addressing future development. These constraints include the Sierra Madre Earthquake Fault zones in the central and northern portion of the City. The wildfire risk is high at certain times of the year (in November 1980, fifty homes in the area were lost due to a wildfire). Also, the portion of the City with larger lots is located in hillside and mountainous areas making high-density development difficult.

**Infrastructure Constraints** - The majority of the City is not served by public sewer lines and individual homes have their own septic systems to handle effluent. In addition, the public water distribution system is unable to accommodate higher density development. There do not appear to be any significant constraints related to the development of accessory or second units. Water and power connections can be made with the primary unit, though such connections require necessary approvals from the Building and Safety Department. Second units in many areas of the City would also require the installation of septic tanks.

### **Character of Existing Housing**

Virtually the entire City is residential, with the exception of two areas designated as open space (this land is publicly-owned and used for flood control) and public (the parcel occupied by City Hall). A parcel currently occupied by an elementary school is designated as residential in both the General Plan and Zoning Code. The development of the Land Use Plan as it relates to housing considered the following:

- The City has changed little since incorporation. In 1970, there were 265 units, and in 2000, there were an estimated 311 units. The staff now estimates the January 2008 total units to be 425 (including 90 second units).
- The City's location in the foothills and the rural character not only reflects the community's overall vision for the community but it is also sensitive to the hillside environment.
- The City has a small population (855 residents- January 2007 Dept. of Finance), and the City does not have a Redevelopment Agency, retail sales tax base, or other sources of revenue that could be used to develop housing. Future residential development in the City will eventually rely on the marketplace.

**Land Inventory/Availability of Land for Residential Development**

New housing constructed in Bradbury over the past several years has consisted predominately of large estate homes, with second dwelling units for relatives, groundskeepers, housekeepers and equestrian groomers. All of the remaining vacant land in the City is zoned for residential use. According to the vacant land inventory completed for the Housing Element, there are 24 vacant parcels (338 acres). However, most of this area (301.16 acres) is located on 7 lots that have significant constraints to development as previously discussed. Other vacant areas are as follows:

- Five parcels are zoned A-5 with a minimum lot size of five acres. The total land area is 15.17 acres. Therefore, there is a maximum potential of 5 units.
- Eleven parcels are zoned A-2 with a minimum lot size of two acres. The total land area is 21.23 acres. Therefore, there is a maximum potential of 10 units.
- One parcel is zoned R-20,000 with a minimum lot size of 20,000 sq. ft. The total area of the parcel is 29,000 sq. ft. Therefore, there is a maximum potential one unit.

Therefore, considering the vacant land there is a potential of sixteen (16) dwelling units. In addition, there may a potential of 4 additional units being created through infill development. The infill development could be accommodated if a large lot that is currently underutilized and could be subdivided. It is further projected that (10) of these new dwellings may include guesthouses or second units that could be rented.

# CHAPTER 5 REVIEW OF HOUSING ELEMENT PERFORMANCE TO DATE

## A. Progress in Implementing the 2000 Housing Policies and Programs

The following matrix summarizes the performance of the 2000 Housing Elements Goals and Policies:

<b>TABLE 5-1 PROGRESS IN IMPLEMENTING THE 2000 HOUSING POLICIES AND PROGRAMS</b>		
<b>Program</b>	<b>Policy</b>	<b>Level of Achievement</b>
Fair Housing Information Program	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.
General Plan Consistency Program	Policy 2: Promote a variety of housing types and continue to identify sites for new residential development	The City has reviewed the Land Use Element for compliance with community goals and objectives.
Second Unit Program	Policy 3: Pursue opportunities to provide for low and moderate income households through the preservation and development of second dwelling units and guesthouses	Second units have been encouraged throughout the community. Since 2000 a total of 22 second unit permits have been issued.
Development Streamlining Program	Policy 4: Continue to work to remove governmental constraints that limit or discourage the development of new housing in the city.	The development process provides for a streamlined staff review of residential applications for projects that are less than 1,000 sq. ft.
Code Enforcement Program	Policy 5: Conserve and improve the existing housing (including affordable housing)	A code enforcement officer has been retained by the City, and the City's public nuisance standards have been strengthened
City Newsletter Program	Policy 6: Promote and encourage public participation	The City promotes community information through the City Newsletter. This includes information on the second unit program and other items of community importance and public safety.
Second Unit Program –non gated areas	Policy 7: Encourage second unit development in non-gated areas	Second units have been encouraged in all areas of the community.
Homeless Outreach Program	Policy 8: Assist and Address the needs of the homeless	The City contributes annually to the Bad Weather Shelter Program and the Ronald McDonald "Share a night" program

