

CITY OF GLENDORA CITY HALL

(626) 914-8200

116 East Foothill Blvd., Glendora, California 91741

HOUSING POLICY DEVELOPMENT, HCD
www.ci.glendora.ca.us

APR 02 2009

March 31, 2009

Ms. Cathy Creswell, Deputy Director
Department of Housing and Community Development
1800 Third Street
Sacramento, CA 95811-6942

Re: Annual General Plan Report

Dear Ms. Creswell:

Enclosed for HCD's use is a copy of the annual General Plan Report for the City of Glendora. It contains a general description of the City's progress in implementing its general plan program. Except for the Housing Element, which the City is in the process of updating, all other required elements have been recently revised completing a comprehensive update program the city began in 2003.

Should you have any questions, please feel free to contact me at (626) 914-8217 or by email at dchantarangsu@ci.glendora.ca.us.

Sincerely,

David Chantarangsu, AICP
Assistant Director of Planning

Enclosure: Annual Report



AGENDA ITEM

MEETING DATE: Tuesday, March 24, 2009

TITLE: Transmittal of the annual general plan implementation report to the state.

PRESENTED BY: Department of Planning & Redevelopment

RECOMMENDATION: City Council receive and file the report.

BACKGROUND:

Government Code Section 65400 requires planning agencies to provide an annual report to the Governor's Office of Planning and Research (OPR) and the Department of Housing and Community Development. State implementation policy requires that the report first be transmitted to the City Council. The Government Code requires that the City describe the status of the general plan and a report on the city's progress on meeting its regional housing needs.

DISCUSSION:

Staff has completed the attached report to describe the status of the City's general plan as required. Descriptions of the City's activities are provided under each element. No action is required. The City Council needs only to receive and file the report and staff will forward it to the State to comply with the Government Code.

CEQA (CALIFORNIA ENVIRONMENTAL QUALITY ACT):

This activity is not a "project" as defined by Section 21065 of the Public Resources Code or Sections 15060(c)(2), 15060(c)(3), and 15378 of the CEQA Guidelines.

FISCAL IMPACT:

None.

Respectfully submitted,

Jeff Kugel, Director
Planning & Redevelopment

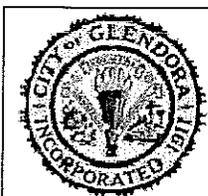
Handwritten signature of Jeff Kugel in black ink.

Manager
Approval:

Handwritten signature of Chris Jeffers in black ink.

CHRIS JEFFERS
City Manager/Executive Officer

ATTACHMENTS:
2008 General Plan Annual Report



Annual Progress Report on the Glendora Community Plan
and Housing Element Compliance

March 2009
Reporting Period 1-1-2008 to 12-31-2008

Government Code Section 65400(b) requires planning agencies to provide an annual report to their legislative body, the Office of Planning and Research (OPR) and the Department of Housing and Community Development (HCD) on the status of their General Plan and their progress in its implementation. The report must detail the progress in meeting the jurisdiction's share of regional housing needs and address efforts by the local agency towards removing governmental constraints to the maintenance, improvement, and development of housing.

The purpose for the Annual Progress Report is to assess how the General Plan is being implemented in accordance with adopted goals, policies and implementation measures; identify any necessary adjustments or modifications to the General Plan as a means to improve local implementation; provide a clear correlation between land use decisions that have been made during the 12-month reporting period and the goals, policies and implementation measures contained in the General Plan; and to provide information regarding local agency progress in meeting its share of regional housing needs.

The City completed a comprehensive update program, known as Community Plan 2025 which resulted in a complete update of the City's General Plan in 2007. The City has also commenced an update to its Housing Element and has transmitted a draft element to the Department of Housing and Community Development (HCD) in December 2008. Given the newness of the Community Plan and the Housing Element status only reaching the draft stage, no changes have been made to the Community Plan. Instead, city activities can be generally categorized as implementing the adopted plan.

The following implementation activities occurred in 2008.

Land Use Element

The adopted land use element included several focus areas which were identified as areas of change in the planning area given development pressures, the implementation of community goals, and proximity to transit.

