

Martin Fuentes, Chairman
Elizabeth Alcantar, Vice Chairperson
Leslie Mendoza, Commissioner
Richard Corvera-Hernandez, Commissioner
Susie de Santiago, Commissioner



CUDAHY CITY
COUNCIL CHAMBERS
5240 Santa Ana Street
Cudahy, CA 90201
Phone: (323) 773-5143
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AGENDA

A REGULAR MEETING OF THE CUDAHY PLANNING COMMISSION Monday, October 17, 2016 – 6:00 P.M.

"Members of the Public are Advised that all PAGERS, CELLULAR TELEPHONES and any OTHER COMMUNICATION DEVICES are to be turned off upon entering the City Council Chambers." If you need to have a discussion with someone in the audience, kindly step out into the lobby.

Written materials distributed to the Planning Commission within 72 hours of the City Council meeting are available for public inspection immediately upon distribution in the City Clerk's Office at City Hall located at 5220 Santa Ana Street, Cudahy, CA 90201.

In compliance with the Americans with Disabilities Act (ADA) if you need special assistance to participate in this meeting, you should contact the City Clerk's Office at (323) 773-5143 at least 72 hours in advance of the meeting.

1. CALL TO ORDER

2. ROLL CALL

Commissioner Corvera-Hernandez
Commissioner de Santiago
Commissioner Mendoza
Vice Chairperson Alcantar
Chairman Fuentes

3. PLEDGE OF ALLEGIANCE

4. PRESENTATIONS

A. None.

5. PUBLIC COMMENTS

(Chairperson: This is the time set aside for citizens to address the Planning Commission on matters relating to Commission business. When addressing the Commission please speak into the microphone and voluntarily state your name and address. **Each person will be allowed to speak only once and will be limited to five (5) minutes.** The proceedings of this meeting are recorded on audio CD.

6. WAIVE FULL READINGS

A. Approval to waive the full reading of all resolutions on the agenda and declare that said titles which appear on the public agenda shall be determined to have been read by title only.

Recommendation: To waive the full text reading of all resolutions on the agenda.

7. PUBLIC HEARING

None.

8. BUSINESS SESSION

A. A request to approve the minutes of the Special Planning Commission meeting held on Thursday, June 23, 2016.

(Minutes attached)

Recommendation: Staff recommends the Planning Commission to approve the minutes of the Special Planning Commission meeting held on June, 23.

9. COMMISSION BUSINESS

A. University of California, Los Angeles (UCLA) Luskin School of Public Affairs partnered with the Cudahy Planning Division in the preparation of cursory review of programs and needs were assessed into a final report: Enabling Sustainable and Equitable Growth in Cudahy, CA. Presentation given by Herbie Huff. The Planning Commission is requested to receive and file the Enabling Sustainable and Equitable Growth in Cudahy, CA.

(Report attached)

10. ADJOURNMENT

I Santos J. Sanchez, hereby certify under penalty of perjury under the laws of the State of California that the foregoing agenda was posted at Cudahy City Hall, Bedwell Hall, Clara Park, Lugo Park, and the City's Website not less than 72 hours prior to the meeting. A copy of said Agenda is on file in the Community Development Department.

Dated this 13th Day of October 2016



Santos J. Sanchez
Planning Technician



**Item Number
9A**

STAFF REPORT

Date: October 17, 2016
To: Honorable Chair and Planning Commission Members
From: Michael Allen, Community Development Manager
 By: Santos J. Sanchez, Planning Technician
Subject: **Acceptance of Final Deliverable of the Sustainable Communities Planning Grant**

RECOMMENDATION

Recommending the Approval by Resolution the Support, Development, and Implementation of the Enabling Sustainable and Equitable Growth in Cudahy, CA Document

BACKGROUND

1. On February 14, 2014, the City Council approved Resolution No. 14-16 that allowed the formal submission of the Sustainable Communities Planning Grant and Incentives Program.
2. On August 13, 2014, The California Strategic Growth Council awarded the City of Cudahy Planning Department \$105,913.
3. On August 4, 2015, UCLA presented and hosted sidewalk outreach at National Night Out seeking feedback from event participants.
4. Between August 2015 - June 2016, UCLA conducted Parks survey at Lugo Park, Cudahy Park, and Clara Expansion Park from park visitors.
5. On September 17, 2015, UCLA hosted Public Workshop #1: Parks to solicit feedback from workshop participants.
6. On October 9, 2015, UCLA and City Staff hosted Technical Advisory Committee #1: Introduction, to review findings and seek professional guidance regarding the study.

7. On October 16, 2015, the City and UCLA hosted Developer Roundtable #1, to seek feedback directly from local and regional developers on development constraints.
8. On December 15, 2015, the City and UCLA hosted Focus Group #1: Parking, to seek feedback on parking issues within the City.
9. On February 29, 2016, The City and UCLA hosted Focus Group #2: Parking, to provide findings and recommendations from feedback provided regarding parking issues within the City.
10. On May 6, 2016, the City and UCLA hosted Technical Advisory Committee meeting #2 to provided feedback on the plan and recommendations.
11. On May 12, 2016, the City and UCLA hosted Developer Roundtable #2 , to provide findings and recommendations from feedback provided regarding development constraints.
12. On May 23, 2016, UCLA presented preliminary findings of the Parking Program at the City Council meeting.
13. On June 1, 2016, the City and UCLA hosted Public workshop #2: Project Recommendations, to propose and review all recommendations as a result of the feedback provided by all focus groups and developer roundtables.
14. On June 13, 2016, Herbie Huff (of UCLA) presented the Parking Action Plan to the City Council the presentation was an overview of the project, the parking-related outreach, and a summary of UCLA's recommendations for a new parking pilot program.
15. On October 17, 2016, UCLA presented the final report to the Planning Commission, who reviewed the document and recommends approval to City Council.

ANALYSIS

The Sustainable Communities Planning study seeks to intervene in systems and regulations that restrict the supply of housing and subsidize auto travel at the expense of other modes: namely, parking requirements and impact fees on development. The intent of the recommendations as a result of the study are to further facilitate infill by reducing or removing parking requirements and by developing basic parameters for an impact fees to

fund walking, biking, and parks improvements.

The primary goal for the research conducted and compiled in the Enabling Sustainable and Equitable Growth in Cudahy Document is motivated by two things:

1. The increasingly dire affordability crisis in the region; and
2. The lack of stable funding sources for biking, walking, and open space in most of the region's communities.

Findings

As a result, the study found an existence of rampant Accessory Dwelling Unit (ADU) construction, an extremely high rate of walking, low parking occupancies throughout the City, impact fees are likely to be a substantial source of financing given the low rate of development in the City, the community desires for parks maintenance and operations rather than new parks, and immediate and substantial concerns regarding the restrictions on overnight parking on City streets.

Recommendations

The following recommendations were formed based on the findings:

- Revised Local Development Regulations, a feasibility analysis for housing development projects, and varied parking, density, and height regimes.
- Implement a short-term overnight parking pilot to address immediate parking issues, the removal of minimum parking requirements, and a project feasibility analysis for housing developments. This recommendation simplifies the permit process, reduce the costs of permits, and simplify the requirements for residents to obtain permits. As of July 27, 2015, the City has adopted a modified version of our recommendations. Active management of on-street parking enables the City to manage on-street parking so that availability is consistent and guaranteed, without imposing high and inequitable costs of minimum parking requirements. Removing parking minimums gives developers the freedom to provide as much or little parking as they like. The project feasibility analysis for housing developments shows that simply reducing the requirement from 2 spaces per unit to one space per unit makes a difference in the types of developments that are feasible.
- Two regulations in particular constrain developers: the height limit and the maximum density. Citywide, the maximum height of a residential building is limited to two stories or 35 ft, whichever is less. Maximum densities are considered quite low, ranging from 9-30

units per acre. Both the developer roundtable and the project feasibility analysis indicate that these restrictions prevent developers from pursuing projects in Cudahy. At the same time, the community is opposed to lifting restrictions citywide, but has shown support for lifting them in selected zones. Therefore, it is recommended that the City permit greater heights and density in various zones based on community feedback.

- The impact fee must be implemented after the reduction of minimum parking requirements, in order to ensure that the overall burden on developers is not increased. The challenge for the active transportation impact fee is that there are few models of the relationship between growth and active transportation. More work is needed to develop empirically sound models the relationship between growth and active transportation.

CONCLUSION

The acceptance of the document will enable the City to apply for additional funding. External funds, such as grants, will help the City offset cost. This will provide the community additional funding and ultimately provide residents with more or aid the City to maintain services and public goods.

FINANCIAL IMPACT

The Enabling Sustainable and Equitable Growth in Cudahy document was funded through the Sustainable Communities Planning Grant and Incentives Program thorough a grant award amount of \$105,913.

ATTACHMENTS

- A. RESOLUTION 16-02
- B. Enabling Sustainable and Equitable Growth in Cudahy, CA Document

RESOLUTION NO. 16-02

A RESOLUTION OF THE PLANNING COMMISSION OF THE CITY OF CUDAHY RECOMMENDING THE APPROVAL BY RESOLUTION THE SUPPORT, DEVELOPMENT, AND IMPLEMENTATION OF THE ENABLING SUSTAINABLE AND EQUITABLE GROWTH IN CUDAHY, CA DOCUMENT.

WHEREAS: The Sustainable Communities Planning Grant and incentives Program is funded by Proposition 84, the Safe Drinking Water, Water Quality and Supply Flood Control River and Coastal Protection Bond Act of 2006;

WHEREAS: On February 14, 2014 The City Council approved Resolution No. 14-16 that allowed the formal submission of the Sustainable Communities Planning Grant and Incentives Program;

WHEREAS: The goal of the grant program is to fund development and implementation of plans that lead to reductions of greenhouse gas;

WHEREAS: The implementation of Enabling Sustainable and Equitable Growth in Cudahy will create financing mechanisms that sustain active transportation and parks;

WHEREAS: The implementation of Enabling Sustainable and Equitable Growth in Cudahy seeks to promote public health, equity, housing affordability, and increase infill and compact development.

WHEREAS: This matter was duly posted and set for public hearing for the October 17, 2016 Planning Commission meeting at 6:30 p.m.

NOW THEREFORE, the Planning Commission of the City of Cudahy hereby resolves:

Section 1: The City of Cudahy pledges support implementing Enabling Sustainable and Equitable Growth in Cudahy;

Section 2: The City of Cudahy pledges to improve walkability and active transportation Citywide;

Section 3: The City of Cudahy supports community design that enables sustainable development practices that create walkable communities;

Section 4: The City of Cudahy will actively seek funding for the implementation of the Enabling Sustainable and Equitable Growth in Cudahy.

PASSED AND APPROVED THIS 17th DAY OF OCTOBER, 2016 BY THE FOLLOWING ROLL CALL VOTE:

AYES:

NOES:

ABSENT:

ABSTAIN:

APPROVED AS TO FORM:

ATTEST:

Marin Fuentes
Commissioner Chair

Michael Allen
Community Development Manager

Enabling Sustainable and Equitable Growth in Cudahy, CA

UCLA Project Manager

Herbie Huff

UCLA Project Team

Rachel Wells, Casey Stern,
Diana Benitez, Edith Rodriguez

From Lot to Spot Team

Viviana Franco, Maria De Leon

City of Cudahy Staff

Michael Allen, Didier Murillo (former)

Project Timeline

April 1st, 2015 - July 29th, 2016

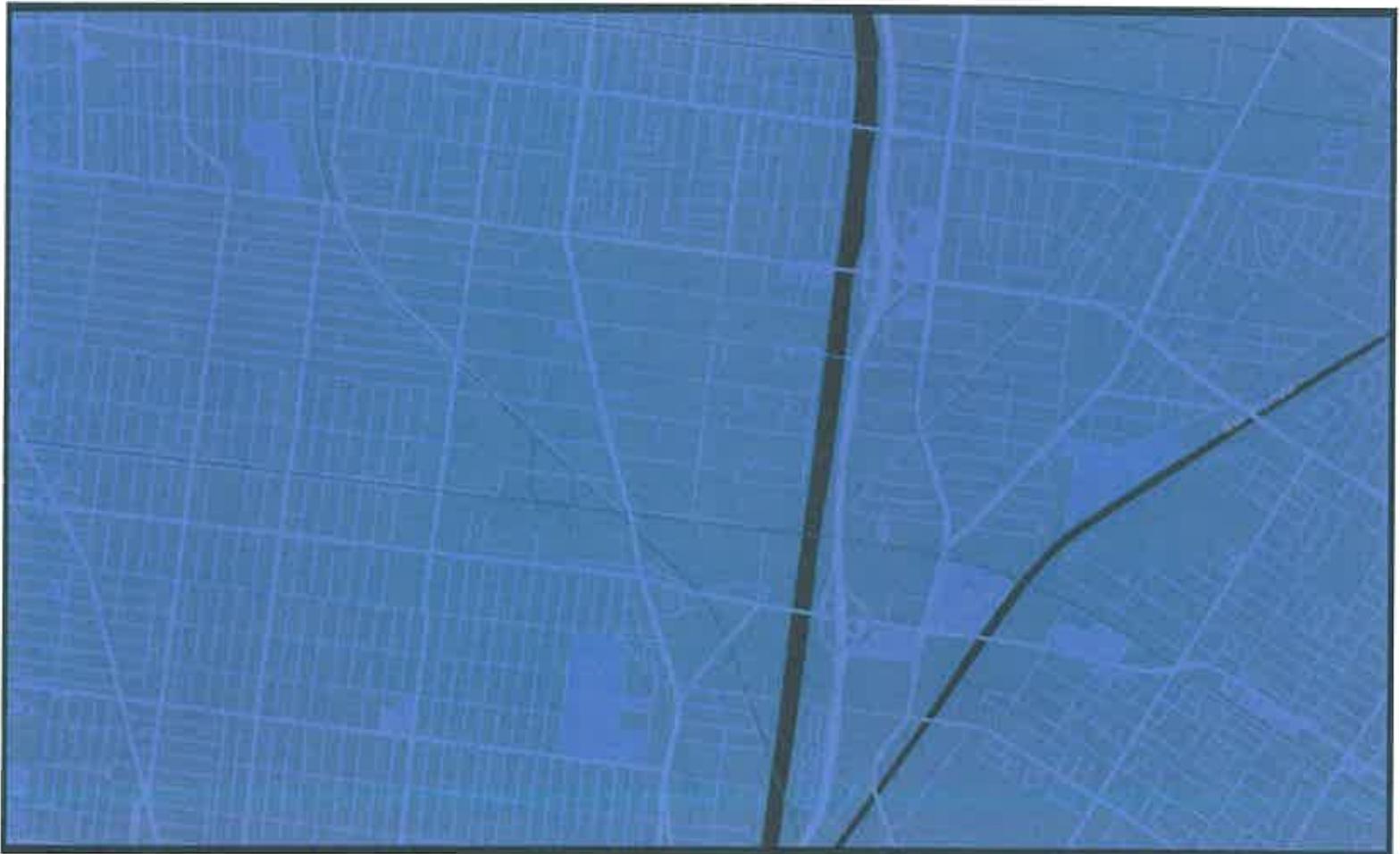


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Executive Summary

Project Motivation and Goals

This project is funded by the Strategic Growth Council under their Sustainable Communities Planning Grant with a primary project goal of promoting infill. This work is motivated by two things: 1) the increasingly dire affordability crisis in our region and 2) the lack of stable funding sources for biking, walking, and open space in most of our region's communities. We seek to intervene in systems and regulations that restrict the supply of housing and subsidize auto travel at the expense of other modes: namely, parking requirements and impact fees on development. We seek to facilitate infill by reducing or removing parking requirements and by developing the basic parameters for an impact fee to fund walking, biking, and parks.

The project scope of work was initially more focused on impact fees as a significant source of revenue, but a better understanding of the local context has shifted attention away from the impact fee. There is currently very little development in Cudahy. Impact fees are predicated on a specific local dynamic whereby the market for growth is strong and political power lies in the hands of local officials, not developers. That dynamic may be present in most places where infill growth is being proposed or encouraged, but it is not present in Cudahy. There is almost no market for development, and most of the development that is occurring is unpermitted accessory dwelling units. Reducing parking requirements is not likely to unleash a flood of new development in the City which then produces revenue for the City via an impact fee.

So, we do not devote such significant attention to proposing an impact fee for Cudahy, although we do outline the basic parameters for such a fee. We still pursue the original goals: to promote infill and to create financing mechanisms that sustain active transportation and parks. Parking reform is still a large component of this work, as is sustaining local finance.

We also want to advance some important secondary goals. One of these is to collect useful information that the City can use in grant applications. External grants will continue to be a valuable source of funding for active transportation and parks, so this advances our primary project goal. From a practical standpoint, it also implies that we want to deliver the data itself to the City in usable format, and that we aimed to make our data collection at times more general than the narrow scope of this project.

Our means to these ends are data collection and observations, but also, importantly, outreach. We've worked with the local residents throughout, and our fundamental orientation is that planning should serve the poor and underserved.

Literature and Best Practices Review

We reviewed the literature, looking for best practices or studies on regulating for affordable growth. The literature notes that interjurisdictional spillovers are a common problem, an issue that is especially germane in Cudahy. The literature and best practices are very much dominated by larger cities with strong real estate markets. This reading was valuable in shaping our understanding of impact fees specifically and local public finance more broadly. We also review the literature on parking reform, and best practices for regulating and managing parking. Finally, we review the literature on financing parks and active transportation, and find promising solutions in the form of grants and infrastructure financing districts.

Context: the City of Cudahy

Population

According to the 2014 American Community Survey, there are an estimated 24,073 people residing in Cudahy. The city has an estimated population density of 21,254 persons per square mile. Amongst incorporated places, Cudahy has the 13th highest population density in the country; the nearby City of Maywood ranks 9th, with 23,216 persons per square mile. Since the 1970's Cudahy's population has grown by almost 42%, from 17,000. In the last fifteen years, however, population has declined by 0.6%, consistent with other cities in southeast Los Angeles County.

Cudahy can be characterized as a working-poor and primarily immigrant city. The median household income is \$37,800 and the mean household income is \$44,600; on average, residents of Cudahy earn less than residents of the County of Los Angeles, where the median income is \$55,900. According to the 2014 American Community Survey, 97.7% of the population identifies as Hispanic or Latino, and 77.6% of Hispanic or Latino residents are of Mexican descent. With regards to nativity, 52% of Cudahy residents are native-born U.S. citizens, 12% are foreign-born U.S. citizens, and 37% are non-U.S. citizens.

Parks

Public parks, and the passive and active recreation opportunities that they provide, are important contributions to Cudahy's quality of life. The City maintains and operates five public parks and recreation centers, spanning 18.2 acres. Park users have access to a wide range of facilities including game courts, athletic fields, picnic areas, play lots and a community center. Based on population estimates from the 2014 American Community Survey, Cudahy has a population of 24,073, meaning that the City provides approximately 0.76 acres of parkland per 1,000 residents.

Figure 1.1 Overview map of Cudahy's park system.



Transportation System

The transportation system in Cudahy consists of a roadway network dominated by Atlantic Avenue, collector streets, and local streets. The Long Beach Freeway, located due east of the City, provides regional access to the City.

For Cudahy residents, public transportation services are provided by the Metropolitan Transit Agency (MTA) and the Cudahy Area Rapid Transit (CART). MTA Lines 260 and 762 (rapid) run north/southbound on Atlantic Avenue, and lines 611 and 612 run east/westbound along Santa Ana Street and Otis Avenue, respectively. In total, an average of 2,660 boardings are recorded each day in the City of Cudahy. The local transit service, CART, provides fixed-route transit in most of Cudahy. On-demand services for person with doctors' appointments are provided via taxis subsidized by the City. In addition to bus service, Cudahy is within four miles of the Long Beach Blvd station for the green line and the Florence Station for the Blue Line. Although there are no designated bicycle lanes within Cudahy's borders, a bicycle trail runs along the adjacent Los Angeles River.

Recent Development

Recent development has been limited, but the City of Cudahy reported the construction of 93 units between 2005 and 2009, and 32 units between 2011 and 2014. The city reported two commercial developments within the last 15 years. With regards to housing, the City intends to increase the number of available units and meet the Regional Housing Needs Assessment (RHNA) requirements through the implementation of two development strategies—infill and vacant parcel development. Proposed changes would increase allowable zoning densities to 20 dwelling units per acre to encourage additional infill development. In addition to infill development, the 2013 Housing element identified 11 vacant sites which are zoned for high density residential and community commercial. As most of the City is built out and open space is limited, growth will likely occur through redevelopment and revitalization.

Development Standards

In the 2013 Housing Element Update, Cudahy acknowledged the severe deficiency between the number of residents and the number of available housing units. The City recognized that restrictions on residential density and building height will have to be eased in order to promote the production of new housing, while still maintaining affordability.

Citywide, the maximum height of a residential building is limited to two stories or 35 ft, whichever is less. Out of 3,580 residential buildings citywide, 85% are one-story buildings and 15% are two-story buildings; the average building height is 13.9 ft.

Residential density restrictions for each land use designation are outlined in the table below.

Table 1.1 Density restrictions per land use designation

Land Use	Description	Maximum Density
Low Density Residential	Single-family development on small lots	9 DU/acre
Medium Density Residential	One or two single-family units on a lot or multifamily developments	12 DU/acre
High Density Residential	Single-family and multifamily developments on lot that are predominantly one-half acre in size	<1 acre: 16 DU/acre 1-1.9 acres: 20 DU/acre 2-2.9 acres: 25 DU/acre 3+ acres: 30 DU/acre
Community Commercial	Service and retail stores as found along the Atlantic Avenue corridor. Also includes mixed use.	Maximum 1.5 FAR

Overnight Parking

In 2015 the City initiated a pilot parking program to allow residents to purchase permits for overnight parking. Up until that point, Cudahy had banned parking on city streets between 3 a.m. and 6 a.m. To participate in the current pilot program, residents must present to City Hall staff a valid photo-ID and vehicle registration, and documentation establishing a parking burden. Eligible residents may purchase one overnight parking permit per dwelling unit; permits are priced at \$1 per day for residents and \$2 per day for guests. On street sweeping days, however, overnight parking is prohibited, regardless of whether a permit has been obtained. Residents can, however, purchase a separate weeklong guest permit to allow them to park overnight on street sweeping days.