## B. Review of 2000 - 2006 Housing Element

The Cities 2000 Housing Element established a housing production objective of 12 new housing units. The table below documents the City's progress in meeting that objective. A total of 22 second units or guesthomes have been approved. Three (3) units were not built leaving a total of 19 new second units constructed during the planning period

The City building department's records indicate that a total of 26 building permits for new construction of single family dwellings were issued between 2000 and 2007. There were 6 demolition permits during the same period. Therefore, there was a net increase of 20 single family homes.

**TABLE 5-2  
PROGRESS IN MEETING QUANTIFIED OBJECTIVES (2000-2006)**

	Income Category				
	Very Low	Low	Moderate	Above Moderate	Total
<b>Housing Goal</b>	1	1	2	4	12
New Construction				20	20
Second Units/Guest-home - Estimates*	5	5	5	4	19

*\*It is difficult to specifically determine how many of the second units or guest-homes have been occupied by individuals with very low, low or moderate incomes. However, since many of the units are occupied by groundskeepers, maids, retired persons or other housekeeping support, it is probable that most of the units are occupied by those income group levels. Therefore, it is concluded that the quantified housing goals of the 2000-2006 Housing Element have been achieved.*

## CHAPTER 6

# 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:

- **Housing Conservation.** The City is preserving existing homes and neighborhoods identified in the Land Use Element by designating all privately-owned land in the City, as single-family residential.
- **New Housing.** The City is providing opportunities for the development of new housing through its General Plan. The Zoning Consistency Program has been completed and it is continually monitored to assure that land use policies set forth in the General Plan are implemented. In addition, the City will strive to continually streamline its permit processing as a means to remove potential governmental constraints.
- **Affordable Housing.** The City's only mechanism to promote affordable housing and to assure that some residential development serves those households in need of affordable housing is the Second Unit Program. Other programs relative to affordable housing include the Fair Housing Information Program.

These Housing Policies are intended to underscore the City of 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. A description is provided for each implementation measure. Program information is also intended to demonstrate the City's commitment to maintain, improve and develop housing in the community through a "good faith, diligent effort" as required by State Housing Law (Government Code Section 65583 (c)).

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

**Fair Housing Information Program:** The City will 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 on a semi-annual basis.

**Timing:** 2008  
**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.

**General Plan Consistency Program:** The City will actively implement the General Plan, make appropriate revisions to the Zoning Map, and identify sites that are available for residential development. The City has retained contract engineering and planning services to initiate any rezoning that may be required to implement the General Plan Land Use Policies. The recent Zone Code and Zoning Map revisions were made to further the City's development goals and objectives. Through this program existing nonconforming second dwelling units were brought into compliance with the building and housing regulations. No property owners were identified as requiring public assistance and no public assistance is anticipated to be needed to upgrade nonconforming dwelling units. The focus of the City's efforts will be to conserve and maintain productive second units and to discourage their demolition.

**Timing:** 2008  
**Funding:** General Fund  
**Monitoring:** City Planner

**Policy 3:** The City will pursue opportunities to provide 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. The City has prepared Design Guidelines and a Procedural Manual that is available at City Hall for residents interested in constructing second dwelling units or guesthouses. Second dwelling units make up a substantial portion of the affordable housing in the City. It is estimated that there are a total of 90 guesthouses or second units in the City comprising approximately 21% of the total dwelling units.

**Timing:** Ongoing  
**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 pursue ways to streamline permit processing in the City. The City has recently completed its review of the development code and hillside development standards. The second dwelling unit ordinance (*mentioned previously*) was a component of this program. The City's processing fees were reviewed. The fee for architectural review and processing a dwelling unit containing not more than 2,000 square feet of floor area is \$1,200. The fee for processing Second Units containing less than 1,000 square feet of floor area is \$600. The staff can process single-story dwellings and additions that do not exceed 1,000 square feet in size. This process significantly reduces development processing time.