The city began to evaluate land use initiatives for what the Community Plan identified as Focus Area A - an approximate 100-acre area in the northwest area of the city known as the Monrovia Nursery. A specific plan process for the Focus Area has been implemented with an anticipated completion date in 2009.

Development began on an approximate 30-acre area identified as Focus Area B in the Community Plan. The land use element reflected a change in the land use plan from an industrial use to a medium density residential land use.

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Development was also completed in Focus Area E which was designated for development for commercial land use to generate employment and revenues for the local economy. Focus Area E construction reached build out in 2008 and consists of 30-acres encompassing over 400,000 square feet of retail/ entertainment/ commercial building areas.

The city also began to study possible land use changes over an approximate 23-acre area also in the northwest quadrant of the city to identify appropriate zoning and land use policies to transition an aging industrial/ commercial area to land uses which would be more economically viable and more compatible with adjoining residential areas.

The city also began to evaluate what potential changes the state's implementation of AB 32 may have on its land plan.

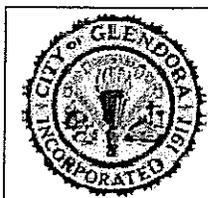
Open Space Element

The City continued to provide a wide variety of services and programs through its parks and recreation services which include the operation and management of active and passive parks, facilities for youth and seniors, and wilderness park areas. A new bikeway/ pedestrian trail was constructed as part of the development of Focus Area B covering approximately one-half mile. The trail will connect to, and through Focus Area A creating an approximate one-mile trail. The City is also studying the feasibility of creating an urban pedestrian and bike master plan to identify opportunities for walking and biking in existing rights-of-way.

Conservation Element

The 2007 revision to the Conservation Element included policy updates to incorporate new mandates for stormwater quality through the City's NPDES requirements, and the efforts of the City to preserve rare, threatened, and endangered species found within the community's foothill areas. The element also included information concerning the City's water supply and efforts the City has undertaken to become more self-sufficient in producing and delivering clean, safe drinking water to its residents through its water infrastructure capital improvement program. None of these activities existed in the prior general plan update program.

For 2008, the City continued on the path of implementing policies and regulations to comply with stormwater quality regulations and make improvements to the city's water infrastructure through its capital program. As required by policies in the Conservation Element, the City was able to condition hillside developments in northeast Glendora, namely in Focus Area G to avoid development impacts on rare, threatened and endangered species. In the design review and entitlement process small but significant



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areas of hillside land were deed restricted from development or reserved for dedication to the local land conservancy.

Safety Element

The 2007 update described several new mandated programs created by the state and/ or federal government, the requirements of which were added to the Safety Element as policy statements inasmuch as they affected the City's land use planning activities. These new mandated programs included the state-required Standardized Emergency Management System (SEMS) the implementation of which resulted in the City's adoption of a Multi-Hazard Function Plan (MFHP). In response to federal requirements, the City also adopted a Natural Hazard Mitigation Plan.

During 2008 the City adopted new building and development codes which addressed development in areas such as high fire hazard severity zones. The city's emergency services section also provided training to maintain staff fluency with the SEMS and MFHP processes.

Noise Element

The 2007 element update included a description of accepted state and federal noise standards in creating a community noise plan. It included a survey of the planning area to identify mobile and stationary noise sources that have, or could have an adverse impact on land uses in the planning area. Sensitive noise receptors within the planning area were also identified. No significant impacts from stationary noise sources were identified. Existing roadways and Interstate 210 were identified as the sources of potentially significant noise ambient noise levels within the community. Noise levels at various intersections and roadways were measured to identify current and predicted noise levels based on traffic levels expected under the land use plan's build out scenario. Goals and policies were adopted to ensure that appropriate land use planning techniques were incorporated into new development planning to minimize impacts to sensitive noise receptors and to continue to work with CalTrans to look at ways to reduce freeway noise.

During 2008, these policies were implemented through the design review and entitlement processes to ensure that sensitive receptors would not be impacted by noise generating activities.

Circulation and Traffic Element

The 2007 element update included a description of the city's roadway classifications and a review of the current traffic conditions occurring at major arterials, collectors, and intersections. Existing alternative transportation programs and infrastructure was described such as the City's mini-bus service and bike routes. The tentative extension of

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the Gold Line light rail line from Pasadena to Montclair is also generally described since the extension will come through the planning area.