Local Public Finance: Revenues and Expenditures

The City currently operates at a deficit and has drawn down most of a small reserve over the course of the last few years. Local sales tax, various small user fees, and intergovernmental transfers (primarily Measure R/Prop C, vehicle registration local

return, and a property tax return from the State) constitute the bulk of the revenue. Expenditures are as below.

Table 1.2 City of Cudahy expenditures by personal and operation costs

Department	Personnel	Personnel Costs	Operating Expenses	Total Expenses
City Council	0	\$69,093	\$46,040	\$115,133
City Attorney	0	\$0	\$300,000	\$300,000
City Clerk	1	\$122,457	\$22,110	\$144,567
City Manager's Office	3	\$300,387	\$316,758	\$617,145
Finance	5	\$500,980	\$168,427	\$669,407
Community Development	5.33	\$464,982	\$663,382	\$1,128,364
Parks and Recreation	9.13	\$248,125	\$664,302	\$912,427
Public Safety	3	\$142,612	\$3,894,087	\$4,036,699
Public Works	6.38	\$506,024	\$579,070	\$1,085,094
Facilities Operation	1	\$22,497	\$984,416	\$1,006,913
TOTAL EXPENSES				\$10,015,749

Observations: Parks, Transportation, and Parking

Parks

We were interested in determining how well parks serve the local community. Through an observational study, we were able to estimate how many people use each park, and see what types of physical and leisure activities occur. Surveyors spoke with community members to find out how they view the parks and what they would like to see changed. In particular, we wanted to know what was more important to residents - new parks or park improvements? From observations and surveys, we have the following results.

- Based on system-wide observations, the most common physical activities performed by children and teenagers were soccer, basketball (outdoors), baseball/softball, skateboarding and playground use. Amongst adults, popular physical activities included baseball/softball, soccer, basketball (outdoors) and walking. Adults also utilized the parks for celebrations, picnics, and local events, as well as more leisurely activities like sitting, relaxing, and supervising children.

In general, it was less common for seniors to use park facilities; the most popular activity amongst seniors were sitting in the park, walking, and attending celebrations.

- The playgrounds, soccer fields, and event spaces were the most consistently used amenity within parks. The most underutilized facilities included the tennis courts in Cudahy Park and the gymnasium in Clara Park; these spaces could potentially be converted to accommodate more popular uses and/or the requested improvements
- At the focus group sessions, community members made several negative comments on the condition of park facilities. Many described the bathrooms as being “dirty” and “unclean,” suggesting that upkeep was infrequent and insufficient. Survey respondents confirmed the presence of graffiti and litter in the park, which is a strong indication of a lack of upkeep. Likewise, the majority of respondents felt that lighting within the parks is adequate. Fortunately, the presence of glass or other dangerous items is uncommon.
- Overall, residents characterize the parks as being safe – 56.5% responded that parks were “safe” or “very safe.” Conversely, 37.7% of respondents described parks as being unsafe; they expressed concern over drug use, criminal activity, gang presence, and homelessness. Although the majority of respondents rate the parks as being safe, only 5 stated that they felt comfortable letting their child visit a park on their own.
- Respondents assigned greater importance to improving existing facilities and providing additional programming, than to providing additional parks. Given the constraints on vacant / open space in Cudahy, the former two options are more achievable. Residents expressed a preference for programmatic improvements, with adult sports leagues, fitness and dances classes, and park events and fairs, receiving the most support.

Cudahy is severely underserved by park and recreation facilities. As mentioned in the Current Conditions section, the City provides approximately 0.74 acres of parkland per 1,000 residents. This value falls well short of the City’s goal of providing 4 acres of parkland per 1,000 residents, as established in the 2013 General Plan. To achieve this ratio, Cudahy would have to provide an additional 79 acres of parkland, which is nearly

impossible due to the the City's small size, lack of vacant land and dense population. Given that, we suggest that the City focus its efforts on improving existing park facilities, increasing staffing and offering new and expanded programs. The activities, classes, and leagues offered should be affordable and accessible to all Cudahy residents. Parks programs should aim to be revenue neutral, utilizing user fees as is feasible.

Transportation

The American Communities Survey has data at the city level on commuting to work, but travel to work will differ from other types of travel. To get a picture of non-work travel, we collected 132 surveys in Fall 2015 in shopping centers during both weekend and weekdays and where people were traveling to and mode of travel. We also conducted 25 park surveys that asked how people traveled to the park and pedestrian counts at 6 different locations. From surveys, pedestrian counts and observations, we have the following results.

- Driving is common but Cudahy also has high rates of walking and carpooling. Driving is still a common mode of transit, whether for errands or for commuting for work. However, both surveys and pedestrian counts identified very high levels of walking. We consistently observed walking mode splits ranging from 20-50%, much higher than the Los Angeles metro mode split for walking, which is 9%. (Blumenberg et al, 2016). In surveys at shopping centers and at parks, the rate of walking was more common than using public transit. For commuting to work, we found a high rate of carpooling to work compared to LA County as a whole, especially for non US citizens and for workers who are between 100 – 150% of the poverty level.
- Mode of travel depends on destination. While we only have preliminary findings, we found differences in the mode of travel between the different survey locations and based on how far people were traveling. Respondents going to or from other locations in Cudahy had a higher rate of walking while residents going to and from locations in other cities had a higher rate of driving.
- Role of carpooling for work travel. Compared to LA county rates, Cudahy has a higher percentage of people who carpool for work travel. Discussions on transportation that do not include carpooling may not have a full understanding of the overall transportation picture.

- Regional nature of some travel. While survey respondents were most likely to report traveling to other locations in Cudahy, many residents reported that their next destination was in another Gateway city or a city in Southeast or East Los Angeles County. This survey results shows that travel is not only within Cudahy but within the Gateway or larger region.

In summary, cars play an important role, especially around getting to work, but Cudahy also has a high amount of walking. Rather than a policy focus on reducing car travel or getting people to switch modes, in Cudahy the policy focus should be on sustaining this walking and supporting it over time.

Cudahy is a small city and residents not only travel to other locations in Cudahy but to other Gateway cities or the larger region. Travel boundaries do not stop at the Cudahy city boundary and regional planning is critical when looking at transportation infrastructure. This can also present a challenge for Cudahy as even when the City creates transportation policy, they will still be affected by transportation policies in nearby cities.

Parking

Parking reform includes revising not only parking minimums, but also a municipality's on-street parking policy. Adjustments should be based on real parking demand data and clear policy logic given the goals of the City. To estimate the demand for on-street parking in Cudahy, daytime and overnight occupancy counts were carried out over the course of several weeks. Driving along a predetermined route, the survey teams observed parking occupancy on all city streets, excluding public alleys and private driveways. The supply of on-street parking was estimated as 3,150 parking spaces. From the parking study, we have the following results.

- Peak parking occupancy was observed on Saturday afternoon, after 4:00 PM, when 43% the City's parking stalls were observed to be occupied. Midweek, occupancy reached a maximum of 39%. Overnight, parking occupancy was at 7% with 258 cars parked on the the streets. only one street reached an occupancy rate above 50% - on Clara Street, between Wilcox Avenue and River Road.
- In general, higher rates of occupancy were observed in areas zoned for residential use. On weekday mornings, however, peak parking demand occurred in the southern portion of the City, where commercial manufacturing uses are concentrated.

Despite the City's high population density, there is typically ample off-street parking available at any given time and in any given section of the City. There is an effective lack of user-friendly and available overnight parking. These observations support the overnight parking action plan, legalization of ADUs, and removal of minimum parking requirements.

Public Outreach

Outreach with a diverse group of stakeholders helped ensure that recommendations would be based on community experiences and priorities and that recommendations would work with Cudahy's context. We engaged with residents in several ways, including focus groups, community input sessions and surveys. Much of the resident feedback focused on parks and parking policy as these two areas both matter for current residents and are affected by future development. In addition to meeting with residents, we also solicited input from developers, community organizations, and technical experts through a technical advisory committee and developer roundtables. Outreach took place between August 2015 and June 2016. It's worth noting that there are a number of ongoing changes in the City that are not necessarily reflected in this feedback, notably to parks programming and services, maintenance, and overnight parking regulations. In addition, the coming years will see implementation of over \$7M in grant funds for pedestrian and vehicle safety, which are not reflected in this feedback.

Residents were extremely invested in providing feedback to improve their city, especially related to overnight parking and improving their city parks. The first community meeting focused on parks. Residents described their use of the parks and many of the residents indicated frequent use. While residents described different concerns and suggested improvements, residents frequently mentioned having cleaner restrooms and additional activities at parks as the most important improvements.

The two focus groups focused on overnight parking and the current pilot program for overnight parking permits. At the first focus group, residents described concerns with the current pilot program. Residents supported the idea of having a permit process for overnight parking instead of allowing parking without a permit, but residents were in strong agreement that the current process needed revisions. A main concern was around nights when residents can not park due to street sweeping. For the second focus group, we presented two recommendations: simplify the current permit process or allow overnight parking without permit. Residents preferred to have permit process

and felt the current price was too high but residents differed on how to simplify requirements.

Meetings with developers and the technical advisory committee also helped to shape recommendations. The technical advisory committee helped to place this project in a larger regional context, acknowledge challenges that could affect the success of any initiatives, and provide examples of community engagement. The developer roundtable included both nonprofit and for-profit developers. The participants raised concerns around the idea of having an impact fee and brought attention to the burden of some of the current regulations such as restrictions on building height.

Summary of Outreach Activities

Table 1.3 displays the various outreach activities, their dates, and the number of participants.

Table 1.3 Outreach activities, dates, and attendance

Activity	Date(s)	Attendance or Number of People Engaged
Sidewalk outreach at National Night Out	August 4, 2015	Unknown
Parks survey	August 2015-June 2016	73
Public workshop #1: parks	September 17, 2015	32
Technical Advisory Committee #1: introduction	October 9, 2015	8
Developer roundtable #1	October 16, 2015	4
Focus group #1: parking	December 15, 2015	8
Focus group #2: parking	February 29, 2016	14
Technical Advisory Committee #2: project recommendations	May 6, 2016	7
Developer roundtable #2	May 12, 2016	1
City Council General Plan Study Session	May 16, 2016	NA
City Council meeting	May 23, 2016	NA
Public workshop #2: project recommendations	June 1, 2016	23

Recommendations

These recommendations are informed by the findings from our observations, public outreach, and developer roundtables. To reiterate, some of the key findings are: the existence of rampant ADU construction, the extremely high rate of walking, the low parking occupancies throughout the City, the fact that an impact fee is likely to be a substantial source of financing given the low rate of development in the City, community desires for parks maintenance and operations, rather than new parks, and immediate and substantial concerns regarding the restrictions on overnight parking on City streets.

Revised Local Development Regulations

We conducted a feasibility analysis for various housing development projects under various parking and density and height regimes. By revealing what types of projects can pencil out financially under various regulations, this analysis informs the recommendations that follow.

Parking

We are recommending a short-term overnight parking pilot to address the immediate issue which is that overnight parking in the City is effectively prohibited, and to park overnight, residents must get go through a burdensome permit process that requires them to go to City Hall to get new permits every week. Our recommendations simplify the permit process, reduce the costs of permits, and simplify the requirements for residents to obtain permits. As of July 27, 2015, the City has adopted a modified version of our recommendations.

Active management of on-street parking is a practical and political prerequisite for reform of off-street parking requirements. If on-street parking is consistently very difficult to find, or in the case of overnight parking in Cudahy, prohibited, this creates a political imperative to build off-street spaces and maintain minimum parking requirements. Permits enable the City to manage on-street parking so that availability is consistent and guaranteed, without imposing the high and inequitable costs of minimum parking requirements.

Upon successful completion of the overnight parking pilot, we recommend that Cudahy move towards the removal of minimum parking requirements. Removing parking requirements will not prohibit developers from including parking in their projects. Rather, removing parking minimums gives developers the freedom to provide as much or little parking as they like. The developer will provide the amount of parking spaces they think buyers will demand. Lenders also often make the provision of financing conditional on providing parking in the development.¹

The project feasibility analysis for housing developments shows that simply reducing the requirement from 2 spaces per unit to one space per unit makes a great deal of difference in the types of developments that are feasible. ADUs will rarely be feasible with a requirement of even one space per unit. Thus, a logical next step would be to reduce residential parking requirements to one space per unit, with a separate regulation for accessory dwelling units that does not require any parking for those units. This step could be taken after the initial monitoring of the overnight parking action plan, in mid-2017. A few years after implementing this, the City could consider further reductions, perhaps around transit stations, or reductions to commercial parking requirements.

Density and Height

Two regulations in particular constrain what developers can currently build in Cudahy: the height limit and the maximum density. Citywide, the maximum height of a residential building is limited to two stories or 35 ft, whichever is less. Maximum densities are likewise quite low, ranging from 9-30 units per acre depending upon the zone.

Both the developer roundtable and the project feasibility analysis indicate that these restrictions prevent developers from pursuing projects in Cudahy. At the same time, the community is opposed to lifting restrictions citywide, but has shown support for lifting them in selected zones. Therefore, we recommend that the City permit greater heights and density along Atlantic Avenue and areas zoned for Community Commercial use. Based on community feedback, a height limit of 5 stories is reasonable. In addition, above five stories, the construction methods and materials qualitatively change the nature of the project. We also suggest increasing the maximum building height by at least one story in areas zoned for High Density Residential use. In addition, it would be prudent for the City to upzone parcels bordering the Los Angeles River for higher

¹ It is typical for a lender to require at least one space per dwelling unit.

densities, as demand for their development will almost certainly increase once the river revitalization process begins. To be effective, height and density standards would have to be adjusted simultaneously, as the most restrictive requirement that remains will be what prevents project feasibility. The City should also consider implementing a Graduated Density Zoning program to promote targeted, dense development. With Graduated Density Zoning, higher densities are allowed on larger parcels (Shoup, 2008). Ultimately, efforts to improve the regulatory environment for development will put the City in a better position to exact fees or ask developers for affordable housing.

Towards an Impact Fee for Parks and Active Transportation

The impact fee must be implemented after the reduction of minimum parking requirements, in order to ensure that the overall burden on developers is not increased. Here we assume that minimum parking requirements have been reduced by at least one space per unit. Thus, the magnitude of the total impact fee for parks and active transportation should strictly not exceed \$8000, the cost of one surface parking space. Setting the amount of the fee is an exercise in balancing competing demands: on the one hand, the smaller the fee, the smaller the impact on potential project feasibility. On the other hand, the larger the fee, the more revenue collected per project. A first guess is \$2,000 per unit for accessory dwelling units and \$3,000 per unit for multi-unit buildings.

The primary challenge for the parks impact fee is that the City's parks needs are not capital in nature, and the use of impact fees for non-capital (or arguably non-capital) expenses is legally uncertain. A more thorough legal review is necessary. The rough magnitude of the maintenance needs, amortized over a 50-year unit lifetime, and assuming two persons per unit, is about \$2,500.

The primary challenge for the active transportation impact fee is that there are relatively few models of the relationship between growth and active transportation, and what few exist posit these modes as ways to reduce vehicle trips. When biking and walking are primarily viewed as ways to reduce vehicle trips, support (financial and political) for these modes is diminished when vehicle travel is reduced in more direct ways, such as parking reform and pricing driving. In other words, this scheme inadvertently pits biking and walking against directly dealing with the problems with driving and cars. More work is needed to develop empirically sound models the relationship between growth and active transportation.

At over \$6.4M, the City's capital needs for active transportation would need to be spread over thousands of units in order to be conceivably funded by a development impact fee. But it is not unimaginable that perhaps half of these costs could be funded by a modest \$2,000 / unit fee spread out over 1,500 units over the next twenty years. With regulatory revisions and upzoning, construction at that rate is plausible.

Motivation and Goals

This work is motivated by two things: 1) the increasingly dire affordability crisis in the Los Angeles region, a crisis that is especially acutely felt in low-income communities like Cudahy; and 2) the lack of stable funding sources for biking, walking, and open space in most of our region's communities. We seek to intervene in systems and regulations that restrict the supply of housing and subsidize auto travel at the expense of other modes: namely, parking requirements and impact fees on development.

The inspiration for this work is also a desire to reverse the way in which growth has been done in the U.S. for most of the last century: predict growth in car ownership and auto trips, and systematically provide parking and roadway capacity. It is funded by the Strategic Growth Council under their Sustainable Communities Planning Grant with a primary project goal of promoting infill and a secondary goal of promoting equity.

Why Cudahy?

After decades of sprawl, state and regional governments are now focused on encouraging compact, infill and transit-oriented growth as a key strategy to reduce vehicle travel and greenhouse gas emissions. According to this logic, growth in already-developed areas that are more central and better-served by transit will result in less driving and fewer emissions. Cudahy is such a community, and has upzoned a significant portion of the City to accommodate future growth.

But Cudahy is also unprepared for growth in various ways. First, it has fundamental existing deficiencies in water and sewer infrastructure. The City needs to assess such deficiencies as well as future needs, and develop a financing mechanism to sustain these systems. Second, there has been very little permitted development in Cudahy in the past decade. This indicates that the market for new development is poor, and points toward the possible existence of regulatory barriers that affect financial feasibility of new development. Finally, when the City does grow, it lacks a financing mechanism to sustain public infrastructure; the City struggles with constrained resources. There is no local funding source for infrastructure for walking, biking, and transit access, which are crucial to support a growth strategy aimed at overall reductions in auto travel and emissions. Likewise, the City will have difficulty maintaining and expanding its park system for a growing population.

The community in Cudahy is primarily low-income, Latino families, a significant proportion of whom do not have English proficiency. The City ranks in the top decile for measures of poverty, linguistic isolation, and low educational attainment in CalEnviroScreen. The community's challenges are numerous, from a high housing and transportation cost burden, to limited access to healthy food, to high rates of obesity and asthma.

The proposed work directly benefits the most vulnerable by addressing a critical need in the City of Cudahy and the surrounding region: the need for more housing. The need for affordable housing is especially dire, as over 35% of the City's residents pay over 50% of their income in rent. Additionally, the City faces severe overcrowding with 25% of the City's total number of occupied units considered overcrowded (over 1.01 persons per room), and 9.5% severely overcrowded (1.51 persons per room). Without the intervention of this work program, it will be impossible to build housing in Cudahy without incurring serious failures of public infrastructure, particularly the water system. The City's ability to move and park private vehicles is reaching capacity, and this work program enables new growth to take place in concert with a multimodal system of mobility and access. In sum, this work program allows the community to invite new residents and businesses without overwhelming existing public systems.

Goals

The project thus has two primary goals: (1) we seek to identify and remove unnecessary regulatory barriers to growth in Cudahy, and (2) we seek to create financing mechanisms that will sustain multimodal transportation infrastructure and park access under future growth.

Toward the first goal, we begin with an attention to minimum parking requirements. These are the largest regulatory burden placed on developers in Cudahy, and a requirement that drives accessory dwelling unit (ADU) construction underground because it is nearly impossible to build an ADU that complies with parking minimums. They also have well-documented unintended consequences: parking minimums drive up the cost of housing, degrade urban design, and subsidize auto travel at the expense of all other modes. We conduct outreach, data collection, and policy analysis to support the removal of parking minimums; this also entails careful attention to and recommendations regarding the management of on-street parking. We also conduct focus groups with developers to understand their incentives and perspective. We aim to enable affordable growth in particular and to prevent displacement, so we particularly

engage with developers and community groups who can advise on those issues. We've worked with the local residents throughout, and our fundamental orientation is that planning should serve the poor and underserved.

We also want to advance some important secondary goals. One of these is to collect useful information that the City can use in grant applications. Since external grants will continue to be a valuable source of funding for active transportation and parks, this really advances our primary goal anyway, but from a practical standpoint, it means that we want to deliver the data itself to the City in usable format, and that we aimed to make our data collection at times more general than the narrow scope of this project.

Cudahy is a working-poor, primarily immigrant, medium-density community. It is probably not the community that policy-makers have in mind when they discuss compact growth. There is little development currently, and tall transit-oriented or mixed-use development makes little sense. Travel behavior is also very different, with very high rates of walking. Cudahy seeks to be a model community in revising its regulatory structure to encourage growth, particularly affordable and sustainable growth. We hope that the lessons learned from this project will demonstrate the prospects for reductions in vehicle travel and greenhouse gas emissions in such communities and provide a model for enabling growth and sustaining public infrastructure in them.

Secondary goals of this project are to collect useful data to support future grant applications by the City and to advance better data on travel behavior in low-income communities. This project is funded by a Sustainable Communities Planning Grant from the Strategic Growth Council of the State of California, with matching funds from the City of Cudahy.

Project Evolution

Some commentary on the evolution of the project provides a cautionary tale for policymakers working on questions of strategic growth. The evolution of the project demonstrates the dangers of trying to apply one approach to managing growth to all communities, and illustrates the extent to which discourses about growth and affordability are dominated by strong, gentrifying real estate markets. Our initial proposal said that we sought to build on the momentum of SB743, which reforms CEQA evaluation for infill development. We initially imagined that we would facilitate infill by

reducing or removing parking requirements and then we would write an impact fee to fund walking, biking, and parks.

The first thing we learned about the local context, however, is that there's no development in Cudahy. CEQA does not drive what does and does not get built in any meaningful way. And in fact, our framing was heavily driven by our knowledge about the exactions that were levied on large development projects in Los Angeles, such as NBC Universal or the proposed downtown football stadium; and large TODs. An impact fee in Cudahy was nearly guaranteed to produce almost no revenue and to discourage what little market for development might exist. More generally: impact fees are predicated on a specific local dynamic whereby the market for growth is strong and political power lies in the hands of local officials, not developers. That dynamic may be present in most places where infill growth is being proposed or encouraged, but it is not present in Cudahy.