**Timing:** 2008  
**Funding:** General Fund  
**Monitoring:** City Manager and City Planner

**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.

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

**Policy 6:** The City will promote and encourage public participation.

**City Newsletter Program:** The City will continue to use the City Newsletter and other outreach measures to educate the community regarding housing issues.

**Timing:** Ongoing  
**Funding:** General Fund  
**Monitoring:** Administrative Assistant

**Policy 7:** The City will encourage second unit development in all neighborhoods.

**Second Unit Program:** The Second Housing Unit program will be promoted in the City's Newsletter on a semi-annual basis and will 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 all residential areas.

**Timing:** Ongoing  
**Funding:** General Fund  
**Monitoring:** Planning Department

**Policy 8:** The City will assist and address the needs of the homeless.

**Homeless Outreach Program:** The City will implement assessment/outreach efforts to obtain information on the needs of the homeless population seeking services. The City also will work with social service agencies providing services to homeless persons/families.

**Timing:** Ongoing  
**Funding:** General Fund  
**Monitoring:** City Manager and Administrative Assistant

**Bad Weather Shelter Program:** The City contributes annually to the Bad Weather Shelter Program administered by the Ecumenical Council Pasadena Area Churches. The contribution is directed toward the provision of food and food supplies for the homeless during periods of time when weather conditions require that shelters be open for the homeless.

**Timing:** Ongoing  
**Funding:** General Fund  
**Monitoring:** City Manager and Administrative Assistant

**Ronald McDonald House "Share A Night":** The City contributes to the Ronald McDonald House to assist families who need to spend time to be near their hospitalized child.

**Timing:** Ongoing  
**Funding:** General Fund  
**Monitoring:** City Manager and Administrative Assistant

## CHAPTER 7 ACTION PLAN

### A. Implementation of the Housing Policies and Programs

The City will strive to meet the objective of this Plan through the implementation of the Housing Policies and Programs identified in Chapter 6 and the quantified housing objectives as a part of the annual report for the Housing Element, the progress of the implementation of each program will be monitored and evaluated as to its effectiveness for each year.

### B. Quantified Housing Objectives 2008-2014

California State Housing Law requires that each jurisdiction establish the minimum number of housing units that will be constructed, rehabilitated, and preserved over the Housing Element planning period. The quantified objectives for this Element reflect the 2008-2014 planning period. The City of Bradbury will strive to achieve the objectives. However, the City cannot guarantee that all the objectives will be met through new construction. Satisfaction of the housing needs assessment will depend on market conditions and the availability of land and financial resources.

As shown on Table 4-1 previously, there is a theoretical development build-out of 46 units of new construction. This includes some limited development of approximately 300 acres containing steep slopes and significant environmental constraints. In addition, the total assumes that all of the undeveloped land within the City will be developed to the maximum intensity permitted under the General Plan. As indicated previously, there are 24 undeveloped parcels that are zoned for residential development in the City. There are 17 parcels on approximately 37 acres that have immediate potential for development.

**TABLE 7-1  
QUANTIFIED HOUSING OBJECTIVES  
2008-2014**

Objective	New Construction	Second Units	Infill Development	Totals	RHNA
Very Low Income		9	0	9	9
Low Income		4	2	6	6
Moderate Income		4	2	6	6
Above Moderate Income	14	0	0	14	14
<b>TOTALS</b>	<b>14</b>	<b>17</b>	<b>4</b>	<b>35</b>	<b>35</b>

The proposed quantified housing objectives will be consistent with the Regional Housing Needs Assessment (RHNA) projection for the City of Bradbury. The very low income objective of 9 dwelling units will be met through the continued approval and construction of second units. The low income and moderate income objective of 6 units each will be met through the provision of second units or through infill development. The infill development could occur on the smaller lots (7500 s.f.; 20,000 s.f. or 1 acre) where homes are rebuilt or expanded with second stories. Through this process there would be an additional potential for second units. The above moderate income goal of 14 units should be met by the future development of new housing units on 17 of the 24 vacant parcels.