In 2008 the city continued to make improvements to the roadway network including the addition of various signals and lane configuration changes to ensure the safe and efficient movement of vehicles and pedestrians within the planning area. Through its involvement in the San Gabriel Valley Council of Governments and the Southern California Association of Governments the City continues to work with regional agencies involved in improving regional circulation as well.

Air Quality Element

The 2007 update resulted in the adoption of goals and policies identified to improve air quality in the planning area were identified at the policy level as well as the infrastructure planning level. Examples of policy level planning include regional cooperation with regional governments such as SCAG and SCAQMD in supporting alternative transportation initiatives. Bricks-and-mortar policies include supporting the construction of the Gold Line. Appropriate land use planning measures adopted include supporting mixed-use development in the land use plan, and supporting programs that create "walkable" neighborhoods with pedestrian walkways and bicycle paths in residential and other types of developments to encourage pedestrian rather than vehicular travel.

In 2008 funding was provided to begin work on an updated bike/ pedestrian master plan to identify opportunities to expand the city's present network. It is expected that this work will carry over to 2009.

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Housing Element

The Housing Element was certified by HCD for the 2000-2005 cycle and is currently under review for re-certification for the 2006-2014 cycle. The city continues to implement goals and objectives directed by HCD until the update is adopted. The following is a list of the specific goal and supporting objectives along with a description of the action the city has taken to date:

<i>Programs</i>	<i>Implementation</i>
<p>1. Code Enforcement</p> <p>The enforcement of existing property maintenance codes is a primary means to preserve housing and the quality of neighborhoods. The Code Enforcement Division is responsible for enforcing City ordinances related to property maintenance, building conditions, and other issues. With a staff of two officers and support personnel, the Division handles 73 complaints a month. Building code violations are referred to the Building Division and to housing staff for rehabilitation assistance. Code enforcement is an important means to maintain the quality of housing and neighborhoods.</p>	<p>The city has three officers and coordinates activities with the planning, housing, redevelopment and Building & Safety divisions to maintain the quality of the City's housing stock and neighborhoods.</p>
<p>2. Single Family Housing Rehabilitation</p> <p>Although code enforcement helps maintain the quality of neighborhoods, funds are needed to repair homes. To that end, the City offers home loans (up to \$30,000) and grants (up to \$3,000) for homeowners to repairs their single-family detached units. Eligible repairs include those for code violations and /or health and safety repairs (e.g., roof repairs, leaky plumbing, faulty wiring, inoperative heating, etc). The loan is interest free and does not need to be repaid as long as the property owner retains title on the home and does not sell, transfer, or refinance the home.</p>	<p>This program has been increased to provide loans of up to \$50,000 and grants of up to \$10,000. In the current fiscal year the city has provided 9 grants and 6 deferred loans through the Redevelopment Agency for repair and maintenance activities to qualifying households. One additional grant and 6 additional loan applications are also being qualified for participation at this time.</p>

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<p>3. Multi-Family Residences</p> <p>In recent years, it has become a concern that some multi-family complexes, particularly four units or less, are experiencing deferred maintenance and repairs. To address this need and prevent the decline of buildings that eventually affect neighborhood quality, it is important to encourage preventive maintenance and substantial repairs where possible and feasible. Therefore, the City will investigate the feasibility of developing a repair loan program for multi-family units given the needs assessment and available funding. Should a program be implemented, the proposed number of units to be rehabilitated depends upon the program feasibility study and availability of funding.</p>	<p>The city has not implemented a multi-family loan or grant program during the housing element cycle. Instead, tenants which receive assistance through the HOME-funded TBRA program are inspected to ensure units meet required health and safety standards.</p>
<p>4. Mobilehome Preservation</p> <p>Glendora has established a mobile home park overlay zone for its two parks consisting of 873 housing units. This overlay zone permits mobile home units by right. In addition, the City's rent stabilization ordinance regulates rents charged on mobile home unit spaces. Moreover, the City offers repair grants of up to \$4,000 to make emergency repairs to mobile home units. As with the loan program, the repairs must be for code violations and /or health and safety repairs (e.g., roof repairs, leaky plumbing, faulty wiring, inoperative heating systems, etc). However, being that the grant need not be repaid, applicants must qualify as low or moderate-income residents to receive funding.</p>	<p>In the current fiscal year 13 grants have been provided to date. Grants of up to \$10,000 are now available.</p>
<p>5. Historic Preservation</p> <p>During the 1990s, the City began to experience the alteration of historic homes and structures near the downtown area or the demolition of such structures. To encourage the preservation of those structures, the City instituted a historic district designation covering approximately 130 historic homes. In December 2000, historic preservation grant guidelines were developed and approved by the City Council. For the 2000-2001 planning period, the City has authorized approximately \$25,000 in grants to remedy structural problems and upgrades to major systems. Funding is provided through the CDBG Program. Grants and is not contingent on income eligibility.</p>	<p>The City has made several grants to property owners since 1999. However the program was discontinued during the 2008-09 fiscal year with only one grant being made.</p>