We were thinking about growth and development in the Los Angeles context, where the market is strong and parking requirements are high. By reducing parking requirements, you could easily levy a fee for active transportation and parks while at the same time reducing the overall burden on developers. In Cudahy, the trade-off in terms of the burden is the same, but the likely effects are very different. Reducing parking requirements is not likely to unleash a flood of new development here which then produces revenue for the City via a nexus fee. There is almost no market for development, and most of the development that is occurring is unpermitted accessory dwelling units. The effects of these regulatory revisions are thus likely to be much more modest and marginal, and many developments will require affordable development tax credits and subsidies in order to pencil out financially.

Note on Water/Sewer Systems

Initially, there was a component of this project related to the water and sewer systems in Cudahy. Lack of capacity in both of these systems is a significant and real constraint on growth in the City. Neither UCLA nor the City of Cudahy had the in-house expertise on water/sewer that would be needed to understand the deficiencies and create a plan to address them. This component was put out to bid but no consultants submitted a proposal. We believe the fee we budgeted for these services was much too low. The City has pursued getting an assessment of these systems done by the same contractor who is currently working on the City's General Plan.

Literature and Best Practices Review

We review the literature and the state of best practices regarding the questions at the heart of this project:

- How can cities sustain public infrastructure as they grow?
- What are the strengths and weaknesses of impact fees as a financing strategy? How are impact fees evolving as a tool to fund transportation infrastructure?
- How do local regulations shape what gets built and the nature of those developments? How can cities incentivize the construction of affordable units?
- What are other funding strategies to sustain parks?

Tools for Financing Infrastructure

Local governments' access to revenue-raising tools is highly dependent on the demand for development. When demand is high, a municipality can leverage developers to provide or pay for the amenities, services, and infrastructure that the city would normally supply. In a strong market, local stakeholders have the power to draw up a community benefits agreement, so that the developer provides benefits beyond those required under existing laws and regulations. There is no shortage of literature and best practices for cities with strong real estate markets. Conversely, in a weak market area, the infrastructure deficit is expected to grow. To finance infrastructure maintenance and growth, a weak market city like Cudahy, will have to apply creative decision making in order to build its bargaining power and generate demand. This literature review will discuss options available for weaker market cities like Cudahy to finance infrastructure improvements and grow sustainably, in spite of the economic conditions that put them at a disadvantage.

Impact fee

Impact fees are one financing tool available to cities seeking to address the increased infrastructure burden associated with new development. An impact fee is a fee that is imposed by a local government to pay for all or a portion of the costs of providing public services to the new development. Impact fees differ from taxes or special assessments as the fees must specifically refer to costs or externalities that result from the new development, such as a decrease in open space, increase in congestion, or compromised local public infrastructure (Evans-Cowley, 2006). The fees supplement local government resources that otherwise have decreased because of diminished state

and federal fund allocations (APA Policy Guides, 1997). It can be an effective tool for ensuring that adequate infrastructure will be provided in areas targeted for growth.

Fees are to be paid prior to the completion of development; the amount due to the city is based on a methodology and calculation derived from the cost, nature and size of the project (APA Policy Guides, 1997). In order to exact the fee, the City must establish a "rational nexus" between the fee and the anticipated cost of development and the benefits incurred by the developer. Per the US Supreme Court ruling of *Nollan v. California Coastal Commission*, the fee must be "specifically and uniquely attributable" to the needs created by development. Likewise, the US Supreme court ruling of *Dolan v. City of Tigard*, the exaction imposed must be "roughly proportional" to the projected impact of development. Therefore, a nexus study is required to justify fees (Nelson & Moody, 2003).

To establish an impact fee, a jurisdiction will need a comprehensive plan that anticipates new growth and future demand on existing facilities, such as roads and parks. The plan would spell out the needed capital improvements, and how they will be financed. Jurisdictions can use this information to develop a method for calculating fees (Evans-Cowley, 2006). In an area where infrastructure is already built, a jurisdiction can allow for impact fee revenues to be spent for preservation of existing capital (Burge & Ihlanfeldt, 2013). However, because the fee must be attributed to the new costs resulting from development, impact fees cannot be used for existing deficiencies.

To approximate a per capita impact fee, a city could adjust fees based on the number of units, size of the house or the assumed number of inhabitants. For example Chardon, Ohio, calculates wastewater fees based on size of house with idea that larger buildings will house more people. This fee also considers the number of plumbing fixtures in a unit (e.g. number of sinks, toilets), based on the assumption that more fixtures will result in greater use (U.S. Department of Housing and Urban Development, 2008).

While city and county governments have enacted fees to address a variety of infrastructure needs including transportation, water and wastewater, drainage, and fire and emergency services, there are limited precedents for impact fees for parks and active transportation. The standard for a parks impact fee was set by the City of Canton, GA, where the city imposed a fee for recreational facilities on all forms of development (U.S. Department of Housing and Urban Development, 2008). The city justified the fee structure by saying that both residents and workers from the new developments would have access to parks.

In general, a court will uphold an exaction if the municipality provides data to substantiate the nexus. However, the substantive relationship may not be the best one. If a municipality wanted to appeal to developers by making favorable changes to their land use policy, they would instead want to set their impact fee equal to or less than the forgone cost of new development. For example, a per-unit parking impact fee should be roughly equivalent to the cost to construct a space. This would allow a city to remove its parking requirement and capture some of the increase in land value.

With regards to parks and active transportation, it is less clear what the financial needs are for new development. To determine the “proportionate share,” the cost of facilities that will be used by new development and existing users must be apportioned between the two groups by calculating the capital value per person. Some cities have determined this value by dividing the value of Parks & Recreation inventory by the current populations (City of Renton, WA). This method, however, may not be appropriate for Cudahy, since park facilities are known to be deficient. Another option would be to charge a park impact fee based on the Los Angeles County goal of 4 park acres per 1,000 residents (Los Angeles County Department of Parks & Recreation, 2016); the developer would set aside or donate land based on the assumed number of residents or pay an equivalent amount.

Recent bicycle and pedestrian counts conducted by the Los Angeles Bike Coalition show above average rates in the City of Cudahy, yet no financing mechanism exists to maintain infrastructure or install new street furniture or bicycle lanes. Thus, as we expect the demand for active modes to keep up with growth, the municipality may also think about using development impact fees as a way to fund active transportation projects. As an example, Santa Monica’s Land Use and Circulation Element (LUCE) explicitly encourages the use of impact fees for pedestrian and bicycle improvements. In February, 2013, the Santa Monica City Council adopted an ordinance which established a Transportation Impact Fee on new development and redevelopment that will fund transportation improvements such as new sidewalks, crosswalks, transit and bicycle facilities. The fee is based on the number of residential units or the commercial square footage (City of Santa Monica, 2013).

Some municipalities have jointly administered fees as they recognize that the externalities of development are not limited to a single municipality (see additional detail in transportation section). This is particularly apt for transportation infrastructure, as new development is assumed to cause increase traffic and congestion. Case studies also provide highlight other key aspects to consider for impact fees. Landis et al. (2001)

talk about the importance of streamlined process, a consolidated fee schedule, and creating a one-stop permit center to make this process transparent and easy to use.

To encourage the development of community-serving projects, a city may defer payment until construction is complete, provide an impact fee exemption, or reduce the amount to be paid. With regards to affordable housing, deferment is beneficial to developers, since the act is considered to be a contribution of public funds; projects that receive public contributions score higher on tax credit applications. It is typical for cities to provide fee exemptions or reductions to housing projects that are 100% affordable and/or serve special needs populations¹. A city could also develop an economic development impact fee exemption or reduction for projects that are expected to produce a significant amount of long-term, high-quality jobs and generate needed tax revenue (Bernalillo County, NM, 2013).

Best Practices from Other Cities

1. Charge impact fees for both residential and non-residential developments
2. Adjust fees based on the size of the development
3. If possible, jointly administer fees across multiple jurisdictions
4. Index increase in fees to inflation.

Challenges with impact fees

Impact fees can assist localities in synchronizing development with infrastructure need. Because growth pays its own way, impact fees are most effective in communities with strong real estate markets (U.S. Department of Housing and Urban Development, 2008). Impact fees will not be a large source of financing in places like Cudahy, where the real estate market is relatively weak, if not stagnant. Developers do not want to develop there in the first place, and are even less likely to do so if an additional charge is imposed ([Bunnell, 1994](#)).

Developers argue that impact fees drive up the cost of development; they contend that the imposition of fees will have adverse effects on the housing market and profit margins (Altshuler, Gómez-Ibáñez, & Howitt, 1993). Although an impact fee is, objectively, a cost on development, the developer will rarely pay the full cost of the fee. In areas with strong real estate markets, the fee will instead be passed onto the tenant

¹ Special housing needs are those associated with specific demographic or occupational groups, including persons with disabilities, elderly, chronically homeless individuals, large families, and farmworkers.

in the form of a higher purchase price or increased rent (Bunnell, 1994). Unfortunately, if the developer were to build the cost of impact fees into the cost of housing, low- and medium-income earners could be priced out of the housing market. Another possibility is that the developer will pay the landowner less for the land or request development concessions from the city (i.e. parking reduction, height increase, etc.). In most cases, the fees are negotiable.

Landis et al. (2001) notes that the ratio of impact fees to housing prices are highest in California's most affordable communities. Presumably, fees are higher due to an ongoing lack of resources and funding to address existing and future infrastructure deficiencies. Landis et al. suggests that these cities are more likely to depend on fees for upkeep, which is concerning given the uncertainty involved (i.e. timing and amount). As this could be a larger issue around equity, Landis et al refers to the importance of statewide policies or additional funding to subsidize development fees for infrastructure and/or affordable housing.

Impact fees are also complicated by the issue of jurisdictional spillovers. First, impact fees do not address infrastructure impacts that spill across jurisdictional boundaries. For example, a new shopping center in a neighboring city may generate a large amount of traffic through Cudahy. To mitigate the spillover effect, the City may want to establish a mechanism for fee-sharing among the Southeast Cities. Second, because developers can choose where to build, neighboring cities will often enter into a "race to the bottom." In a situation with competition between neighboring jurisdictions, Cudahy may instead face pressure to reduce fees in order to attract development.

Improving Transportation Infrastructure

In addition to looking at overall infrastructure, this project focused on two aspects particularly relevant for growth; transportation and park infrastructure.

Challenges of Current ITE Methods for Measuring Growth

Not only is transportation infrastructure stressed under increased growth, but transportation requirements and calculations shape how growth will happen. Under the traditional "predict and provide" idea for calculating travel demand, a proposed development is required to predict the number of vehicle trips it will generate, then provide for those trips through roadway widenings. Models are used to predict vehicle trips and where there will be congestion, as measured by Level of Service, a measure of delay for vehicles. This is part of the the Institute of Traffic Engineers (ITE) Trip

Generation, and many cities have local regulations and development standards that use this model (Daisa et al, 2013; Shoup; 2003). However, this model can over-estimate car trips and Infill development and transit-oriented development will rate poorly under this model, since these projects are near roads that are operating at or near capacity.

ITE acknowledged that this auto-focused model is not appropriate for smart growth or infill sites so other methods are needed to determine demand on transportation infrastructure. CalTrans (California Department of Transportation) worked with UC Davis on a pilot study to develop alternative trip generation rates for common infill land uses (2009). They combined their data with an earlier study from San Diego (see below) to test the accuracy of alternative trip generation methodologies at different types of smart growth sites. They found that while different tools work best for different sites; for most sites, the EPA-SANDAG method worked best (see below). Methods that only capture automobile trips would have missed more than half of trips recorded at the study locations as 27% of person-trips were from walking, 21% by transit, and 3% by bicycle (Handy, Shafizadeh & Schneider, 2013). Based on this, CalTrans has a spreadsheet both to determine if a site is appropriate for alternate methods and how to adjust ITE calculations depending on site characteristics. This can be a resource when revising development regulations and present a wider picture of how growth will affect transportation.

Best Practices

Developing alternative trip calculations: *Trip Generation for Smart Growth: Planning Tools for the San Diego Region* describes mixed-use development trip generation method by the San Diego County Association of Governments (SANDAG, n.d.) looked specifically at modifying the typical trip generation method for different types of sites. SANDAG validated the EPA Mixed-Use Method for use within the San Diego region through comparing the method's trip generation estimates to travel data at seven types of places. While the the Mixed-Use Method is a conservative predictor of trip reduction, this Mixed-Use Method reduces the average overestimate from the ITE model that focuses solely on cars. They acknowledged that this method was only validated for specific setting, so would not currently apply application to single-use developments in smart growth settings or large auto-oriented. This study happened at a much larger scale than one city, but this is an example of a larger regional effort

Transportation Funding

Due to jurisdictional spillovers, transportation-related impact fees are most effective when implemented at a regional level.

Best practices for Regional Funding for Transportation

Coachella Valley Council of Governments administers the Transportation Uniform Mitigation Fee across for both residential and non-residential development in multiple jurisdictions (Sohagi et al, 2000). While the City of Santa Ana solely administers a transportation fee in some parts of the city, this fee is jointly administered in other parts of the city (Sohagi et al, 2000). Impact fees can represent a sizable up-front cost, which can render a project financially infeasible. For this reason, the City of Santa Ana allows developers to defer impact fee payment until after a certificate of compliance has been received. Essentially, fee deferral can stimulate development by reducing the amount of time between the initial investment and the gain of income.

Other Financing Mechanisms

Impact fees are less effective in “cold market” cities, like Cudahy, with low developer-demand and relatively inexpensive land. Given that, the City needs to pursue alternative funding measures that are not predicated on new development. User fees, property tax, and sales tax are all options, but each of these is politically difficult. The other, unspoken option is to allow infrastructure to deteriorate. Altshuler and Gomez-Ibanez (1993) argue that impact fees are often the most equitable and effective choice given the politically realistic set of options.

Assessment District

To finance public improvements, a local government agency can establish an Assessment District (“What is an Assessment District?”, n.d.). A special assessment is a real property tax proportionately levied against each parcel of land within the district (“What is an Assessment District?”, n.d.). The proposed district includes all properties that will directly benefit from the future improvements; assessments are based on formulas account for how each property will benefit from the improvement. The property owner is responsible for a fixed percentage of the total debt, which is paid through their city or county property tax bill. Examples of these types of assessments include: water, sewer, sidewalks, lights, and fire protection.

Alternatively, a local government agency can form an Infrastructure Financing District (IFD) to pay for public improvement projects of “communitywide significance” (Reynolds & Thimming, 2011). IFDs can finance the purchase, construction, expansion, rehabilitation, or improvement of streets and highways, transit facilities, water and sewer projects, child care facilities, parks and libraries, and affordable housing projects. To create an IFD, two-thirds of landowners have to vote in approval. However, IFDs cannot pay for the replacement of existing facilities or services; they can only supplement the facilities as needed to serve new construction. Likewise, an IFD cannot be located in an area targeted for development (Kecskes, 2012).

Mello-Roos Community Facilities Districts (CFDs) are another option available to cities seeking to fund major improvements and services within the district. Similar to an IFD, the CDF raises money through special taxes that must be approved by two-thirds of voters within the district. Public financing is secured through the sale of bonds, and the taxes collected are used to pay down the interest and principal. The taxes will stay in effect until the debt is paid off, so long as it does not exceed forty years (California Land Title Association, n.d.).

Grants

Grants are currently a significant source of funds for the City and will continue to be an important short-term strategy. There are many federal, state and county grant sources available for parks and active transportation projects; sources are inventoried in Cudahy’s Safe Routes to School plan. There are also state and federal grants that support affordable housing: for example, the Affordable Housing and Sustainable Communities program administered by the California Strategic Growth Council.

Regulation of Development

In a high-cost metropolitan areas like Los Angeles, high housing costs are driven by the cost of land and the difficulty of obtaining regulatory approval for new units (Glaeser, Gyourko and Saks, 2005). Regulatory burdens are thus a key driver of housing costs. A municipality can therefore encourage development by modifying its regulatory standards or implementing ordinances that exchange additional density for community benefits. Following a thorough review of the Municipal Code and conversations with local developers, the primary concerns for Cudahy were building height limits and parking requirements. A city could therefore permit greater density and request items such as bike parking, pedestrian access or transit amenities in exchange. This type of

arrangement would reduce the burden on developers who build projects oriented towards transit, biking, and walking.

Parking Minimums

Most cities have followed a system of minimum parking requirements for new developments to ensure that new development provides enough parking to accommodate all uses, without creating spillover parking and excess traffic. The municipality will determine the peak demand for parking that each land uses will create and write the required number of parking spaces for each use into their zoning codes. To determine these regulations, planners and engineers have traditionally consulted the Institute of Transportation Engineers' Trip Generation manual, which provides data on the number of trips generated by 172 different land uses. Although the ITE manual remains the standard, many researchers argue that the manual "substantially overestimates trip generation rates" (Millard-Ball, 2014). As a substitute for Trip Generation, the municipality may instead implement the residential parking guideline established by Weant and Levinson of 1 space per studio, 1.5 spaces per one-bedroom unit, and two spaces for two or more bedrooms (Wilson, 2011). Alternatively, a municipality may simply replicate a neighboring city's parking requirement without taking local context or policy goals into account. Put simply, by relying on non-scientific, car-centric parking standards, cities will continue to oversupply parking.

Parking is typically the most costly and constraining requirement that cities place on development (Shoup, 2005, 136-153). Not only do parking requirements substantially increase driving they also limit the supply of housing, drive up housing prices, and contribute to sprawl. Although the cost of parking is buried in the cost of housing, they resemble impact fees in that developers must provide the required infrastructure to obtain building permits.

According to Shoup (2005), minimum parking requirements hinder growth by making development prohibitively expensive. Manville examined the impact of parking requirements on housing development, and found that when parking requirements are removed, developers provide more housing and less parking. He also found that developers are able to provide a greater variety of housing types, including transit oriented development (TOD), affordable housing, and housing in previously divested areas. Manville reached a similar conclusion when he evaluated the impact of allowing parking to be located off-site. Indeed, nonprofit affordable housing developers in San Francisco estimated that parking requirements have added 20% to each unit's costs while decreasing the number of units by 20% (Initiative for a Competitive Inner City,

2013). In view of that, reducing or removing parking requirements represents a no-cost opportunity for the City to encourage infill and increase the supply of affordable housing.

Shoup recommends that the removal or reduction of on-site parking requirements happen alongside complimentary on-street parking policy reform (2005). He suggests three concurrent reforms: remove on-site parking requirements, charge fair-marking prices for curb parking, and return the resulting revenue to neighborhoods to pay for public improvements. The latter recommendation will make parking reform more palatable to residents, since the revenue can be used to purchase tangible items like bus shelters or benches, instead of being diverted to the anonymous general fund.

Best Practices for Parking

In addition to the overall reforms proposed by Shoup (2005) and elaborated by Wilson (2013, 2015), we elaborate here on a few approaches that may be especially relevant to Cudahy.

In areas where it is difficult or expensive to provide the required number of parking spaces, a developer can instead pay an in lieu fee to the City. Revenue generated by the fee can then be used to construct a publicly owned parking structure. Alternatively, a developer can 'purchase' off-site parking spaces in a City-owned lot or structure.

Table 3.1 Parking in-lieu fees for seven California cities

City	In-lieu Parking Fee (\$ / Stall)
Berkeley	\$15,000 - \$30,000 [graduated range]
Beverly Hills	\$11,675 - \$47,000 [graduated range]
Inglewood	\$5,000
Pasadena	\$146 annually
Santa Monica	\$20,000
South Gate	TBD
West Hollywood	\$650 application fee + \$385 annually

To assist with parking supply decisions for multifamily units, King County, Washington developed a Right Size Parking Calculator (rightsizeparking.org). The calculator outputs a stalls per unit recommendation based on extensive data collection on parking demand.

In 1993, the City of Pasadena installed parking meters as a way to increase turnover, making parking available to consumers, and generate revenue to fund public improvements. Investments included new street furniture and trees, better street lighting, pedestrian improvements, wayfinding, as well as parking facilities (Kolozviri and Shoup, 2003). Advocates of the program contend that it resulted in the extensive redevelopment and revitalization of downtown Pasadena. Now, the City of Los Angeles is moving towards adopting the Pasadena model, and returning meter revenues to the neighborhoods where the revenue was generated (Linton, 2016).

Accessory Dwelling Units

Cities could also look at the regulation of Accessory Dwelling Units (ADUs), which are smaller, additional housing units that are placed next to or added onto single-family residences (Chapple et al., 2011), as a way of encouraging growth and maintaining affordability. Studies have shown that secondary units rent for less than average market rent levels. In Babylon, NY, for example, secondary units rented for approximately 35% less than non-secondary unit apartments (Rudel, 1984). Secondary units rent for less due to the informal way they are often supplied and marketed, via social networks, bulletin boards, or craigslist. They tend to be cheaper to build than conventional rentals, and have a marginal land cost of zero. As such, ADUs can provide housing opportunities in single-family neighborhoods for some who might not otherwise be able to afford to live there. Furthermore, homeowners can use the additional rental income from a secondary unit to ease the burden of a home mortgage and maintenance expenses. The additional income from a secondary unit may be particularly helpful for many elderly homeowners who are on fixed incomes, allowing them to comfortably age in place (AARP, 2000).

Best Practices for ADUs

In 2003, Santa Cruz created an ADU program that made it easier for homeowners to create a separate housing unit attached to or adjacent to a primary dwelling. Santa Cruz's ADU development program has four components: zoning incentives, a how-to manual and design prototypes, financing and community education. To finance

construction, Santa Cruz offers an ADU loan program in partnership with a local credit unit, as well as a development fee waiver program (Bhatt & Ryan, 2014).

In 2014, San Francisco created a voluntary process to legalize existing ADUs that meet certain parameters. The ordinance maintains the existing supply and protects tenants, while providing a safe and clear path to legal status for homeowners (SF Municipal Code, Ordinance No. 43-14, 2014). The ordinance temporarily suspended the code enforcement process for units in the process of receiving legal status (legal, non-conforming use). To enact the ordinance, San Francisco had to amend the Planning Code, Building Code and Administrative Code. Additionally, the San Francisco Department of Building Inspection provided an initial, anonymous screening process that was non-binding to help property owners understand the estimated costs to legalize before filing an official application. As part of the legalization process, the department provides applicants with information about San Francisco rehabilitation funds and other potential funding sources. To further incentivize participation, plan fees were waived during the legalization period (San Francisco Department of Building Inspection, 2015).