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<p>6. Land Use Element/Zoning</p> <p>The Glendora Land Use Element and Zoning Code provides for a variety of residential land uses to accommodate the City's 1998-2005 RHNA allocation. Densities range from 0.5 units/acre in rural zones, to 6 units/acre in low-medium density zones, and as high as 20 units/acre in high density zones. As described in Chapter 4, the City has sufficient sites to address its moderate and upper-income site identification requirement for the 1998-2005 RHNA. The identification of sites for affordable housing for lower-income households is addressed in Program 7. Taken together, the City will be able to clearly facilitate development of housing for all economic segments.</p> <p>7. Program to Rezone Sites</p> <p>One of the constraints to the production of affordable housing needed to address the RHNA is the lack of residential land zoned at higher densities. Fortunately the City has a significant reserve of vacant and underutilized commercial and industrial sites, particularly along Alostia Avenue. In 2000, a Citizens Advisory Committee was appointed to study the long-term redevelopment of Alostia Avenue. Although some sites are best suited for business purposes, other sites are preferable for higher density residential uses that conform to the long-term transition of the area. These sites are located along corridors, have adequate infrastructure to support a variety of multi-family housing, and are located near compatible uses.</p>	<p>The city enacted a substantial rezoning program as part of its Route 66 Corridor specific plan (Route 66 was formerly Alostia Avenue) which was completed in 2003. Densities over 50 units are possible under the specific plan. The city continues to ensure sites are available to meet its RHNA allocation and expects to be able to make the same claim for the 2006-2014 housing element cycle.</p> <p>In 2006 the City also enacted a new land use designation in its historic downtown area which supports up to 25 units per acre.</p>
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<p>9. Preservation of At-Risk Units</p> <p>Given the cost of producing affordable units, it is important to ensure that they are preserved. Currently, the City has one senior complex with 105 assisted units that is funded through a Section 8 contract that is set to expire in Year 2013. A second affordable project with 157 units (54 assisted) was recently developed in 1991 with RDA set-side funds. Both projects serve very low and low-income persons as described in Chapter 2 and 3. Neither affordable housing project is at-risk during the 2000 to 2010 planning period. However, the City will continue to monitor the status of both projects and work with the project owner as needed to preserve the units.</p> <p>10. Section 8 Assistance</p> <p>The Section 8 program provides rent subsidies to very low-income households who overpay for housing. Prospective renters secure housing from HUD-registered apartments that accept the certificates. HUD then pays the landlords the difference between what the tenant can afford (30% of their income) and the payment standard negotiated for the community. HUD also makes available a housing voucher of housing choice program, where a family may choose housing that costs above the payment standard if the tenant pays the extra rent. The County Housing Authority administers the Section 8 program on behalf of the City of Glendora.</p>	<p>The City is aware of the conversion date. The project is identified as "At Risk" in the 2006-2014 draft housing element.</p> <p>The city is not involved in any Section 8 activity.</p>
<p>11. City 1st time Homebuyer</p> <p>Glendora offers up to \$25,000 in a deferred loan to 1st-time low and moderate income homebuyers. The loan must be applied toward the downpayment on a single-family home, condominium, or town home and participants must put down a downpayment of at least 3% of the sales price. The loan is at 0% interest for the first five years and at a 3% simple interest rate for the following 25 years. No payments are required during the entire thirty years that the loan is in place. However, the loan is due and payable upon the sale/ transfer of the home or refinancing of the trust deed. This program has assisted 60 households to date.</p>	<p>The wild fluctuations in the housing market and the current financial crisis have reduced the level of activity in the first time homebuyer program. The substantial down payment required to qualify residents for this high cost housing area has reduced the effectiveness of this program. The program is funded to provide three loans of up to \$325,000 for first time buyers.</p>