The Los Angeles City Council approved its Unauthorized Dwelling Unit Ordinance in May of 2016. The intention of the ordinance is to preserve and increase affordable housing in Los Angeles by “establishing procedures to legalize certain unapproved dwelling units when affordable units are dedicated on site” (Los Angeles Department of City Planning, 2015). In order to formalize the unit, the property owner has to agree to provide at least one affordable unit for a period of 55 years. During that period of time, the unit shall be rented to low or moderate income families and individuals. As the property owner would be providing a community benefit (i.e. affordable housing), they are entitled to a waiver or reduction of development standards – i.e. setback, open space, building height, floor-area-ratio, building height or the parking ratio.

Affordable Housing

Cities can increase their supply of affordable housing by mandating that developers provide on-site units or establishing favorable development standards and policies that incentivize their production.

For example, the California State Density Bonus Law (2005; SB1818) allows developers to obtain more favorable local development requirements in exchange for offering to build affordable or senior units. Depending on the number of affordable units provided, a developer can increase project density by up to 35%. A developer may request other

benefits, such as reduced parking requirements or other development standard modifications. Local governments are permitted to create their own density bonus programs to meet the housing needs specific to their city. San Francisco, for instance, designed a program to encourage higher levels of affordable and middle-income housing development (SF Planning, 2016).

In 2015, the Supreme Court of California upheld inclusionary zoning laws by ruling in favor of the City of San Jose's affordable housing ordinance. The court concluded that inclusionary zoning does not violate either the federal or state takings clause. This ruling, however, only applies to for-sale housing developments. Since 2009, California cities and counties have been prohibited from implementing their inclusionary zoning ordinances, based on the ruling in *Palmer/Sixth Street Properties v. City of Los Angeles*. In that case, the Appellate Court ruled that inclusionary ordinances for rental units are akin to an illegal form of rent control (Faber & Cohen, 2014).

In response to the Palmer decision, many cities in California have enacted inclusionary zoning on a voluntary basis. For example, Berkeley provided developers with the option of paying a \$28K contribution to the housing trust fund or including affordable housing units (2011). Additionally, in 2016, Assembly Bill 2502 was introduced by Assembly Members Mullin and Chiu. The Planning and Zoning Law authorizes the legislative body of any city or county to adopt ordinances regulating zoning within its jurisdiction. Specifically, the bill would allow a municipality to enact an ordinance requiring developers to include a certain percentage of residential rental units that are affordable to low-income households.

Best Practices for Affordable Housing

To encourage the construction of low-income housing, the City of West Hollywood administers an Inclusionary Housing Program (2015). Developers are required to set aside a portion of newly constructed, for-sale housing units for low and moderate income housing. Developers of residential projects with ten or fewer units may pay a fee in-lieu of providing an affordable unit, while projects with eleven or more units must provide the units on-site. The size of the fee is based on the gross building area of a project; a project with 2 units will pay a fee of \$11.97 per Sq. Ft., while a project with 10 units will pay \$25.67 per Sq. Ft. Fees are dedicated to West Hollywood's Affordable Housing Trust Fund.

Parks and Open Space Infrastructure

Urban population growth will create new demand for parks. So, to maintain the desired level of service, Cudahy will have to establish sustainable funding mechanisms for land acquisition, capital projects and long-term maintenance. Although acquisition and capital projects can easily be funded through bond issuances and park impact fees, funding for maintenance will be more difficult to come by.

Funding strategies

Passed in 1975, the Quimby Act permits California cities and counties to pass ordinances requiring developers to set aside land or pay fees for park improvements. Per the “logical nexus” requirement, revenues generated through the Quimby Act cannot be used for the operation and maintenance of park facilities. Post-Proposition 13, local parks and recreation departments turned to Quimby to sustain their budgets; in a survey of park districts conducted by the *California Parks and Recreation Society and California Department of Parks and Recreation*, the Quimby Act was the most common funding mechanism (Westrup, 2002). The City of Los Angeles recently overhauled their Quimby fee program, so that developers are charged a \$5K park fee on each apartment unit they build and \$10K per unit on houses or condos built on subdivided land. Money can spend on small neighborhood parks within 2 miles or medium-sized parks within 5 miles. Alternatively, the developer can satisfy the requirement by providing public open space on-site (McNary, 2016).

Best Practices for Park Funding

Park Assessment District. Following a period of significant growth, the City of Palmdale, CA, put into effect an annual assessment of \$36 per parcel for parks and recreational facilities. Palmdale added the measure to the 2002 mail-in ballot, which passed with 56% approval. Funds were used for parkland acquisition, facility construction, and to purchase new equipment (Westrup, 2006).

Public Benefits Zoning. The process of requiring community benefits from landowners whose land has increased in value due to government actions is referred to as Land Value Recapture (LVR). Cities with Public Benefits Zoning argue that because the increase in value was unearned, that *some* of it should be shared with the city. In addition to park space, affordable housing projects can be funded through Public Benefits Zoning. Santa Monica, CA, is a prime example of a city that has successfully implemented a Public Benefit Zoning program; projects in Santa Monica were able to

provide the necessary benefits while still maintaining financial feasibility. However, as Calavita notes, this strategy works best in areas with stable to strong real estate markets, meaning that it will not be immediately appropriate for Cudahy (2014).

Friends of the Park. Many cities have established “Friends of the Parks” programs to preserve, protect, improve and promote the use of parks and open space. The programs are almost entirely reliant on donations and volunteers. In New York City for example, Friends of the High Line is expected to raise 98% of the park’s annual budget (Friends of the High Line, 2006). Members are inclined to donate their time and/or money since the improvements will be capitalized into increased home values. In a working-poor city like Cudahy though, a Friend of the Park group would not be expected to raise a significant amount of funds.

Creative Funding Strategies. Per the California Department of Parks and Recreation, a city could obtain additional funding by leasing facilities for events or allowing a cell company to place an antenna in the park. Also, communities that lacks adequate places for children and their families to exercise and play, can establish a Joint Use Agreement (JUA) with a local school district to allow for the shared use of public property or facilities ([ChangeLab](#)). For all the strategies, the California Department of Parks and Recreation points out that the solutions will be complex, diverse and locally selected. So no one strategy will provide all the funding but rather cities can use a combination of funding strategies.

Summary

While this shows example best practices for funding for infrastructure, transportation and parks, many of the examples occur in different economic and/or regional contexts. Likewise, Cudahy has the added disadvantage of being small and built-out. Funding strategies and development regulations must therefore be modified and tailored to suit the City’s needs and realities.

Existing Conditions

Population

According to the 2014 American Community Survey, there are an estimated 24,073 people residing in Cudahy. The city has an estimated population density of 21,254 persons per square mile. Amongst incorporated places, Cudahy has the 13th highest population density in the country; the nearby City of Maywood ranks 9th, with 23,216 persons per square mile. Since the 1970's Cudahy's population has grown by almost 42%, from 17,000. In the last fifteen years, however, population has declined by 0.6%, consistent with other cities in southeast Los Angeles County. The population drop indicates that the City is built-out, with relatively little room for growth. In spite of this, SCAG (Southern California Association of Governments) estimates that the City's population will grow by 4.7% from 2014 to 2020, and by 13% by 2035.

Cudahy can be characterized as a working-poor and primarily immigrant city. According to the 2014 American Community Survey, 97.7% of the population identifies as Hispanic or Latino, and 77.6% of Hispanic or Latino residents are of Mexican descent. With regards to nativity, 52% of Cudahy residents are native-born U.S. citizens, 12% are foreign-born U.S. citizens, and 37% are non-U.S. citizens. Cudahy is a sanctuary city, meaning that it does not seek to prosecute people solely for being undocumented immigrants, and it does not use immigration status to determine eligibility for services.

The median household income in Cudahy in the 2014 ACS is \$37,800. In the County of Los Angeles, it is \$55,900. Given a household size of 4.3 persons, families in Cudahy have to support more people with less money. According to the 2013 American Community Survey, an estimated 32% of Cudahy residents have experienced poverty status in the past 12 months (U.S. Census, 2014).

Housing

The California Department of Finance reported that there are 5,774 housing units in Cudahy (2015). Between the 1990 and 2000 Census, the housing stock grew by 2%, and between the 2000 and 2010 Census it grew by 4%. Since then, there has been virtually no growth in housing units. Close to half (45.5%) of the City's housing units were constructed prior to 1960.

Currently, the vacancy rate is at 2.8%, which is among the lowest vacancy rates in the County. Accordingly, 8.4% of units can be characterized as “severely overcrowded,” with more than 1.5 persons occupying each room. Homeownership rates are low in Cudahy, with 83% of housing units being renter-occupied. Compared to the County (53.6%), Cudahy has a significantly higher proportion of renter-occupied housing.

Of Cudahy’s 5,774 total units, 37% (2,141 units) are single detached units, 23% (1,313 units) are single attached units, 6% (326 units) are developments with two to four housing units, and 27% (1,574 units) were developments with five or more units. In addition, a significant number of households live in mobile home parks – 420 units (7.3%) are mobile home units.

Accessory Dwelling Units

Accessory Dwelling Units (ADUs) are additional housing units that are placed next to or added onto single-family residences. The most common types of secondary units in Cudahy include: additions, separate freestanding structures, garage conversions, and subdivided apartments. Anecdotal estimates from Cudahy staff put the total number of secondary units at 500 to 750; it is unclear how many units were built with permits (Stern, 2016).

Secondary units are an important supply of affordable rental housing in the City as they allow for growth where high density and large-scale construction is not possible or appropriate. By utilizing existing infrastructure—walls, floors, roofs, and other elements—of the primary structure, secondary units can be built at a far lower cost than comparable apartments. Likewise, due to the informal way that they are constructed and marketed, they are often rented at lower price levels than typical apartments. The creation of a secondary unit is an administrative permitting process, not a by-right use; units can be utilized as habitable space or storage. Secondary units are allowed only in the low-density residential zone.

Recent Development

Aside from unpermitted ADUs, recent development has been limited. The City of Cudahy reported the construction of 93 units between 2005 and 2009, and 32 units between 2011 and 2014. The city reported two commercial developments within the last 15 years. The city intends to increase the number of available units and meet the Regional Housing Needs Assessment (RHNA) requirements through the implementation of two

development strategies—infill and vacant parcel development. Proposed changes would increase allowable zoning densities to 20 dwelling units per acre to encourage additional infill development. In addition to infill development, the 2013 Housing element identified 11 vacant sites which are zoned for high density residential and community commercial. As most of the City is built out and open space is limited, growth will likely occur through redevelopment and revitalization.

Parks System

The City of Cudahy maintains and operates five public parks and recreation centers, as shown in Figure 4.1. In addition, the Parks and Recreation Department provides residents with numerous recreational programs. Park users have access to a wide range of facilities including game courts, athletic fields, picnic areas, play lots and a community center. The park system studied served a population of over 24,000 in temperate year-round weather conditions. The individual parks are described further in the following paragraphs.

Figure 4.1. Overview map of Cudahy's park system.



- Cudahy Park is a 10-acre park that includes the Bedwell Community Center, Cudahy Library, and Cudahy City Hall. The park is located immediately south of the Park Avenue Elementary School between River Road and Santa Ana Street. The park is comprised of two tennis courts, two baseball diamonds, two basketball courts, a skateboard park, a playground area, barbecue grills, and a concession stand. The community center has capacity for up to 175 people; it is used primarily for community events including City Council and Commission meetings. The park is open to the public during daylight hours.
- Clara Street Park is a 3.5-acre park located mid-block on Clara Street, between Atlantic and Wilcox Avenue. The park includes the Leo P. Turner Community Center and Auditorium, which has meeting rooms, a full-sized indoor basketball gymnasium, a patio area, and the Los Angeles County Sheriff's Sub-station; the community center has a capacity of 400 people. The Parks and Recreation Department offers classes in Zumba and p90x, as well as daily activities for seniors. Other facilities at this park include horseshoe pits and picnic areas. Due to the ample tree cover and sloping hills, Clara Park tends to support more leisurely activities, such as picnicking and horseshoes. The park is open to the public during daylight hours.
- Clara Expansion Park is a 1.7-acre park located immediately south of Clara Street Park. The park completed renovations and opened to the public in May 2015. The park includes exercise equipment, a jungle gym, tot lot, basketball courts, a small athletic field, barbecue grills and a picnic area. The park is open to the public during daylight hours.
- Lugo Park is a 2.5-acre park located on the northeast corner of Elizabeth and Otis Street, adjacent to the Teresa Hughes Elementary School. The park has a baseball diamond, a gym with exercise equipment, two playing fields for outdoor sports (primarily soccer), a playground, and a picnic area. The park is home to the Lugo Teen Center where cheerleading and dance teams practice, and free after-school activities are held. It also has one multipurpose room with a capacity of 100. Renovations to the park began in December 2015. As of July 2016, the new Lugo Park contains a regulation size synthetic soccer field and no longer contains a baseball diamond. The park is open to the public during daylight hours.
- Cudahy River Park is a 0.22-acre pocket park located south of Clara Street and west of River Road. Opened in 2009, park is landscaped with plants native to

southern California, and is designed to serve as a link to the Los Angeles River Bicycle Path. In addition, the park acts as a storm water drainage area. The park contains a short walking path that lined with several benches for relaxation and informational boards relating to the landscaping. The park is open to the public during daylight hours.

Programming activities and services provides by the Cudahy Parks and Recreation Departments include youth sports leagues, teen programs and senior center functions. The department is budgeted in Fiscal Year 2015-2016 to fund three sports leagues (soccer, basketball and football), nine special events, and participation in 300 events and activities for youth and senior populations. An estimated 1,200 young people participate in local sports programs.

Transportation Infrastructure

The transportation system in Cudahy consists of a roadway network dominated by Atlantic Avenue, collector streets, and local streets. With the exception of Atlantic Avenue, the streets follow a grid pattern. The Long Beach Freeway, located due east of the City, provides regional access to the City. According to the 2013 Housing Element, traffic volumes on most city streets are approaching or currently at capacity.

For Cudahy residents, public transportation services are provided by the Metropolitan Transit Agency (MTA) and the Cudahy Area Rapid Transit (CART). MTA Lines 260 and 762 (rapid) run north/southbound on Atlantic Avenue, and lines 611 and 612 run east/westbound along Santa Ana Street and Otis Avenue, respectively. In total, an average of 2,660 boardings are recorded each day in the City of Cudahy. The local transit service, CART, provides fixed-route transit in most of Cudahy. On-demand services for person with doctors' appointments are provided via taxis subsidized by the City. In addition to bus service, Cudahy is within four miles of the Long Beach Blvd station for the green line and the Florence Station for the Blue Line. Although there are no designated bicycle lanes within Cudahy's borders, a bicycle trail runs along the adjacent Los Angeles River.

Overnight Parking

In 2015 the City initiated a pilot parking program to allow residents to purchase permits for overnight parking. Up until that point, Cudahy had banned parking on city streets between 3 a.m. and 6 a.m. Responding to community feedback, the City seeks to

improve the permitting process for overnight parking. The goal is to make the permit application process reasonable, accessible and simple.

To participate in the current pilot program, residents must present to City Hall staff a valid photo-ID and vehicle registration, and documentation establishing a parking burden.¹ Eligible residents may purchase one overnight parking permit² per dwelling unit; permits are priced at \$1 per day for residents and \$2 per day for guests. On street sweeping days, however, overnight parking is prohibited, regardless of whether a permit has been obtained. Residents can, however, purchase a separate weeklong guest permit to allow them to park overnight on street sweeping days.

Local Public Finance

As part of an effort to increase government transparency, the Finance Department published its budget for fiscal year 2015 - 2016 to the City's website. For reference, the Finance Department is responsible for providing financial expertise and guidance to the City Council and City Departments, managing the City's daily operations, and maintaining the financial integrity of the City.

The general fund is about \$7M, special revenues (dedicated to certain expenditures) are about \$7M. Notably, much of the special revenues is dedicated to transportation. Of the general fund, 1.4M is sales tax, 1.2M is utility fees, 2.4M is state vehicle licensing fee returns (allocated by population), and the other \$2M is misc, including rental fees, court fines, vehicle fines and other things. User fees for parks are a substantial source of parks-related revenue, and the City Council has directed the City Manager to set fees to recover 80% of the cost of the recreation department."

There is a revenue gap between \$.5M and 1M in magnitude depending on the year. For the past five years, the City has filled this gap by drawing down most of a general revenue back-up fund. This fund will soon be empty (General Plan Existing Conditions).

¹ Residents must prove that the number of cars registered to the address exceeds the number of on-site spaces.

² Permits are not issued for the parking of recreational, non-operational, or commercial vehicles.

Table 4.1 Departmental expenditures by personal and operation costs

Department	Personnel	Personnel Costs	Operating Costs	Total Expenses
City Council	0	\$69,093	\$46,040	\$115,133
City Attorney	0	\$0	\$300,000	\$300,000
City Clerk	1	\$122,457	\$22,110	\$144,567
City Manager's Office	3	\$300,387	\$316,758	\$617,145
Finance	5	\$500,980	\$168,427	\$669,407
Community Development	5.33	\$464,982	\$663,382	\$1,128,364
Parks and Recreation	9.13	\$248,125	\$664,302	\$912,427
Public Safety	3	\$142,612	\$3,894,087	\$4,036,699
Public Works	6.38	\$506,024	\$579,070	\$1,085,094
Facilities Operation	1	\$22,497	\$984,416	\$1,006,913
TOTAL EXPENSES				\$10,015,749

Table 4.2 Breakdown of spending for the departments of Community Development, Parks and Recreation and Public Safety.

Department	Personnel	Personnel Costs	Operating Costs	Total Expenses
Community Development	5.33	\$464,982	\$663,382	\$1,128,364
Planning	1.25	\$77,900	\$409,720	\$487,620
Engineering	1.25	\$128,431	\$112,490	\$240,921
Building Regulation	1.25	\$115,110	\$64,390	\$179,500
Preservation	1.08	\$98,218	\$76,782	\$175,000
Housing	0.5	\$45,323	\$0	\$45,323
Parks and Recreation	9.13	\$248,125	\$664,302	\$912,427
Recreation	7.5	\$181,188	\$457,832	\$639,020
Parks Maintenance	1.63	\$66,937	\$206,470	\$273,407
Public Safety	3	\$142,612	\$3,894,087	\$4,036,699
Law Enforcement	1	\$77,637	\$3,803,667	\$3,881,304
Crossing Guards	0	\$0	\$36,200	\$36,200
Animal Regulation	0	\$0	\$30,000	\$30,000
Municipal Enforcement	2	\$64,975	\$24,220	\$89,195

Observations: Parks, Transportation, and Parking

Our approach to these observations is to get direct empirical data on parks, travel behavior, and parking in the City of Cudahy. With limited resources, we seek large enough sample sizes to be informative.

Data collection took place between June 2015 and June 2016. It's worth noting that there are a number of ongoing changes in the City that are not necessarily reflected in these observations, notably to parks programming and services, maintenance, and overnight parking regulations. In addition, the coming years will see implementation of over \$7M in grant funds for pedestrian and vehicle safety, which are not reflected in these observations.

Parks

We were interested in determining how well parks serve the local community. In particular, we wanted to answer the following questions:

- How many people use parks, and which community member do parks serve?
- What types of physical activity occurs in parks, and at what intensity?
- What types of leisure activity occurs in parks?
- Which parks are used most, and when?
- Which facilities in the park are used most, and when?
- How do residents view parks and what would they like to see changed?
- Which is more important to residents – new parks or park improvements?

This report provides baseline data that can be used to understand how park improvements and/or the addition of park space may affect the community. The methods we used in our survey were intended to be systematic – to minimize the potential for bias—and replicable to facilitate their use at different time periods. We developed an observation tool based on the Rand Corporation's 2006 publication, "Park Use and Physical Activity in a sample of Public Parks in the City of Los Angeles." We also developed questionnaires that could be administered in and outside of the parks (see Appendix A and B). The research is supplemented by data from the U.S. 2010 Census, which was used to determine various characteristics of area residents,

including race/ethnicity, age, gender, and income information; as well as by discussions on park use at community meetings.

Methodology

Figure 5.1. Location of Cudahy parks and recreation centers.



Systematic observations were conducted in each park over an eight-day period, as shown in Table 5.1. We did not have rain during any of the time periods. We had one extreme heat condition (Thursday, Sep 10) but surveyors still completed observations during that time..

Table 5.1 Park survey schedule

Date	Day of Week	Time Range
8/30	Sunday	10:30 AM- 3:30 PM
9/1	Tuesday	10:30 AM- 3:30 PM
9/3	Thursday	4 PM - 9 PM
9/6	Sunday	4 PM - 9 PM
9/8	Tuesday	4 PM - 9 PM
9/10	Thursday	10:30 AM- 3:30 PM
9/12	Saturday	10:30 AM- 3:30 PM
9/19	Saturday	4 PM - 9 PM

We conducted the observations using the System for Observing Plan and Recreation in Communities (SOPARC). Data sheets documented the date, time location of each scan, and the condition of the activity area. Gender, age, ethnicity, activity level and activity type for each person in the area was also recorded. To provide more geographic specificity to the observational data, parks were subdivided into target areas based on amenities and landscaping.

Observations were conducted in all target areas based on the schedule shown in table 5.2. The survey team visited all five parks within a one-hour period. Target areas were observed in the same rotational order during each observation period. Our intention was to capture a snapshot in time, instead of continuous observation. Accordingly, surveyors coded all people in each target area at the moment of observation. People leaving the area before the observation or entering afterwards were not counted. Occasionally people may have moved into a second target area during the observation rotation and were therefore counted twice.

Table 5.2 Detailed park survey schedule; surveyors visited all four parks each round.

Morning Survey		Afternoon Survey	
Time	Activity	Time	Activity
10:30 - 11:30 AM	Survey Round 1	4:00 - 5:00 PM	Survey Round 1
11:30 AM - 12:30 PM	Survey Round 2	5:00 - 6:00 PM	Survey Round 2
1:00 - 2:30 PM	Survey Round 3	6:30 - 8:00 PM	Survey Round 3
2:30 - 3:30 PM	Survey Round 4	8:00 - 9:00 PM	Survey Round 4

Following three rounds of observation, the surveyors conducted face-to-face interviews with park users – surveys were available in both English and Spanish (document included in the appendix). Surveyors were given 1.5 hours to survey the five parks. Only persons over the age of 18 were eligible for participation in the survey regarding their park use. A total of 28 park users completed the survey. The questionnaire was distributed at a community workshop on 9/17/15, where park facilities, usage, and opportunities for improvement were being discussed; 28 attendees submitted a questionnaire. A modified survey was also made available online via SurveyMonkey.com and posted to the City’s website; 17 individuals responded to the online survey.

Parks were observed in late August and early September, 2016. During those weeks, temperatures ranged from the mid-nineties to low-hundreds. From the perspective of the surveyor, it was very unpleasant to be in the park from 11 A.M. to 4 P.M. As such, mid-day park use is likely underrepresented relative to most months of the year, when it is more temperate. It is also notable that the Los Angeles Unified School District, which includes Cudahy schools, was in session; park use may be higher when school is not in session. Taken as a whole, the observations should be considered a conservative, or low, estimate of typical park use in Cudahy.

Findings

Public parks, and the passive and active recreation opportunities that they provide, are important contributions to Cudahy’s quality of life. Parks provide areas for outdoor recreation, as well as a place for socializing and community gatherings. Unfortunately, Cudahy is severely underserved by park and recreation facilities. Currently, there are 18.2 acres of parkland maintained by the City. Based on population estimates from the

2014 American Community Survey, Cudahy has a population of 24,073, meaning that the City provides approximately 0.76 acres of parkland per 1,000 residents.¹

The City's current General Plan (2013) establishes 4 acres of parkland per 1,000 residents² as a standard, a goal which Cudahy falls well short of. To achieve this ratio, Cudahy would have to provide an additional 79 acres of parkland, which is nearly impossible given the City's small size, lack of vacant land and dense population. Additionally, there are many constraints on capital funding sources to acquire land and improve the existing facilities. Looking at another benchmark for park service, Cudahy excels in providing parks and recreational facilities within walking distance to most of its residents; 90% of parcels are within 0.5 linear miles of a park.

Peak usage (observed) for each park is broken down in the table below. On average, Cudahy Park is the most frequented of the system, regularly serving over 100 users in the afternoon and on weekend mornings. The largest number of park users was observed in Clara Park (the City's second most popular park) – on a Thursday night, surveyors counted 343 individuals.³ Less popular, was the soon-to-be renovated Lugo Park, which achieved a maximum of 68 users.⁴ Cudahy River Park was by far the least popular of the parks; we observed just one person using the park throughout the entire survey process. At the community meetings, residents commented that the Cudahy River Park was often locked.

¹ For reference, the City and County of Los Angeles provide 4 acres of parkland per 1,000 residents and 9.7 acres per 1,000 residents, respectively.

² The National Parks and Recreation Association recommend that cities reserve 10 acres of land for every 1,000 residents

³ A soccer award ceremony was scheduled for that Thursday night.

⁴ During the survey period signs were posted in Lugo Park warning users that West Nile Virus had been reported in the area.

Table 5.3 Peak park occupancy for morning and afternoon survey periods.⁵

	Tuesday AM	Thursday AM	Saturday AM	Sunday AM
Cudahy Park	142	86	43	120
Clara Park	52	64	47	43
Lugo Park	3	38	68	33
River Park	1	0	0	0

	Tuesday PM	Thursday PM	Saturday PM	Sunday PM
Cudahy Park	149	29	189	100
Clara Park	68	343	47	135
Lugo Park	33	51	68	40
River Park	0	0	0	0

Park Users' Priorities

Survey respondents were asked to rank the following items from on a scale from very important to not important: (1) new park closer to home; (2) more parks in the City; (3) improvements to existing facilities; and (4) more programs.

Table 5.4 Survey respondents were asked to rank the items below on as either 'not important,' 'somewhat important,' or 'very important.'

	More Parks in the City	Improvements to Existing Parks	Additional Programs
No Response	10.2%	5.8%	5.9%
Not Important	18.8%	2.9%	4.3%
Somewhat Important	21.7%	10.1%	7.2%
Very Important	49.3%	81.2%	82.6%

⁵ AM surveys were carried out between 10:30 AM - 3:30 PM, and the PM surveys were carried out between 4:00 - 9:00 PM.

While all three items scored as being very important to Cudahy residents, the respondents assigned greater importance to improving existing facilities and providing additional programming, than to providing additional parks. Given the constraints on vacant / open space in Cudahy, the latter two options are more achievable.

Respondents were provided with a list of potential improvements—physical and programmatic— and asked whether they would like to see them put in place. Options included, bicycle and walking paths, landscape improvements, adult sports leagues, fitness or dance classes, organized walks, park events and fairs, and concerts and dances. Residents expressed a preference for programmatic improvements, with adult sports leagues, fitness and dances classes, and park events and fairs, earning the most votes, as shown in Table 5.5. While residents expressed interest in the parks having additional walking paths, residents cared less about landscape improvements and the addition of bicycle paths.

Table 5.5 Survey results: recommended improvements

Adult Sports Leagues	Adult Fitness or Dance Classes	Events, Fairs Competitions	Park Concerts & Dances
39%	41%	39%	35%

Bicycle Paths	Walking Paths	Organized Adventure / Walks	Landscaping
30%	39%	29%	14%

Activities within Parks

As part of the survey, respondents were asked to select all activities they participate in. Broken down by active and passive uses, results are shown in the tables below. More of the respondents participated in more passive or leisurely activities, with walking and sitting being the most popular options. This result may be misleading, since individuals participating in more active forms of recreation are typically less willing to stop what they are doing and take a survey. Accordingly, these results ought to be compared against what was observed in the parks.

Table 5.6 Survey Results: Active Uses

Baseball or Softball	Basketball (Indoors)	Basketball (Outdoors)	Soccer
18.8%	10.1%	4.3%	24.6%

Tennis	Skating	Gymnasium Activity	Exercise Equipment
0.0%	4.3%	4.3%	17.4%

Table 5.7 Survey Results: Passive Uses

Sitting in Park	Celebrations / Picnics	Meet Friends	Playground
42.0%	23.2%	18.8%	23.2%

Walking	Walking with Dog	Watching Children	Local Events
40.6%	13.0%	24.6%	15.9%

Based on system-wide observations, the most common physical activities performed by children and teenagers were soccer, basketball (outdoors), baseball/softball, skateboarding and playground use. Many children and teens also came to the park to attend celebrations/picnics or relax outdoors with friends and family members. Amongst adults, popular physical activities included baseball/softball, soccer, basketball (outdoors) and walking. Adults also utilized the parks for celebrations, picnics, and local events, as well as more leisurely activities like sitting, relaxing, and supervising children. In general, it was less common for seniors to use park facilities; the most popular activity amongst seniors were sitting in the park, walking, and attending celebrations.

Demographics**Table 5.8** Observed peak park usage by age group

	Children	Teens	Adults	Seniors
Cudahy Park	173	74	50	3
Clara Park	406	15	60	6
Lugo Park	206	14	42	3
River Park	0	1	0	0

In general, males outnumbered females in the parks. Amongst males, the popular physical activities included baseball, basketball (outdoors), skateboarding, and soccer. Popular physical activities amongst females included, softball, soccer, and walking. Surveyors did not observe a significant difference in the number of men and women participating in more leisurely activities or attending celebrations or events in the park. At Lugo Park, much of the activity observed was related to youth soccer. Clara Park also hosts youth sports programs.

Table 5.9 Observed peak park usage by gender

	Males	Female
Cudahy Park	103	68
Clara Park	57	56
Lugo Park	82	32
River Park	1	0

The playgrounds, soccer fields, and event spaces were the most consistently used amenity within parks. Likewise, on over half of the visits, we observed individuals utilizing the athletic fields, basketball courts, and skate park. The most underutilized facilities included the tennis courts in Cudahy Park and the gymnasium in Clara Park; these spaces can be converted to accommodate more popular uses and/or the requested improvements.

Amenities

Table 5.10 Amenities present in each target area (as of September 2015)

	Cudahy Park	Clara Park	Lugo Park	River Park
A	Playground Restrooms	Lawn Seating Areas Walking path	Community Center Gym	Seating Areas
B	Skatepark Tennis Courts (2) Lawns (2)	Auditorium Gymnasium	Baseball Fields Soccer Fields	-
C	Baseball Fields Soccer Fields	Basketball Courts Exercise Machines	Gazebo Picnic Area Playground Area	-
D	Basketball Courts (4) Picnic Tables	Playground Gazebo Restrooms Soccer Field	-	-

Table 5.11 Observed peak park usage for each target area

	Cudahy Park	Clara Park	Lugo Park	River Park
A	22	40	21	1
B	33	97	94	-
C	118	35	16	-
D	15	34	-	-

Visit Frequency

The majority of those surveyed were regular park users. Two-thirds of respondents reported visiting one or more of the parks at least once per week, and over 15% of those surveyed visit on a monthly or bimonthly basis. Two individuals stated that this was their first trip to the park. Over half of respondents said that, on average, they spend at least one hour in the parks; a quarter of respondents spend over two hours in the parks. Regular users come to the parks to participate in team sports (soccer, baseball/softball, and basketball), use the playgrounds, go for a walk, utilize the exercise equipment, or

attend a picnic. Irregular users (monthly or yearly) come to the parks to attend an event or picnic.

Safety and Park Conditions

The design of a park can have a direct impact on people's perceptions of safety and their willingness to use a space. The physical characteristics which park users associate with high-risk environments include, poor lighting, lack of maintenance, confusing layout, vandalism, presence of "undesirables," and areas of concealment (Project for Public Spaces). At nighttime, walkways and entrances should be properly illuminated with good visibility, so that people can see ahead and around them, and if other people are visible.

At the community meetings, community members made several negative comments on the condition of park facilities. Many described the bathrooms as being "dirty" and "unclean," suggesting that upkeep was infrequent and insufficient. Residents also commented on the need for lighting. Survey respondents confirmed the presence of graffiti and litter in the park, which is a strong indication of a lack of upkeep. Likewise, the majority of respondents felt that lighting within the parks is adequate. Fortunately, the presence of glass or other dangerous items is uncommon. Members of the survey team, however, felt that the lighting in Clara Park and Lugo Park was substandard and spotty. In Lugo Park, for example, there was adequate lighting surrounding the athletic fields, and inadequate lighting surrounding the playground and gazebo area.

Overall, about half of residents characterize the parks as being safe – 56.5% responded that parks were "safe" or "very safe." Conversely, 37.7% of respondents described parks as being unsafe; they expressed concern over drug use, criminal activity, gang presence, and homelessness.⁶ Although the majority of respondents rate the parks as being safe, only 5 stated that they felt comfortable letting their child visit a park on their own; 39 respondents stated that they would never allow their child to visit the park without the company of an adult and 4 said they would rarely allow it.

In addition, concerns of safety were frequently mentioned in the open-ended portion of the survey and in community meeting discussions. In open-ended comments, multiple respondents expressed concern over youth smoking in parks. Safety was also a big concern during the roundtable discussion on parks during the community meeting. In

⁶ 18.8% of respondents commented on criminal activity within the park system.

defining problems and solutions to safety, residents talked about not only improving lighting and maintenance but also adding community events to create a feeling of ownership and safety.

Table 5.12 Survey Results: Perception of safety within parks.

	Count	Percentage	Generalized Percent
Very Safe	11	15.9%	56.5%
Safe	28	40.6%	
Not Very Safe	24	34.8%	37.7%
Not Safe at all	2	2.9%	
No Response	4	5.8%	5.8%
Total	69		

Table 5.13 Survey Results: Perception on park maintenance and upkeep

	Sufficient Lighting	Glass Present	Graffiti	Litter
YES	42.0%	24.6%	43.5%	46.4%
NO	36.2%	47.8%	40.6%	36.2%
N/A	21.7%	27.5%	15.9%	17.4%

Members of the survey team were asked to provide comments on park conditions. In Cudahy Park, surveyors noted that the restrooms were poorly maintained, water fountains were in bad condition, and that graffiti was present. Similar conditions were present in Clara Park, although no graffiti was noted. In Lugo Park, surveyors noted poor bathroom maintenance and the presence of graffiti. Lastly, in the River Park, the surveyors noted that the gates were locked over the weekend, and after 5 p.m. on weekdays. Residents also mentioned restrooms as a concern at both community workshops.

Mode of Travel

All of the parks are easily accessible by various transportation modes including car, bus and bicycle. The majority of survey respondents – 61% – reported walking to the park. The high percentage is unsurprising, since the vast majority of residential properties are

within one-half mile of a neighborhood park. 26% of respondents said that they regularly drive to the park; respondents were more likely to drive to the park if they were traveling with children (78% of drivers). Fewer respondents⁷ biked to the parks— 6%. Zero respondents reported taking public transportation, which is unsurprising for smaller parks that lack regional attractions.

Table 5.14 Mode of travel to park facilities

	Count	Percentage
Walk	42	60.9%
Bike	5	7.2%
Car	18	26.1%
Public Transit	0	0.0%
No Response	4	5.8%

Table 5.15 Who do residents come to the park with?

No Response	Came alone	Family (adult)	Family (child)	Friends
11	12	4	34	8
15.9%	17.4%	5.8%	49.3%	11.6%

Transportation

Future growth and development will increase demand for transportation and affect the infrastructure for different modes of transportation, including cars, public transit use and biking and walking. While the relationship between land use and tripmaking is typically modeled using ITE trip generation rates, these have been criticized by scholars and likely overestimate vehicle trips. (Shoup, Millard-Ball; Handy, Shafizadeh and Schneider, 2013). ITE projections are probably especially inaccurate in dense communities and in low-income communities, making them especially inappropriate for Cudahy. As such, we conducted surveys and secondary data analysis to get a better picture of current travel behavior for Cudahy residents in order to understand how transportation use would increase with future growth.

⁷ Biking is very popular amongst young people in Cudahy. However, we only able to survey persons over the age of 18.

While research using national and statewide data points to potential trends, we conducted studies and analyzed secondary data to better understand travel behavior in Cudahy. The U.S. Census Bureau's American Community Survey has data at the city level on commuting to work, but travel to work will differ from other types of travel. According to the 2010- 2012 California Household Transportation Survey (CA-HTS), trips between work and home accounted for only 12% of trips of survey respondents in the four major metropolitan regions of California. As such, it is important to understand how people travel for non-work trips. We conducted surveys and pedestrian counts to better understand transportation at the local level and to complement Census and CA-HTS data for work travel.

Transportation Infrastructure

The transportation system in Cudahy consists of a roadway network dominated by Atlantic Avenue, collector streets, and local streets. With the exception of Atlantic Avenue, the streets follow a grid pattern. The Long Beach Freeway (Interstate 710), located due east of the City, provides regional access to the City. According to the 2013 Housing Element, traffic volumes on most city streets are approaching or currently at capacity. The city of Cudahy conducted an intersection level-of-service at peak hours at four intersections and roadway segment level-of-service for eight roadways for their Existing Conditions report of Cudahy's 2040 master plan. One of the four intersections, the intersection of Atlantic Avenue and Salt Lake Avenue, operated at unacceptable levels of service in both the AM and PM peak periods. Five of the eight roadway segments were operating at a high level of service, which would result in "delays, unpredictable travel times for motorists, and challenging conditions for those who walk or bicycle."

For Cudahy residents, public transportation services are provided by the LA County Metropolitan Transit Agency (MTA) and the Cudahy Area Rapid Transit (CART). MTA Lines 260 and 762 (rapid) run north and southbound on Atlantic Avenue, and lines 611 and 612 run east and westbound along Santa Ana Street and Otis Avenue, respectively. According to data from MTA (year unknown, likely in 2012-2016), an average of 2,660 boardings are recorded each day in the City of Cudahy. The local transit service, CART, provides fixed-route transit in most of Cudahy and offers on-demand services for persons with doctors' appointments in nearby cities. In addition to bus service, Cudahy is within four miles of the Long Beach Blvd station for the green line and the Florence Station for the Blue Line.

Although there are no designated bicycle lanes within Cudahy's borders, a bicycle trail runs along the adjacent Los Angeles River. According to a 2013 Pedestrian Safety Assessment for the City of Cudahy, Cudahy ranked 8th out of the 98 California cities with a population of between 25,000 – 50,000 people for the number of pedestrian collisions compared to population size, so pedestrian safety is a concern.

Methodology

We modified a survey from the California Smart-Growth Trip Generation Rates Study by CalTrans and UC Davis (2013) to understand different ways that people travel in Cudahy. We adapted their Trip Generation survey to use at 3 commercial plazas in Cudahy (addresses below). While the Caltrans survey focused on rush hour periods on weekdays, we surveyed over a longer period of the day and during weekends to understand a full range of travel. We have 132 surveys collected from five different survey times (below). Teams of two students conducted surveys at the following dates

Table 5.16 Trip generation survey schedule

Date	Day of Week	Time Range
8/26/15	Wednesday	8 AM - 2PM
8/29/15	Saturday	10 AM - 4 PM
9/6/15	Sunday	10 AM - 4 PM
9/8/15	Tuesday	8 AM - 2PM
9/9/15	Wednesday	2 PM - 8 PM

We surveyed three different locations:

- Superior Grocers Site (A) - Cudahy Shopping Center; 7300 Atlantic Ave
- Kmart / Big Lots Site (B) – Cudahy Plaza; 7907 Atlantic Ave
- Smaller commercial development (C) – Veracruz Plaza; 7629 Wilcox Ave

Surveyors asked about trips to and from this location, including how respondents traveled to this specific location, where they were coming from and going to, and purpose of the trip. We only have surveys instead of a combination of surveys and observations (as recommended by the California Smart-Growth Trip Generation Rates Study) so this data does not represent all people leaving and entering. If we wanted a full measure of travel demand, we would need to expand this study to include observations.

We supplemented travel behavior surveys with the following methods:

Park Surveys. Since transportation surveys primarily measured travel for errands and shopping, we supplemented this data with survey questions on how people travel to city parks (as part of the larger park survey). Residents completed surveys at parks where they answered how they traveled to the park on that day. We also administered surveys at a community event where residents answered on how they usually get to the park.

Bicycle and Pedestrian Counts. In an earlier study, the UCLA Lewis Center worked with the Los Angeles County Department of Public Health to conduct bike and pedestrian counts in Cudahy in September 2014. This study used counters at 6 locations to measure pedestrian and bike volume. There was a location near major destinations in Cudahy, including schools, retail areas on Atlantic Ave, and access to the river on Clara St. This study collected data in multiple cities, allowing comparisons of pedestrian and bike levels from Cudahy to other cities in Los Angeles county.

American Communities Survey. We analyzed commuting data from the 2014 American Communities Survey 5-year estimates to assess how residents commute to work and any differences in commuting patterns by poverty level, nativity, and citizen status.

Community Workshop. Residents also had the opportunity to comment on concerns related to infrastructure for active transportation and suggested improvements at the June Community meeting.

Using these combination of methods, we were able to gather data on various reasons for travel, including travel for work, recreation (city parks), and errands or shopping. We combine survey data and community feedback with pedestrian and bike observations to provide a better picture of different travel modes in Cudahy.

Findings

Transportation Surveys

Table 5.17 Survey collection times and totals

Survey Time period	# of Surveys	% of Surveys
Peak am weekday (8- 10 a.m.)	11	8.3
Peak pm weekday (4 - 7 p.m.)	4	3.0
Non-peak weekday (10 a.m. - 4 p.m.)	54	40.9
Non-peak evening (7 - 8 p.m.)	3	2.3
Weekend am (10 a.m. - 12 p.m.)	30	22.7
Weekend pm (12 p.m. - 4 p.m.)	30	22.7
Total	132	100.0

We have a higher amount of surveys on the weekends and weekday non-peak times which could be because people were less likely to stop and complete the survey while on commute trips that need to adhere to work schedules. To get a better idea of travel on peak weekdays, we would need to conduct additional surveys at these times.

Table 5.18 Survey locations and totals

Survey Site	# of Surveys	% of Surveys
Kmart/ Big Lots	70	53.1
Superior Grocer	49	37.1
Veracruz Plaza	13	9.8
Total	132	

84 of the 132 respondents (63.6% of respondents) reported their age. Recipient ages ranged from 18 – 80. The median age was 44.5, which is older than the median age of Cudahy. Only 17.8% of survey respondents were below Cudahy's median age of 26, so survey respondents are older than Cudahy's population.

Many survey respondents did not record their home location so while everyone was surveyed at a location in Cudahy, we cannot assume that all respondents were Cudahy residents.

Mode of Travel

We recorded travel both to the current location and to the next destinations. For larger shopping plazas, their destination could either be leaving the plaza or to a different location onsite. Survey respondents' method of transportation was usually the same both to and from their destination, but there were some differences (e.g. if a respondent walked to one destination but then took public transportation to the next location). Not all respondents answered about their travel to their location, resulting in slightly less data for travel from previous location to the current site.

Table 5.19 Reported mode of travel to next destination

Mode of Travel	# of responses	% of responses
Bike	4	3.0
Carpool / Driven	5	3.8
Drive	69	52.3
Public Transit	15	11.4
Taxi / Hired Ride	2	1.5
Walk	37	28.0
Total	132	

Table 5.20 Reported mode of travel from previous destination

Mode of Travel	# of responses	% of responses
Bike	3	2.3
Carpool / Driven	2	1.5
Drive	68	51.5
Public Transit	12	9.1
Taxi / Hired Ride	2	1.5
Walk	38	28.8
No Response	7	5.3
Total	132	

Driving is the most common method of transportation, accounting for just over half the trips, 54.4% from the previous location to the site and 52.3% from the site to the next destination. We also noticed a high amount of walking, with walking as the mode of travel for 30.4% of trips to the site and 28% from the site to the next destination. This is much higher than the mode split for walking in the Los Angeles metropolitan area as a whole, 9% (Blumenberg et al, 2016).