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<p>12. Mortgage Credit Certificate Program</p> <p>The City participates in the federal Mortgage Credit Certificate Program operated by Los Angeles County. The MCC program allows qualified first-time homebuyers to take an annual credit against their federal income taxes of up to 20% of the annual interest paid on the applicant's mortgage. The tax credit allowance allows homebuyers more income available to qualify for a mortgage loan and make monthly payments. Therefore, the MCC Program is a way to further leverage homeownership assistance. The MCC program has been effective in extending homeownership to 120 households in Glendora.</p>	<p>The city no longer participates in the MCC program and has allocated staff resources to other areas which promote affordable housing.</p>
<p>13. Lease-Own Program</p> <p>The Lease-Purchase program is operated by the California Cities Home Ownership Authority. The Lease-to-Own Program provides a 38-month lease for a home selected by the qualified person. CCHOA pays 3% down and closing costs not to exceed 4% of the sales price, while the individual pays 1% of the sales price plus first month's lease. After 38 months, the individual has the option of purchasing the home. This program would be a new program for Glendora to be implemented in 2002. To help facilitate and ensure the success of the program, the City will also advertise the new program through a variety of means, primarily through the City's web site.</p>	<p>The city has not pursued this activity and has allocated staff resources to other areas which promote affordable housing.</p>
<p>14. Grant Assistance</p> <p>In recent years, the Council has expressed concern that seniors have increased to one of every five households and that many are disabled and live on fixed income. Because of income restrictions, seniors are often unable to afford to make needed routine and emergency home repairs and improvements, such as roofing, plumbing, and other repairs. To address this need, the City will apply for grants from the State Department of Aging under the Homestead project. This project will assist older adults (sixty years and older) and functionally impaired adults by providing emergency and non-emergency home modifications (wheelchair ramps, grab bars, etc) as well as home repairs needed to address property code violations.</p>	<p>The city is able to provide assistance to households through its deferred grant and loan programs as described above.</p>

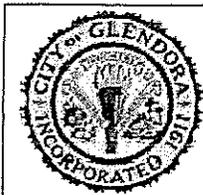
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<p>15. Financial and Regulatory Assistance</p> <p>During the past 15 years, the City has encouraged the provision of quality, affordable housing through the use of various regulatory and financial incentives. Examples include the provision of funding to assist in the development of the Heritage Oaks and Glendora Gardens projects and to provide rental subsidies for lower-income households to afford rental housing. The City will continue providing land write-downs, direct financial assistance, regulatory incentives, and assistance in property acquisition. To address the RHN, the City will waive the park development fee to assist new housing projects that are designed to be affordable to low and moderate-income households.</p>	<p>Using a combination of HOME and CRA funds, the City participated in the development of an all affordable project and provided over \$2 million in loans and subsidies for 87 new deed restricted units for low and very low income households. The project was completed in 2008.</p>
<p>16. Zoning Code Revision</p> <p>The City permits group housing in the community. Through its Zoning Code, 18 facilities for disabled persons and two senior projects have been built. Currently, the MS (Medical Services) Zone conditionally permits medical facilities, community care facilities, hospitals, nursing and convalescent facilities, and senior housing. The MS has 3.5 acres of land available for development, and is located near major thoroughfares, with adequate access to public facilities and services. The MS Zone is also suitable for transitional housing and emergency shelters due to the nature of the zone, access to transportation, and access to services.</p>	<p>The city will be considering amendments to the zoning code in the next housing element cycle to address this issue.</p>
<p>17. Planned Redevelopment Zone</p> <p>The City has used the Planned Redevelopment (PR) Zone to encourage the construction of affordable senior housing, including the Glendora Gardens and Heritage Oaks projects described in Chapter 3. The PR Zone allows for site planning techniques not permitted through literal application of the Zoning Code; it allows proposal and consideration of projects of any size, type or density. The PR zone facilitates the development of higher-density multi-family housing, because a developer need not secure a General Plan Amendment and zone change and can further request both financial and regulatory incentives from the City.</p>	<p>The PR zone remains an available tool to promote the construction of affordable housing.</p>