Where do People Travel?

Not every survey respondent provided information on their previous and next location, but we were able to collect some information on destinations. We used this information to determine what percent of trips were to or from other destinations in Cudahy, to a location in the same shopping complex, or to another city.

51 people provided information on their next destination.

Table 5.21 Where are people going: travel destinations of survey recipients

Location	# of responses	% of responses
Cudahy	24	47
Onsite	12	23.5
Gateway city or nearby cities	15	28.3
Total	51	

82 people provided information on their previous location before heading to this site

Table 5.22 Where are people coming from: previous destinations of survey recipients

Location	# of responses	% of responses
Cudahy	42	51.2
Onsite	3	3.7
Gateway city or nearby city	37	45.1
Total	82	

While the majority of people were traveling to and from another location in Cudahy, there was also a fair amount of travel to other Gateway Cities and other nearby cities, showing the regional nature of travel. The most common cities that people were

traveling to and from were Bell, South Gate, and Huntington Park; other cities that people were traveling to included Lynwood, Compton, Long Beach, East Los Angeles, Maywood, Bell Gardens, and Whittier.

Differences in Travel

Due to the small survey size, we did not have enough responses to compare modes of travel by times of day but we did identify variation in modes of travel between the different travel locations and between where people were traveling to and from.

We conducted a cross-tabulation on how mode of travel differed by location.

Table 5.23 Travel Responses by Location (with percent of travel modes)

Mode of Travel	Kmart	Superior Grocer	Veracruz Plaza	Total
Bike	1(1.4%)	2 (4%)	1 (7.7%)	4
Carpool / Driven	3 (4.3%)	2 (4%)	0 (0.0%)	5
Drive	35 (50%)	30 (61%)	4 (30.8%)	69
Public Transit	10 (14.3%)	4(8.2%)	1 (7.7%)	15
Taxi / Hired Ride	2 (1.7%)	0 (0.0%)	0 (0.0%)	2
Walk	19 (27.1%)	11(22.4%)	7 (53.8%)	37
Total	70	49	13	132

We identified differences in travel between the different locations, with Superior Grocer having the highest percentage of car travel and Veracruz having the highest percentage of walkers. Since Veracruz Plana is a smaller neighborhood market, this finding is not surprising. The Kmart/ Big Lots Plaza was between the other two sites with a lower rate of walking than Veracruz and a higher rate of walking than Superior Grocers. This Kmart/ Big Lots site has the higher use of public transportation, but given the small numbers of data on public transportation, it is hard to draw conclusions from this data.

We also looked for how travel differed by the different locations people were going to and from. While we did not have location data for everyone, for people who responded, we were able to compare trips from other cities to trips from Cudahy.

Table 5.24 Travel differences by next destination (where residents were going to)

Percent of total trips		
Mode of Travel	Trips to Cudahy (out of 42 cases)	Trips to other cities (out of 15 cases)
Bike	4.2%	
Carpool / Driven	4.2%	
Drive	37.5%	80%
Public Transit	4.2%	6.7%
Taxi / Hired Ride		
Walk	50.0%	13.3%

Table 5.25 Travel differences by previous destinations

Percent of total trips		
Mode of Travel	Trips from Cudahy (out of 42 cases)	Trips from other cities (out of 32 cases)
Bike	2.4 %	0.0%
Carpool / Driven	0.0%	3.1 %
Drive	38.1 %	75%
Public Transit	9.5 %	9.4%
Taxi / Hired Ride	0.0%	3.1%
Walk	50 %	9.4%

While we don't have enough responses to make comparisons between public transit and biking, we can see preliminary differences between walking and driving. Residents had a higher rate of walking when going to and from Cudahy locations than to locations from other cities. For trips to other Cudahy locations, residents were more likely to walk than drive. We had fewer bikers, but we did not have any bikers going to or from a different city, only to Cudahy locations. This shows how travel behavior could also depend on distance between locations.

Park Travel

We also looked at park survey data to look at travel to other types of places. We had two types of surveys (both with 28 responses): one survey where people discussed how they got to the park on that day and one survey where people answered how they usually got to the park. Surveys that asked how residents usually get to the park were collected at a community event. An organization focused on active living recruited many of the participants to this community event which could result in a higher amount of completed surveys by people who walk or bike.

For both survey methods, walking was the primary mode of travel to parks. Since people at the park were Cudahy residents, this is consistent with the high rate of walking to destinations within the City.

Table 5.26 Travel behavior of park survey recipients

Mode of travel	How did you get to the park today? (N = 28)	How do you usually get to the park? (N = 28)
Drive	12 (42.9%)	5 (17.9%)
Walk	16 (57.1%)	19 (67.9%)
Bike	0 (0.0%)	4 (14.3%)

Bicycle and Pedestrian Counts

The figure below from the UCLA Lewis Center (2015) shows locations of 4 different bicycle counters that measured bicycle use between 2013-2014. The highest bike use was at Clara Street (210 per day) and bicycle counts averaged 60-80 per day at the other 3 sites. The range of daily bicyclist volumes recorded at locations in other cities was between a low of 20/ day and a high of 240/ day.

While bicycle counts were comparable to other cities, Cudahy had significantly higher pedestrian counts. Almost an order of magnitude higher than those seen in any other city, pedestrian volumes in Cudahy were the highest observed by DPH-loaned devices during 2013-2014.

The UCLA Lewis Center also examined data from 6 counters to measure pedestrian use. These data point to a high amount of pedestrian school traffic in Cudahy. Vehicle volumes are highest on the major thoroughfare of Atlantic Ave., but pedestrian volumes on Atlantic are relatively modest compared to the school site around the corner on Elizabeth St. There are about fifty cars per pedestrian on Santa Ana St, while there are

only two cars per pedestrian on the school location at Elizabeth St. Pedestrian counts on Clara St. (1050 per day), Live Oak St. (1310 per day), and Elizabeth St. (3170 per day) also displayed extremely regular hourly volumes patterns on weekdays indicative of school traffic, with volumes 5-8X higher during morning arrival and afternoon school departure times than other daytime hours.

Analysis of Commuting Patterns

Using a 5-year estimate from 2010-2014 American Communities Survey, we compared Cudahy’s commuting patterns for workers over age 16 to LA County commuting patterns.

Table 5.27 Commuting patterns to work

Mode of Travel	Cudahy (%)	LA County (%)
Car-truck or van	86.4	82.9
Drove alone	68.0	72.6
Carpooled	18.4	10.3
Public Transit	5.3	7.0
Walk	3.0	2.9
Bicycle	0.8	0.9
Taxi	1.5	1.3
Work at home	3.0	5.1

The percent of people who drive to work in Cudahy is slightly higher than the county percentage. However, within people who drive to work, Cudahy has a higher percentage of people who carpool compared to county average. This is consistent with literature that found that immigrants were more likely to carpool than US born citizens (Blumenberg & Smart, 2010).

Within the City of Cudahy, we looked at differences in commuting by nativity and citizen status. Of workers in Cudahy over age 16, 30% of workers were born in in the US, 15.8% are naturalized US citizens and 54.2% are foreign born residents who are not US citizens.

Table 5.28 Travel Patterns by Country of Origin
 (% of residents that commute by the different transportation methods)

	US Born	Foreign born naturalized citizen	Foreign born, not a US citizen
Car- drive alone	77.13%	77.69%	60.07%
Carpool	12.90%	13.18%	23.03%
Public Transit	2.57%	2.81%	7.58%
Walk	4.35%	2.20%	2.49%
Taxi and other	0.62%	0.96%	3.47%
Work at home	2.43%	3.16%	3.35%

There were fewer differences between US born residents and naturalized citizens, but we did see differences with foreign-born workers who are not US citizens. Foreign born residents are less likely to drive alone to work and twice as likely to carpool as US born workers in Cudahy. Similar to Blumenberg and Smart’s findings, foreign born residents were more likely to take public transit (three times as likely) than US born workers, but carpooling was more common than public transit for non-US citizens.

We also looked for differences by poverty status. In Cudahy; 18.08% of working residents over age 16 are below the poverty level, 16.29% are between 100 – 149% of the poverty level, and 65.63% are over 150% of the poverty level. These levels also indicate a high amount of working poor or near-poor compared to county or national levels (with 8.8% of workers below the poverty level and 9.5% of workers between 100 – 149% of poverty level in LA County).

Table 5.29 Travel Patterns by Poverty Status of Workers
(% of residents that commute through each transportation method)

	Workers below poverty level	Workers between 100 - 149% of poverty level	Workers above 150% of the poverty level
Drove alone	53.3%	61.7%	73.6%
Carpool	17.8%	21.8%	17.8%
Public Transit	12.5%	7.5%	2.8%
Walk	6.1%	3.7%	2.0%
Taxi or Bicycle	2.8%	3.4%	1.8%
Work at home	7.5%	2.0%	2.1%

Workers who live in poverty are four times more likely to take public transit than workers who are at 150% or over the poverty level, while workers over 150% of the poverty level were the mostly likely to drive alone to work. Workers that are between 100 – 150% of the poverty level had the highest rate of carpooling. However, for all groups, driving is the most common way to get to work.

Resident Feedback on Transportation Infrastructure

While most of the data analysis looked at travel behavior, residents shared thoughts on transportation infrastructure and suggested improvements at the June Community meeting. Residents talked about the CART bus services, including its infrequent service and how it only goes in one direction. Another resident discussed how bus stops should have seating with shade. While rapid bus stops have new seating, residents thought that other bus stops could use seating. With regards to walking, some residents felt that a lack of safety may keep people from walking. They referred to graffiti on the sidewalk as a sign to some residents that walking is unsafe. They also mentioned how sidewalks are not maintained, which can be hazardous for walking or for skateboards. Residents discussed issues around bike safety but were not in agreement about whether bike lanes would be a good idea due to the narrow streets..

Summary

While we have data on variety of travel behaviors, we have less data on travel methods such as taxis and biking and are less able to draw conclusions for these types of travel. However, this data suggests some preliminary finding for other travel methods.

Driving is common but Cudahy also has high rates of walking and carpooling. Driving is still a common mode of transit, whether for errands or for commuting for work. However, both surveys and pedestrian counts identified very high levels of walking. We consistently observed walking mode splits ranging from 20-50%, much higher than the Los Angeles metro mode split for walking, which is 9% (Blumenberg et al, 2016). In surveys at shopping centers and at parks, the rate of walking was more common than using public transit. For commuting to work, we found a high rate of carpooling to work compared to LA County as a whole, especially for non US citizens and for workers who are between 100 – 150% of the poverty level.

Mode of travel depends on destination. While we only have preliminary findings from surveys, we found differences in travel based on the survey location and how far people were traveling. Respondents going to or from other locations in Cudahy had a higher rate of walking while residents going to and from locations in other cities had a higher rate of driving. Traffic patterns also depended on the survey location as the smaller commercial plaza (Veracruz Plaza) had higher rates of walking and Superior Grocery Store had the highest rate of driving. This finding could be due to the fact that residents come from shorter distances to shop at Veracruz Plana.

Mode of travel could also depend on the reason for travel. Using data from the 2009 National Household Transportation Survey for six counties in Southern California (Los Angeles, Orange, Riverside, San Bernardino, Ventura, and Imperial), the Southern California Association of Governments found the trip length is longest for trips between home and work (Hu et al., 2011), so the mode of travel may differ between traveling to work and other types of trips. We found higher rates of walking in our surveys compared to ACS data on commuting to work. We did not see carpooling rates in survey data that compared to the carpooling rates for work, so future surveys could look at the role of carpooling for other types of trips and how travel behavior changes depending on reason for travel.

High amount of travel between Gateway Cities. While survey respondents were most likely to report traveling to other locations in Cudahy, many residents reported that their next destination was in another Gateway city, a city in Southeast or East Los Angeles County. Three of the neighboring cities, Bell, South Gate, and Huntington Park were 3 of the most common destinations. This survey results shows that travel is not only within Cudahy but within the Gateway or larger region.

Differences in travel by demographics. Through the American Communities Survey data on travel to work, we found differences in rates of driving alone, carpooling, and using public transportation by poverty level and citizenship status. Workers living in poverty and non-US citizen workers were more likely than people living above the poverty level or US citizens to use public transit. Because of this, low-income workers and immigrant workers may be especially affected by improvements or declines in public transportation infrastructure. However, driving and carpooling are still the common ways to get to work for all groups.

Parking

Methodology

To estimate the demand for on-street parking in Cudahy, daytime and overnight occupancy counts were carried out over the course of several weeks. Driving along a predetermined route, the survey teams observed parking occupancy on all city streets, excluding public alleys and private driveways. Although the surveyors drove past certain blocks multiple times, they were told to only record the number of cars once per hour, regardless of whether demand appears to increase or decrease on a later pass. They were also told to take note of any irregular activity in the public right-of-way (i.e. construction, yard sales, oversized vehicles, etc.).

In the City of Cudahy, there are an estimated 3,150 on-street parking spaces. The supply of on-street parking was calculated using the following formula:

$$\text{Number of Spaces} = \frac{\text{Road Length} - (\# \text{ Driveways} \times 12 \text{ ft}) - (\# \text{ No Parking Areas} \times 20 \text{ ft})}{\text{Average Length of Parking Space (20 ft)}}$$

A member of the survey team went out with a measure wheel to test the accuracy of the formula; for the twenty street segments measured, the formula was found to be, on average, accurate within one car length. Based on a measurements made in the field, we determined the average driveway width to be 12 feet and the length of “red curb” / “no parking areas” to be 20 feet. Road length was determined using the measure tool in ArcGIS.

Table 5.30 Parking Data Collection Schedule. Accounting for traffic and breaks, the survey team averaged four rounds of observation in the six hours allotted.

Day of Week	Date	Survey Period	# Surveyors	# Observations
Tuesday	9/1/2015	7 AM - 1PM	3	4
Tuesday	8/25/2015	2 PM - 8 PM	3	4
Wednesday	9/9/2015	7 AM - 1 PM	3	4
Wednesday	9/16/2015	2 PM - 8 PM	3	4
Friday	9/18/2015	12 AM - 1 AM	2	1
Saturday	9/12/2015	2 PM - 8 PM	3	4

Table 5.31 Standards for parking observation.

Include in Count	Do Not Include in Count
Vehicles idling in parking spaces	Vehicles parked in driveway lips / overhangs
Vehicles occupying multiple spaces	Municipal / emergency vehicles
Vehicles pulling into or out of spaces	Vehicles parked in loading zones
	Vehicles parked in public lots
	Vehicles with fewer than 4 wheels

Findings

Data Analysis – Temporal

Peak parking occupancy, was observed on Saturday, from 4:00 - 5:00 PM and 6:00 - 7:00 PM. On that Saturday afternoon, 43% the City’s parking stalls were observed to be occupied. Midweek, occupancy reached 39%, and overnight, parking occupancy was 28%. Figures below summarize the results.

Figure 5.2 Average Hourly Occupancy – Weekday



Figure 5.3 Average Hourly Occupancy for Saturday



Data Analysis – Geographical

Figure 5.4 Cudahy zoning map



As shown in Figure 5.4, majority of Cudahy is zoned for residential land uses, primarily high- and medium-density. The development pattern can be characterized as older single-family units peppered within higher density development (with 51.5% of land area zoned higher density). While the City has some industrial zoned land in its southern portion and on both the east and west sides of Atlantic Avenue (12.3% of land area), it has historically been a residential and commercial area.

On weekday mornings, peak parking occupancy occurred in the southern portion of the City, where commercial manufacturing uses are concentrated. Occupancy was highest on Cecilia Street between Salt Lake and Atlantic Avenue (95 – 100% occupancy); there are two trailer parks, an auto body shop, and several manufacturing companies along the street segment. The second highest occupancy was recorded on Atlantic Avenue between Cecilia and Santa Ana St (95 – 100% occupancy); parking on this street segment is limited to a small section in front of the Cudahy Post Office. On weekday afternoon, demand for parking reduces in the commercial areas of the City and increases in slightly in the more residential areas. Occupancy was highest at the northeast corner of Wilcox Avenue and Cecilia Street (both at 95 – 100% occupancy).

Parking occupancy reached a high of 43% during the weekend survey period (1,347 vehicles). As expected, higher rates of occupancy were observed in residential than commercial areas. Similar to weekday afternoons, occupancy was highest at the northeast corner of Wilcox Avenue and Cecilia Street. The second highest occupancy was recorded on a segment of Otis Avenue between Live Oak and Walnut Street.

Although the ban on overnight parking was lessened through the recent pilot program, only one street reached an occupancy rate above 50% - Clara Street, between Wilcox Avenue and Road reached 59% occupancy. Citywide, overnight occupancy was at 7% with 258 cars parked on the streets. The highest occupancy was observed on Otis Ave between Flower Ave (17 cars).

Figure 5.5 Weekday morning parking demand

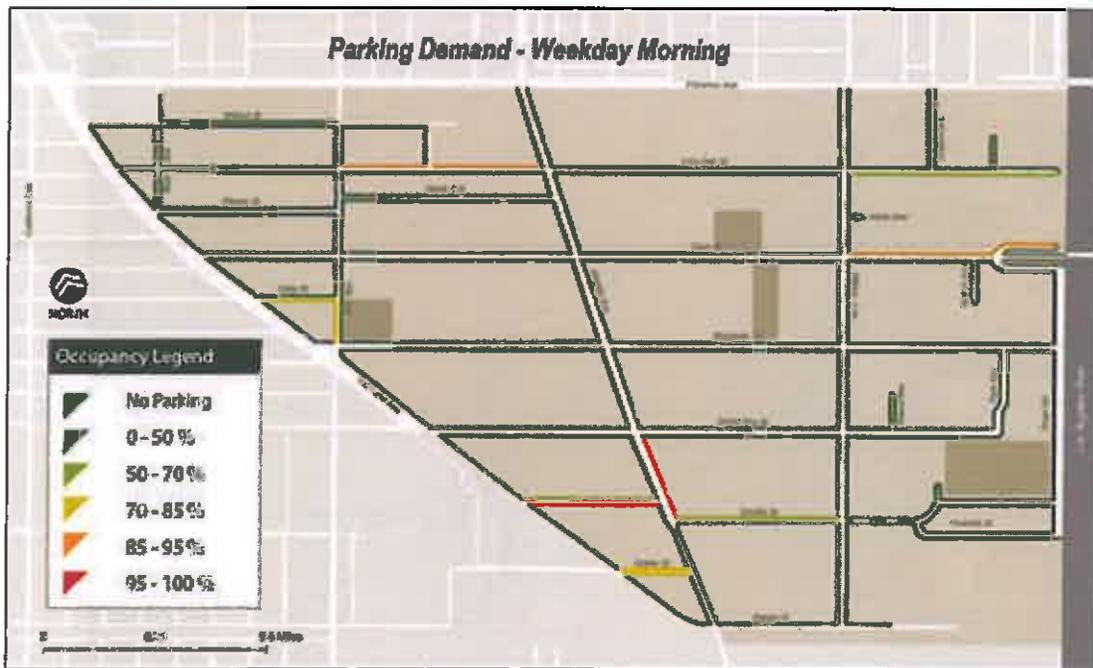


Figure 5.6 Saturday afternoon parking demand

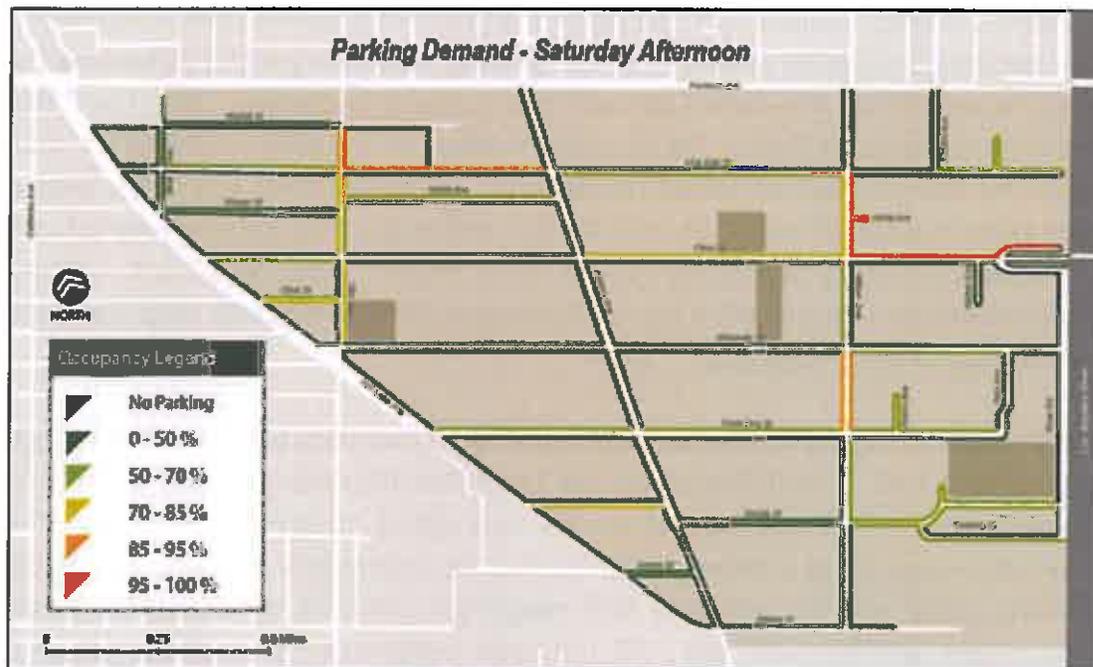
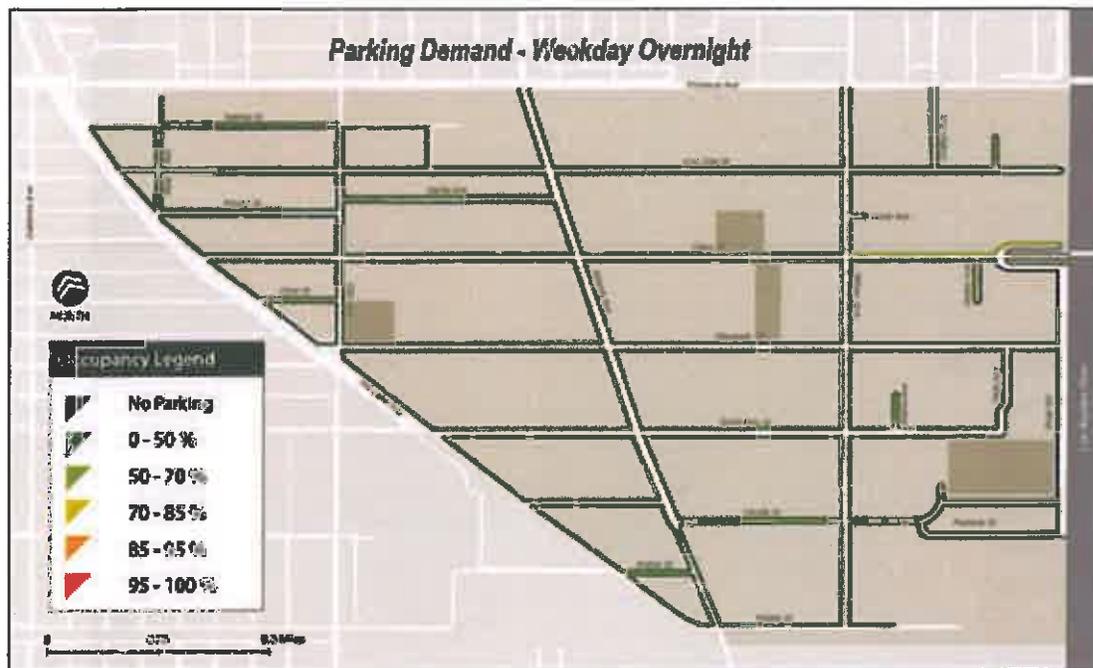


Figure 5.7 Weekday overnight parking demand

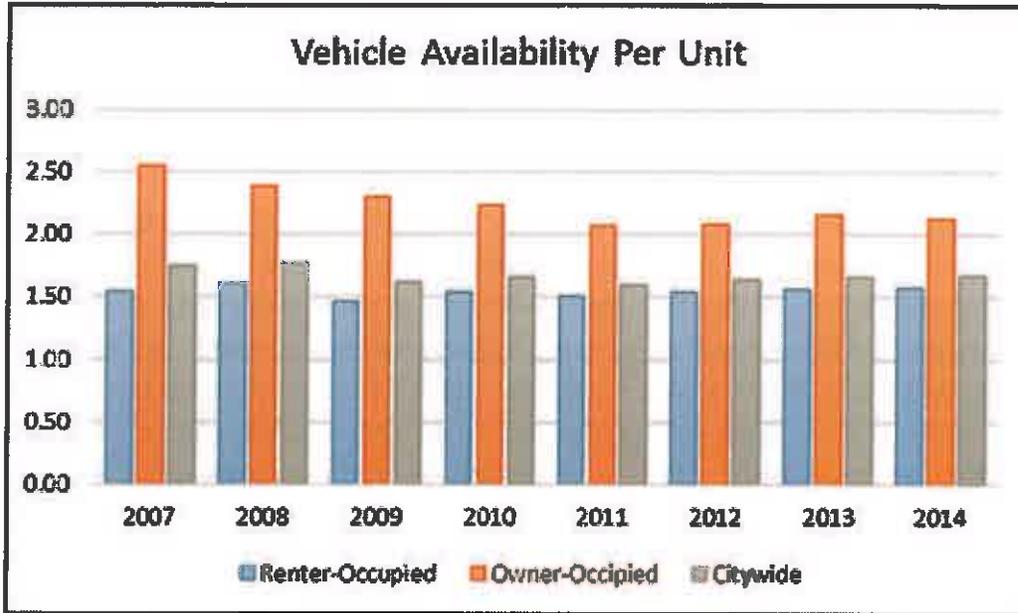


Vehicle Availability Analysis

ACS household vehicle availability represents the greatest possible residential parking utilization, excluding possible overnight visitor parking. According to the 2014 American Community Survey (ACS), there are 9,404 vehicles available in Cudahy, 78% of which are from renter occupied households. Dividing the number of vehicles available for rental households by the number of rental households, (2334 / 4,664) yields an average household vehicle availability of 1.58 vehicles per rental unit. For owner-occupied units, average household vehicle availability (2,070 / 971) of 2.13 vehicles per unit. Citywide, vehicle availability per unit is 1.67. Figure 5.8 shows vehicle availability rates for owner- and renter-occupied units from 2007 – 2014.

From 2007 to 2014, the vehicle availability rates for renter-occupied units has ranged between 1.47 and 1.61. The ACS numbers are lower than the code requirement of 2 to 3 parking spaces per rental unit, as well as the theoretical on-site supply rate of 2.88 spaces per unit, suggesting a lower minimum may be appropriate for rental properties. For owner-occupied housing, which is 60% single-unit and 27% mobile home, vehicle availability ranges between 2.07 and 2.55, the code requirement of 2 spaces per unit is in line with the survey data.

Figure 5.8 Per unit vehicle availability from 2007 to 2014;
Data source: American Community Survey



Findings from Community Input

To understand resident’s lived experiences with parking and their perspective on potential changes to parking requirements, we conducted two focus groups with in-depth discussions on parking, specifically focusing on the overnight permit program.

Focus Group One: In the first meeting, residents shared their experiences with parking permits and concerns about the permit process. Residents did not think the City should allow parking without a permit and supported having a permit process for overnight parking. However, residents had significant concerns with the current pilot program and felt that this permit process should be revised. Specific concerns included the cost and time of getting additional paper permits for street cleaning nights, permit requirements that might be too difficult or complicated for some residents (especially for undocumented residents) and the high costs of permits. Residents provided suggestions to address these issues such as reducing the cost and current paperwork requirements and alternating street sweeping to different sides of streets to remove the dual permit needs.

Participants in this focus group also responded to different ideas for parking requirements in Cudahy. Residents did not support the idea of removing parking requirements for new developments. When asked about funds from the parking permit process, residents strongly supported the idea of parking funds being dedicated to a specific purpose as opposed to the general fund. One resident suggested using revenue for decorative signage, such as a “Welcome to the City of Cudahy” sign, and another resident suggested funding for bus shelters with seating and protection from sun and rain.

Focus Group Two: In the second focus group, residents discussed two different recommendations for overnight parking: simplifying the current permit process or allowing parking without a permit. Residents strongly preferred the idea of having a permit for overnight parking instead of allowing parking without a permit. Residents felt that the permit price was too high but residents differed on other aspects of permit requirements. Some residents supported having fewer requirements for a residential permit while other residents wanted permit applicants to demonstrate need or a parking burden (that they have more cars than available parking spaces). As one resident shared stories about parking in other cities and then needing to walk on the bridge over 710 freeway and the LA river, about half of the residents nodded in agreement. Drawing from these experiences, residents worried that if restrictions were lifted, residents from other cities would park in Cudahy. In expressing concerns that streets would be too crowded, one resident mentioned cul-de-sacs or streets that only have parking on one side, so parking proposals will want to account for this. One resident mentioned that this was the first time hearing about the pilot program, so through additional outreach, enrollment in this program would increase. Since parking demand is still unknown, residents suggested having another pilot program to evaluate changes. Other suggestions included have a more durable sticker instead of paper prices and that permit prices should include the guest permits needed to park on street sweeping nights.

Community Meeting

At the community meeting, residents discussed both overnight parking and the idea of removing parking. Residents had some hesitations about the idea of removing parking requirements. Some residents thought that removing requirements should be on a property or project basis and other residents asked about the idea of underground parking. Residents expressed concern about limited parking if parking requirements were removed.

Public Outreach

Outreach with a diverse group of stakeholders helped ensure that recommendations for strategic growth would be based on community experiences and priorities and that recommendations would work with Cudahy's context. We engaged with residents in several ways, including focus groups, community input sessions and surveys. In addition to meeting with residents, we also solicited input from developers, community organizations, and technical experts through a technical advisory committee and developer roundtables.

The goals of the public outreach were as follows:

Understand the daily experiences of Cudahy residents. Public input helped to gain information on resident's daily experiences with using the parks and obtaining parking, as well as the current challenges and barriers to use that exist. As a working-poor, primarily immigrant community, engagement made sure that the experiences and concerns of low-income residents were at the center of policy recommendations.

Hear residents' perspectives on policies for growth. Recommendations related to *future* growth will also affect *current* residents. Outreach helped to gather residents' thoughts and perspectives on growth so that residents' priorities would help shape project recommendations.

Make sure that policies align with community, regional, and statewide initiatives. Sessions with both residents and developers provided insight on how recommendations would work in Cudahy's city and regional context. Technical Advisory Committee (TAC) meetings helped to ensure the relevance of this project to local needs and that policy changes would be in line with regional and statewide initiatives.

While recommendations and themes are specific to Cudahy, this outreach process provides an example of community engagement in a working-class suburb. This knowledge gained from this process will not only strengthen project recommendations, but also provides an example of a community engagement process for other cities.

Outreach took place between August 2015 and June 2016. It's worth noting that there are a number of ongoing changes in the City that are not necessarily reflected in this

feedback, notably to parks programming and services, maintenance, and overnight parking regulations. In addition, the coming years will see implementation of over \$7M in grant funds for pedestrian and vehicle safety, which are not reflected in this feedback.

Methods of Engagement

We conducted several different activities to solicit public input, including surveys, activities at community events and community input sessions. Much of the resident feedback focused on parks and parking policy as these two areas both matter for current residents and will be affected by future development. In addition, residents provided feedback on overall project recommendations. From *Lot to Spot*, a community-based nonprofit that is dedicated to creating green spaces in low-income communities and has extensive experience with bilingual community engagement processes, facilitated the various outreach sessions.

Partnerships with residents are not simply about informing residents, but rather having residents inform decisions, or a process of a shared decision-making. Portland's toolkit for community engagement describe a range of public participation methods from informing the community to participation focused on decision-making, with the City implementing residents' decisions (see Appendix). The specific methods and the level of participation will depend on the type and importance of decisions, so cities will have different levels of participation for different contexts. At times, we simply sought input. At other times, we aimed to move beyond participation methods that gathered input to include participation methods where residents were considered as experts. To do this, we focused on accurately depicting the tradeoffs -- for example, the tradeoff between providing many off-street parking spaces and restricting the feasibility of affordable development -- so that residents could directly discuss them.

We conducted outreach in the following ways:

National Night Out outreach. *From Lot to Spot* (FLTS) hosted an interactive sidewalk activity at Cudahy's annual National Night Out event in August 2015; no UCLA staff members were present at this event. National Night Out is an annual community-building event to improve police-community relationships that happens in cities across the United States. FLTS had a table at Cudahy's event where residents could complete a short park survey and a mapping activity to discuss parking concerns.

Community input sessions. Residents provided feedback through two larger community workshops, that were conducted in both English and Spanish. The public workshop was used to disseminate information about the project and get feedback from the community. Thirty-two residents, including the Mayor of Cudahy and city council members, attended the first workshop focused on parks. Twenty-three residents attended the second session where community residents heard overall goals and final recommendations and then provided feedback on project recommendations and priorities.

Focus groups. Residents participated in in-depth discussions through two focus groups. These focus groups discussed parking, with an emphasis on the overnight permit program. Focus groups built off each other as resident feedback from the first focus group fueled additional research. Eight people attended the first focus group and fourteen people attended the second group session.

Technical Advisory Committee and Developer Roundtables. For the technical advisory committee (TAC) meeting, we invited people from fifteen organizations including regional and Cudahy governmental agencies, city offices from nearby cities, community nonprofit organizations, statewide organizations, and universities. Eight people attended the first event, including a UCLA professor, staff from three community organizations that focused on biking and active transportation, greenspace and community gardens, and/ or environmental justice, City staff, and staff with the Los Angeles County Department of Public Health and the Southern California Association of Governments (SCAG). TAC members provided general project feedback, discussed regional and statewide initiatives that could align with this project, and raised key questions and challenges for this project. City staff were able to answer questions about the City's planning practices and policies. Seven people attended the second TAC meeting, including staff with five different community organizations and the County Department of Public Health, where TAC members discussed the final project recommendations and ideas for community engagement during the final community workshop.

Four developers, including both affordable housing and commercial developers, attended the Developer Roundtable. Developers examined different barriers to development in Cudahy and guided us through their decision making process. They also discussed the implications of removing parking minimums or adding an impact fee for developers.

Surveys. Residents completed surveys at parks, during the community input session, and through a web-based survey. Through surveys, residents commented on how they currently use parks, their concerns with parks, and suggestions for improving parks in Cudahy. Seventy-three individuals completed surveys: 38% of surveys were collected at the parks, 38% at the first community meeting, and the remaining 24% of surveys were completed online.

Table 6.1 Outreach activities, dates, and attendance

Activity	Date(s)	Attendance or Number of People Engaged
Sidewalk outreach at National Night Out	August 4, 2015	Unknown
Parks survey	August 2015–June 2016	73
Public workshop #1: parks	September 17, 2015	32
Technical Advisory Committee #1: introduction	October 9, 2015	8
Developer roundtable #1	October 16, 2015	4
Focus group #1: parking	December 15, 2015	8
Focus group #2: parking	February 29, 2016	14
Technical Advisory Committee #2: project recommendations	May 6, 2016	7
Developer roundtable #2	May 12, 2016	1
City Council General Plan Study Session	May 16, 2016	NA
City Council meeting	May 23, 2016	NA
Public workshop #2: project recommendations	June 1, 2016	23

Demographics

Although we did not collect detailed demographic data at outreach events but similar to city demographics, the majority of participants were Latino. Understanding that a large portion of the community is Spanish-only, all community meetings were held in both English and Spanish and focus group sessions were conducted primarily in Spanish. For survey participants, participants who provided information on race or ethnicity were predominantly Latino, save for one survey respondent. 64 % of respondents were female and 36 % of respondents were male. The majority of respondents were between

18- 59 years old, with only 4% of respondents were over 60 (17% of respondents did not provide their age).

Stakeholder Representation

Through public workshops, developer roundtables, and technical advisory committees, we were able to solicit feedback from a wide range of stakeholders, including residents, local and county government, community organizations, regional planning organizations, universities, and developers.

Community Organizations

Community groups helped to increase participation at community events. *Cudahy en Marcha* was an active partner in recruiting people to community input sessions and organized a walk to the Community Workshop to encourage people to attend. At the Technical Advisory Committee, community organizations provided feedback on how plans and projects would work for current residents and discussed ideas for effective community engagement going forward.

Results: What did we Learn?

National Night Out

While filling out surveys, residents shared their daily experiences and concerns with the facilitators from FLTS. With regards to parking, the lack of overnight parking dominated residents' concerns about parking. FLTS facilitators did not talk with anyone who had applied for an overnight parking permit at that time, but residents discussed wanted to purchase permits either through parking machines or online. Residents' suggestions included having more parking, permitting overnight parking, and easing the existing restrictions on parking.

Residents discussed which parks they used, how they used them, and how often they visited. Residents were most likely to use Clara Park and its park expansion, because of its modern, improved look, and its central location. The second most frequented park was Cudahy Park. The most common reason for visiting Cudahy Park was to attend events, though residents also visited Cudahy park because of the library and its location. Most residents reported visiting a park in Cudahy at least twice a week, and in

the evenings (from 5pm until park close). Residents also discussed visiting the park to exercise or for their children to play.

Cudahy community members had many suggestions for park improvements. The most common suggestions included adding more natural elements (i.e. plants and trees), adjusting park layout, adding more adult exercise equipment, and building more walking trails. Residents also wanted to see new community gardens and bike paths in their city.

Cudahy Community Workshop - Park Planning

32 residents broke into four groups to discuss concerns about current conditions and suggested improvements and then they prioritized improvements. The four groups had different priorities (listed below) but common concerns included cleaner, well-maintained restrooms, increased park security, and more opportunities for physical activity, especially through newer and well-maintained exercise equipment.

Resident Feedback from Community Workshop - September, 2016

- | | |
|-------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Group One | <ol style="list-style-type: none"> 1. Install artificial turf at Lugo Park 2. Increase daytime security at Clara Park 3. Add a community garden at Clara Park |
| Group Two | <ol style="list-style-type: none"> 1. Increase frequency and thoroughness of bathroom upkeep 2. Purchase modern exercise machines for the gymnasium, that are free to use by residents |
| Group Three | <ol style="list-style-type: none"> 1. Offer more family events (ex. health, community issues) 2. Perform better outreach for meetings and events |
| Group Four | <ol style="list-style-type: none"> 1. Provide opportunities for persons with disabilities to participate in organized sports 2. Establish a Resource Center with up-to-date computers, where adult education courses can be taught |

Residents then used the maps to represent their priorities and suggestions for the different parks. While each group's map had different priorities, common suggestions included increased parking availability, incorporation of community garden space, and improved amenities for physical activity (including soccer fields, exercise machines, walking trails, a running track, and group exercise classes/events).

Focus Groups

Both focus groups focused on parking, with most of the discussion centered on the permitting process for overnight parking. However, this was not the original purpose of those meetings. Initially, we had hoped to discuss parking minimums for new developments and their effect on the cost and supply of affordable housing during the focus group. Residents, however, were not interested in discussing this issue until the issues surrounding the existing overnight permit pilot program were addressed. This experience highlights the fact that planning for future growth is predicated upon existing residents' concerns and realities.

At the first focus group, residents with an overnight permit described their challenges and other residents described concerns with the current pilot program. Residents supported the idea of having a permit process for overnight parking instead of allowing parking without a permit, but residents were in strong agreement that the current process needed revisions. Residents felt that the program had too many requirements, was too expensive, and the process of getting guest permits on street sweeping nights was too costly and inconvenient. One resident brought a multitude of overnight parking receipts and guest passes to illustrate all of the paperwork she was required to have to *legally* park overnight. We also heard several anecdotes about Cudahy residents parking overnight in neighbouring cities or making arrangements with local business owners. Following a thorough examination of the overnight parking program, residents responded to other ideas around parking in Cudahy, such as whether Cudahy should remove parking minimums for new developments and how funds from the permit program should be used. Many of the people in the room also took public transit in addition to using their cars so they were able to comment both on parking and transit.

In the second focus group, residents discussed two different recommendations for overnight parking: (1) simplifying the current permit process, or (2) allowing parking without a permit. Residents did not support the idea of allowing parking without a permit and had a strong consensus around the option for a permit for overnight parking. While residents agreed that the permit price should be lowered, residents had differing opinions on other aspects of permit requirements. Some residents wanted to reduce requirements for a parking permit while other residents wanted applicants to demonstrate need or a parking burden. Residents were concerned overnight parking reform would result in residents from neighboring jurisdictions parking in Cudahy. They also noted that some streets in Cudahy have more acute parking issues than others. One resident had not heard of the pilot program until this discussion, indicating a need for more widespread outreach. Residents felt that after these next revisions, this

program should continue as a pilot program in order to evaluate any changes and demand. Other suggestions included a more durable sticker and including guest permits in the permit prices.

Additional information from the focus groups is the Parking Data Analysis section in Chapter 5: Observations and discussion notes are included in the Appendix.

Resident Feedback from Community Workshop on Plan Recommendations

On June 1, 2016, we presented the project goals and our draft recommendations on parks, transportation, parking and development. Community members then broke up into three different groups to comments on plan recommendations: Parks and Transportation; Development; and Parking. (See Appendix for a list of comments.) Community members provided the following feedback through the three groups:

Parks and Transportation

Residents provided many different suggestions related to parks but two common concerns were the condition of the bathroom and safety. Residents had many ideas on how to make parks safer, including monitoring, lighting, maintenance, and having events at the park. In their conversation around safety, residents discussed how community events can increase safety through creating space for community. Residents showed an interest in park improvements, including having a volunteer organization to help with park improvements.

In regards to transportation, residents discussed ideas such as increasing CART (Cudahy Area Rapid Transit) service, sidewalk maintenance, benches with cover for public transportation, and bike lanes. Residents had differing opinions on bike lanes as some residents thought they would improve bike safety while some people thought with the narrow streets, people in bike lanes were likely to get hit. Discussions around safety applied not only to parks but also to transportation as residents discussed how increased safety would likely lead to increased rates of walking.

Parking

Residents discussed both an overnight permit program and the idea of reducing parking requirements. Residents raised different concerns around overnight parking, such as parking being more difficult in some areas such as cul-de-sacs or near apartments and

residents discussed having parking districts. Residents raised other concerns such as people getting permits for cars that were not under their name. While people did not agree on all parking issues, most people supported the idea of moving street sweeping to the daytime as parking during street sweeping nights remains a problem. Residents also felt that permits were currently too expensive, at roughly \$1 per day. They also liked the idea of paying for permits at a kiosk. Participants asked if there was enough parking for both residents and guests, but residents also mentioned the idea of having free visitor permits for family and friends. In response to the idea of reducing parking requirements, one resident suggested underground parking for new developments. Parking for new developments remains a concern for residents and many residents felt that developers should still be required to provide ample parking. Describing the costs for construction spaces and the trade-off between parking and housing was a challenge for this portion of the outreach.

Development

Residents had mixed reactions to the idea of increasing building heights. Some residents felt that increasing building heights would work better for the commercial areas (i.e. Atlantic Avenue) as opposed to the residential areas. Some residents supported the idea of increasing height as long as there was underground parking but other residents worried that increased height would result in “overpopulation.” These residents felt that the City was already “over-populated” and that increasing building heights would exacerbate the parking problem.

In development discussions, residents also raised concerns around parking. One resident did not support removing requirements for all developments but supported the idea of adjusting requirements based on project type and lot constraints. Residents also provided ideas for development, including mixed-income, mixed-use development along the City’s commercial boulevard, Atlantic Avenue. In discussing new commercial development, one resident the opinion that there are already too many fast food options. When discussing low-income housing and affordability, people asked if Cudahy residents could have priority for low-income housing and about incorporating a rent control program. When residents were informed that it would be discriminatory to give priority to Cudahy residents for affordable housing units, they were less enthusiastic.