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<p>18. NonConforming Lot Ordinance</p> <p>Due to the City's historical patterns of growth, annexations, and changing development standards over time, a recent analysis concluded that over half of all lots did not conform to Zoning Code standards. Nonconformance represented a constraint to the development and improvement of property, because a variance was required before the lots could be further improved or developed. To mitigate this potential constraint, a nonconforming lot ordinance and permit is needed to allow the full development of lots and enjoyment of property rights when their lot size and dimensions do not meet current standards.</p>	<p>The issue of further development of non-conforming lots has been resolved through zoning amendments which allow development on non-conforming lots by right with no further review necessary. New development is expected to meet zone standards. Exception processes are in place to allow deviations from standards if certain findings can be made.</p>
<p>19. Zoning Code Revision</p> <p>In order to facilitate housing development to meet State and Federal law requirements, it is important to design codes which facilitate and encourage housing to be built at levels affordable to all economic segments of the community, including special needs. The General Plan and Zoning Code are the primary means for designating land for housing purposes as well as regulating the type and quality of development. The City will conduct a review of the Zoning Code to assess which development standards should be modified to accommodate housing and will review permitting procedures, particularly the conditional use permit process to ensure that they do not unduly constrain development of housing uses.</p>	<p>The city adopted new zoning regulations as part of the Route 66 specific plan corridor project to facilitate and encourage housing to be built in the specific plan area. Since the plan's adoption in 2003, the City has approved approximately 390 new units over under utilized property, a quarter of which are designated for workforce housing.</p>
<p>20. Fair Housing Services</p> <p>Glendora contracts with the Inland Fair Housing and Mediation Board to provide fair housing and landlord/tenant counseling services, landlord-tenant dispute resolution, preparation of bilingual housing literature, and testing for housing discrimination. Glendora's 2000 AI also recommended furthering fair housing practices by: (1) increasing the availability of suitable sites for affordable housing; (2) allowing, pursuant to an approved C.U.P. emergency shelters or transitional housing in the MS Zone; and (3) allowing small State-licensed community care facilities by right in residential zones. The City will also amend the MS Zone to take out senior housing as the only permissible use.</p>	<p>The City continues to provide fair housing services through a third party consultant. The city has increased the number of sites for housing through the Route 66 Specific plan project as described above. Other recommendations identified have not been implemented and will be considered in the next housing element cycle.</p>

New goals and policies for the 2006-2014 Housing Element are currently under review by HCD.



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Historic Preservation Element

In 1999 the City adopted a historic preservation element to reflect the community's desire to preserve historic resources. The element identified the different levels of historical significance at the federal, state, and local levels. Goals and policies are in place that requires the city to consider the affects of development on historic resources. No update of the element has occurred since the plan's adoption. Instead, the City has focused on continuing to update information about historic resources in the planning area. Through the City's Historic Preservation Committee, information on resources is updated through the implementation of specific activities such as the preparation of public information brochures. In a recent evaluation completed by the Los Angeles Conservancy, the City received a "B" grade for its historic preservation efforts for its use of the Mills Act, local landmarks program, and inclusion of a historic preservation overlay zone in the zoning code.

Household Hazardous Waste Element

In 1990 the City adopted its household hazardous waste element as required by state law. To implement the element a variety of programs have been implemented to keep hazardous waste out of the waste stream which are described as follows:

- The City cooperates with L.A. County in the household hazardous waste roundup collection program.
- The City promotes used oil recycling through state funds
- Stormwater runoff regulations have been adopted along with an enforcement program to limit or eliminate illicit dumping of hazardous materials into storm drains.
- The City provides education materials to schools and the public through community events and other means which raise the awareness of proper disposal of household hazardous waste.