Residents also commented on policies related to legalizing accessory dwelling units. Residents’ overall feedback was that they would like people living in converted garages to have the opportunity to move into safe dwelling spaces. Residents supported this idea and provided additional ideas, such as an amnesty period, financial incentives to

increase safety, sending notification before citations, and including trailer parks and mobile homes in an ADU program.

Survey Results

Residents completed two types of surveys about parks. For a pen and paper survey, residents answered questions about a specific park. For the online survey, residents answered questions about parks in general, including the different parks that they use. Many residents reported frequent use of the park, using the park at least once a week. Zero people discussed using Riverside Park. General comments referred to having cleaner restrooms, increased activities and programs, and concerns around safety, often related to smoking in the park. Additional results are discussed under overall themes and open-ended comments from the park survey are listed in the Appendix.

Technical Advisory Committee Meetings

After hearing a presentation about the first meeting, TAC members discussed their work in Southeast Los Angeles County related to transportation and environmental health, how this project could align with existing efforts and ideas for community participation. They provided models for affordable growth such as Rosemead's Rails to Trails program. They also discussed challenges that could affect this project such as policies around the 710 corridor, affordable housing barriers, impacts to community health from nearby industry and development, and regional ordinances and policies. While Cudahy currently has less growth and development, committee members also talked about the importance of making sure the existing community is protected if there is additional growth. This meeting helped to place this project in a larger regional context, acknowledge challenges that could affect the success of any initiatives, and provide examples of community engagement.

At the second meeting, TAC members provided feedback on the overall plan and recommendations. If recommendations were to include changing height and parking requirements, then TAC members felt that Cudahy could charge an impact fee. In looking at developers, Essentially, the developers told us that the benefit of the zoning changes has to be significantly larger than the fee imposed. TAC members also anticipated challenges with legalizing ADUs due to absentee landlords.

TAC members shared ideas for park funding and larger park initiatives to connect to, such as First 5 funding, parking revenue for park funding and the county-wide needs

assessment. To increase park programs and activities, TAC members provided ideas such as having nonprofits (such as Kaiser or Cal State) provide programs and joint use agreements with schools. TAC committee members asked how discussions around recommendations and growth would be framed during the public meeting as this is a difficult topic for discussion. They provided suggestions such as being honest but positive about the City's role in having these discussions and including pictures of different building heights and densities to see what community could look like.

Developer Roundtables

Developers discussed current barriers to development and their factors for development decisions. They listed incentives that could increase development, such as reductions in parking requirements, proximity to transit that allows for these reductions, direct subsidies, strong city infrastructure, and creative land use options. They strongly felt that some of current requirements, such as building heights, served as a barrier for development. Even if Cudahy removed the current parking requirement, developers had negative reactions towards the idea of an impact fee. Stating "the more you tax, the less you get," developers felt that this fee would inhibit development, especially if a fee happened alongside requirements such as the building height. However, they provided alternative ideas to a fee, such as treating fees as a deferred loan or having payment of the fee be dependent on profits.

For the second meeting, Joan Ling, affordable housing developer and adjunct lecturer at UCLA, was in attendance. She discussed selective upzoning in the portion of the City adjacent to the Los Angeles river and the idea that with increased density, the City could ask for either inclusion of affordable housing and a fee. This way, the City and residents will also benefit from any increased density (see Santa Monica as an example.) We also talked about how to depict the urban forms at different density levels to give a better picture of density at community meetings.

Themes: What are Key Considerations?

Parks

Parks are a key community resource. While residents use the parks at varying levels, two-thirds of surveyed residents described daily or weekly use of these parks. 65% of respondents reported visiting the park with family, either with adult or children family

members, so parks are an important resource for Cudahy families. Regular users come to the parks to participate in team sports (soccer, baseball/softball, and basketball), use the playgrounds, go for a walk, utilize the exercise equipment, or attend a picnic. With such frequent use, parks are an important asset for residents in Cudahy. Park use will increase as the City grows, so it will be important to have a plan for maintaining parks during growth.

Common concerns about parks. While residents described different concerns and suggested improvements, residents frequently mentioned having improving safety, cleaner restrooms and additional activities at parks as the most important improvements. Residents were more likely to rate improving existing facilities and providing additional programming as important or very important compared to their ratings for providing additional parks. When asked about improvements to parks, Residents expressed a preference for programmatic improvements, with adult sports leagues, fitness and dances classes, and park events and fairs, earning the most votes

When talking about improvements during the community meeting, some residents talked about volunteer days to help improve the park. Residents talked about being ready to take action and asked about a volunteer organization that could help with the parks.

Ideas for Improving Parks

Cleaner bathrooms. This came up as a theme through both survey responses and the Cudahy community workshop. Bathroom use in parks could increase with future growth so this maintenance need would increase with future growth.

Increase programming and events at current parks. While some residents indicated that they would be interested in parks or parks closer to the City, residents expressed a higher interest in improving parks closer to their house, such as adding events and improving the current facilities. Previous research has found that increased programs and activities are associated with higher park use and increased physical activities (Cohen et al., 2010; Han et al,2014), so these changes would encourage additional residents to use parks and improve the health of residents.

Multiple ways to increase safety. At the community meeting, residents expressed concerns about safety and offered several ideas to improve safety, such as lighting and park maintenance and community-building ideas such as hosting events. Residents felt

that having events and creating a sense of community and ownership was an important way to make parks feel safer.

Use of community volunteers. Residents expressed interest in helping to improve the park and thought that community volunteers could help with some park improvements. With volunteers eager to help, they thought it would be helpful to have an organization that coordinate volunteer opportunities.

Role of partnerships. While programming can be challenging with limited funding, TAC members thought that nonprofits and other educational organizations could play a role in providing programming. Joint use agreements with schools could also keep parks while Cudahy can also connect to larger parks initiatives, such as the county needs assessment.

Parking

Parking themes generally focused on the current permit program for overnight parking. While overnight parking was previously banned, Cudahy started a pilot program in summer 2015 where residents that had more cars than available spaces could apply for a parking permit. Residents discussed their current experiences and concerns with the program and offered suggestions for improving the parking program.

Experiences of Residents

Challenges due to street sweeping nights. One of the main concerns was about not being able to use their overnight permits two nights each week because street sweeping is conducted between 3 a.m. – 6 a.m. during those two nights. Residents have applied for separate guest permits for each night to park on nights with street sweeping but they must spend additional money and time to apply each week at Cudahy City Hall.

Burdensome Requirements. Residents were concerned that there were too many requirements to apply and that with all the requirements, the current process would be too difficult for some residents such as undocumented residents.

Importance of a permit program. residents were concerned about the need for parking and they had concerns about the current process, but they still felt that there should be a permit process for overnight parking.

Suggestions for improving parking permits

Residents supported the idea of a permit program but suggested changes to make it a simpler process.

Alternate the street sweeping schedule. If street sweeping is on different sides of the street on different nights, residents will have somewhere to park on street sweeping nights. Residents currently rely on guest permits in order to find parking on street sweeping nights, so adjusting the street sweeping schedule is a key change for simplifying the permit process.

Reduce the current requirements and costs. Some residents felt that the permit process could be simpler with fewer requirements. However, other residents were concerned about crowded streets and wanted to continue requiring evidence of a parking burden. While residents disagreed on the requirements, residents expressed concern that the current permit price was too high.

Some areas of the City will be especially affected by parking changes. At the focus group, one resident referred to cul-de-sacs and streets that only have parking on one side. These streets may have an increased parking burden if overnight parking is allowed.

Revenue from Permit Process

Residents supported the idea of using money generated from parking permits for a specific purpose. In focus groups, residents mentioned the idea of improved signs on certain streets or more seating (with cover) at bus stops. However, because program costs are currently higher than revenue from permits, permit revenue is going towards the cost of the program.

As the City looks at revenue, additional program requirements will increase administration time and, as a result, the cost to the program. Removing requirements could help decrease costs of administration and make a pilot program more cost-effective even as the City lowers the permit price. However, not all residents were in agreement around removing requirements for the permit program as they were concerned about people outside the City applying for permits and limited parking after requirements are reduced.

Changing Parking Requirements for new Developments

While many of the comments focused on the overnight permit program, residents also discussed the idea of reducing or removing parking minimums for new developments. However, residents expressed concern and hesitation around this idea as many residents were concerned about the lack of parking.

Transportation

The different forms of outreach focused less on transportation but residents discussed transportation ideas at final community meeting. Residents discussed ideas such as increasing CART service, bus shelters with seating and shade, and sidewalk maintenance. Residents mentioned concerns around bike safety but did not agree on whether adding bike lanes would be a good idea. Ideas of safety also extended to transportation as some residents felt that increasing safety would increase walking.

Overall project themes

Trade-offs and Difficult Conversations in Community Planning Discussions

Residents understand the need for growth and the need for people to have places to live, and are supportive of efforts to encourage development and legalize Accessory Dwelling Units. On the other hand, they are concerned about the impacts on traffic and parking. Resolving these two competing ideas will be a key challenge for the City going forward. Immediate concerns about practical realities and what is and isn't working now may be more pressing and easier to discuss than long-term community visioning. While these conversations are challenging, residents wanted to participate in community planning.

Concern about project ideas

Participants expressed concerns or hesitations regarding specific project ideas such as an impact fee and reducing parking minimums. Developers expressed some concerns about the feasibility of an impact fee but provided some alternative funding ideas to an impact fee. Members of the TAC, however, were in support of the impact fee, suggesting that developers contribute funds for park improvements and active transportation infrastructure. Residents expressed concerns about removing parking minimums in both the first focus group and during the community meeting. In another

meeting, proximity to transit was highlighted as important for parking reductions. While we had asked developers about removing parking requirements, they felt strongly about other requirements such as the building height restriction.

Role of other Regional Initiatives

TAC members described other current initiatives and advocacy campaigns, such as organizing related to the expansion of the 710 Freeway. This project is happening at the same time as other efforts so recommendations will be more successful when they work with other efforts. For example, transportation initiatives should align with Safe Routes to School Plans or any 710 access plans.

Challenges with Implementing Recommendations

While residents and the City of Cudahy are committed to many of these ideas, project implementation occurs within a specific context that could present challenges for project implementation. Small working-class suburbs face real financial constraints and Cudahy had a revenue gap of \$1,118,055 in the 2015-2016 adopted budget. Money for contracts such as the county sheriff is already allocated so cuts may happen at the expense of city services. In addition, Cudahy will be affected by jurisdictional spillovers from nearby cities. TAC members discussed additional barriers, such as limits to affordable housing policy. These challenges could affect the success of any recommendation.

Investment from Residents

In their event reports, *From Lot to Spot* highlighted the high level of community involvement among residents and anecdotally, we noticed a high level of engagement in Cudahy compared to other cities. Residents were extremely invested in providing feedback to improve their city, especially related to overnight parking and creating green, active living spaces in their city parks. Residents also expressed interest around volunteering for park improvements. Whether volunteering or attending planning meetings, residents are very committed to improving their city. This is a key asset for any future planning effort and as Cudahy looks at ways to improve their city, residents can provide important insights and be a key part of any potential changes.

Limitations: What Public Outreach is Currently Missing?

Surveys focused on people over age 18 because UCLA protocols require prohibitive additional processes regarding informed consent for minors. However, with a median age of 26 years, Cudahy is a young city compared to the Los Angeles County. Young people are more likely to use parks in Cudahy and would be affected by any changes with future growth. Future outreach plans with Cudahy should include youth voices.

While we hosted evening meetings in order to accommodate work schedules, many residents cannot attend an evening meeting and not all residents feel comfortable participating in a public meeting format. *From Lot to Spot* included interactive activities in their meeting facilitation to encourage participation, but public meetings and workshops is one type of participation method and will not work for everyone. For authentic participation, it is important to have alternative engagement methods, such as door-to-door outreach, social media, or tabling outside grocery stores or other community spaces. Adding these methods can help to change a practice of one-time workshops into an ongoing practice of engagement.

Recommendations for Policy and for Future Public Engagement

We have developed the following recommendations from the different community engagement methods. In addition to these recommendations, we have additional recommendations related to parks and parking in their respective project sections. Recommendations primarily focus on Cudahy, but these recommendations also show the role of community engagement processes in preparing for affordable, sustainable growth.

1. An initial focus on how existing policies work for current residents can help strengthen later policies for growth.

Residents were eager to discuss what was or wasn't working now. Before proposing new policies and any changes, it is important to understand how policies are working for existing residents. For example, it would be difficult to get support from residents to remove parking minimums until Cudahy addresses current parking challenges and refines the current overnight parking policy.

2. Prioritize improving existing parks before creating new parks

Residents indicated a strong interest in improving facilities and adding programs to existing parks and this was often indicated as a higher priority than adding new parks. If Cudahy was to grow, this could increase demand on facilities, so these improvements could become an even bigger priority. Residents listed a variety of potential improvements (see Appendix) that would help improve existing parks. While Cudahy may have limited money for these programs, they could use this evidence of current use and interest in parks to apply for grant funds.

Many residents raised the idea of improving safety in parks and discussed a wide range of strategies, from lighting to maintenance to creating a sense of ownership through community events. In looking at safety, it is important to include aspects such as building community and youth programs.

3. Simplify the current overnight parking process

Residents supported the idea of a permit program for overnight parking and did not want to allow overnight parking without a permit. However, they felt that the current process needed to be refined. Cudahy should look at reducing requirements and costs so that more people can apply. Additional recommendations related to parking are in Chapter 5.

In order to simplify the overnight process, Cudahy would have to adjust the street sweeping schedule so that residents can park overnight on street sweeping nights. Residents end up purchasing guest passes for those two nights but this can also complicate the street sweeping process. If Cudahy had different sides of the street cleaned on different nights (or had street cleaning during the day), residents would be able to park overnight, addressing a key challenge around overnight parking.

4. Make sure that current residents are part of the long-term vision

While Cudahy has had less development recently, some stakeholders discussed the importance of having protections in place for current residents when growth happens so that low-income residents will not be displaced.

5. Make sure that community engagement is part of future policy revisions

Residents were very active in community outreach events and have valuable experience that can inform the policy process. Community organizations such as Cudahy en Marcha can also serve as partners in outreach. We learned extremely valuable information from residents and this community knowledge strengthened recommendation. Authentic engagement that includes shared power and decision making should be a key part of any policy revisions and can help to ensure that policies will work in a city's specific context. This participation should include information, such as data about current projects, examples from other communities, and tradeoff and constraints with decisions, so that residents can help make decisions. This project had multiple methods of engagement, including surveys, focus groups, and community events but future engagement should include additional methods in order to reach more residents and to be part of an ongoing practice of community participation.

Recommendations

Finally, we present a suite of recommended revisions to local land use and parking policy in Cudahy that advance the project's core goals. These recommendations aim to enable the production of housing, particularly affordable housing; they also aim to address the lack of sustainable funding sources for active transportation and parks. As an auxiliary to the land use and parking recommendations, and where there are compelling findings from the data and outreach, we also make some general recommendations with regards to active transportation and parks.

Development regulation shapes what kinds of development projects are feasible, and thus what gets built given market conditions. Here, we conduct two types of analyses to illuminate these dynamics. The first is a project feasibility analysis, to illuminate the magnitude of the impact of various height, density, and parking regulations on development costs, and thus on what types of projects are feasible. The second is that we inventory the costs of planned active transportation infrastructure and perform the exercise of allocating these costs to development units. This reveals that new development cannot come even close to covering the full costs of the infrastructure the City wants to build, but that development fees could make a meaningful dent as matching funds.

Our recommendations, in rough chronological order, are as follows.

- Implement a new overnight parking program. Monitor it carefully, and continually adjust the price and number of permits going forward to ensure that spaces are available and predictable.
- Reform minimum parking requirements.
- Allow for increased density and height.
- Pursue an impact fee for parks and active transportation.
- Pursue legalization of accessory dwelling units.

Relaxation of parking requirements removes rather large costs and constraints from development projects. It is then possible to levy a relatively modest impact fee for parks and active transportation. Further, the rationale for doing so is sound: as Cudahy grows, demand for these resources will increase, and an impact fee is an attractive policy option to address this demand, relative to the other immediately available options, which include grant monies and tax instruments.

Summary of Findings

These recommendations are informed by the findings from our observations, public outreach, and developer roundtables. It is worth reiterating a few of the key findings that are most relevant here:

There is evidence of rampant **underground ADU construction**. Barring a major shift in code enforcement policy, ADUs are likely to continue to be the most immediate source of additional housing in Cudahy.

Cudahy has an **extremely high rate of walking**. There is robust evidence for this: trip mode splits (33% walking) and pedestrian counts, parks surveys, and ACS data.

There is **ample on-street parking**. Average occupancy is below 40% citywide. During our observations, there were only a handful of areas where parking occupancy exceeded 85% at any given time. This is an underused resource due to the overnight parking restriction. Also note that residents are currently going to absurd lengths to park their vehicles overnight: parking in other cities and walking 1-2 miles or more home, or converting private property to surface parking at a cost of roughly \$8,000 per space.

The relatively weak real estate market in Cudahy means that **an impact fee is unlikely to be a substantial source of financing** for parks or active transportation infrastructure in the near term. At the same time, reductions in parking requirements allow the City can to still levy a modest fee while reducing the overall regulatory burden. Reducing parking requirements is key: it advances the City's multimodal goals by supporting walkable, bikeable, and transit-accessible development.

Most of the community's desires regarding parks improvements are related to **parks operations, maintenance, and programming**, not capital needs for new parks.

There is broad community support for affordable and equitable development, but **immediate concerns regarding on-street parking access** dominate residents' feedback.

Project Feasibility Analysis for Housing Developments

We conducted a feasibility analysis for various housing development projects under various parking and density and height regimes. While the relatively weak real estate market in Cudahy makes many market-rate projects infeasible, we show that with

relaxed parking and height regulations, some projects can pencil out. Further, projects with tax credits for affordable housing and grant monies can much more easily pencil out. This analysis is based on a real parcel in Cudahy on Santa Ana St. just west of Atlantic Ave. Multifamily residential development is plausible here for multiple reasons: the parcel is large enough, at 60,000 square feet; it is near Atlantic Ave., where community engagement for this project and the General Plan suggests that there is community support for increased densities, and it is currently vacant. Cost estimates in this analysis are based on RS Means, a print and web-based service that provides relatively accurate and up-to-date costs and that is commonly used by developers in the pre-development phase. The cost of land is based on Zillow for multifamily residential land in communities adjacent to Cudahy, and is estimated at \$50 / square foot. This cost estimate is conservative, in that it is higher than the land costs reflected in recent parcel sales conducted by the City, where land was valued at closer to \$25 / square foot. The value of land for a given project is likely to fall in between these two values, and would be dependent on a number of factors, including zoning, parcel access, regional markets for housing and real estate, and others.

This feasibility analysis guides the recommendations that follow, in that it illuminates the magnitude of the cost and constraint burden of parking requirements. It then guides us to propose impact fees that are smaller in magnitude than the reduced burden due to parking requirement reform.

Two-Story Market Rate Project with Two Parking Spaces per Unit

Per the Cudahy Municipal Code (CMC), residential development in areas zoned for Community Commercial (Atlantic Avenue) is limited to two stories, with a lot coverage maximum of 50%. The CMC also requires that the developer provide a minimum of two parking spaces per dwelling unit. Based on the assumptions below, if the developer were to maximize a the 60,000 sf parcel's unit potential, they could build up to 42 units and 84 parking spaces. At \$4,000 per space, the total cost of parking is \$328,000. Although the developer could theoretically provide more units by constructing structures of underground parking, it is far too expensive to do so at \$15,000 and \$30,000 a space, respectively.

In this scenario, parking was the limiting factor. With a building footprint of 29,000 sf, there was only enough area remaining to accommodate 84 surface parking spaces, which means that the developer can only provide 42 residential units. Dividing the gross building area (GBA) by 42, each unit would be approximately 1,250 sf. Each unit would contain 2-3 bedrooms, and command rents of roughly \$2,000 under current market

conditions for new developments. Despite the higher rents, the project was still over \$3.7 million in the red.

With a negative profit at sale, this theoretical project would be ruled infeasible. The project produced negative returns because the value upon completion is less than the total development cost. Put simply, the project does not produce enough income to work. This failure can therefore be attributed to the parking requirement of two spaces per unit.

Table 7.1 Scenario 1: two-story construction and two parking spaces per unit

Assumptions			
Parcel Size			60,000 sf
Building Height			2 Stories
Residential GBA			59,000 sf
Residential Footprint			29,500 sf
Net Leasable Area			52,500 sf
	<i>Number of Units</i>	<i>42 Units</i>	
	<i>Unit Size</i>	<i>1,250 sf</i>	
Parking Footprint			29,000 sf
	<i>Parking Requirement</i>	<i>2 per Unit</i>	
	<i>Total</i>	<i>84 Spaces</i>	
	<i>Space Size</i>	<i>350 sf</i>	
	<i>Construction Type</i>	<i>Surface Parking</i>	

Development Costs			
Residential Cost		<i>\$151 per sf</i>	\$8,900,000
Parking Cost	<i>Surface Parking</i>	<i>\$4000 per space</i>	\$328,000
Total Hard Costs			\$9,228,000
Soft Costs		<i>30% of H. Costs</i>	\$2,768,000
Contingencies		<i>5% of H. + S. Costs</i>	\$600,000
Land Costs		<i>\$50 per sf</i>	\$3,000,000
Total Costs			\$15,596,000

Income			
Rent per Unit		<i>Per Craigslist</i>	\$2,000
Monthly Rent	<i>No. Units</i>	<i>42 Units</i>	\$83,600
Annual Rent	<i>No. Units</i>	<i>42 Units</i>	\$1,003,200
Annual Expenses		<i>\$0.25 per sf per Mo.</i>	\$156,500
Net Operating Income			\$847,000
Value at Completion			\$12,096,000
Profit if Sold			(\$3,712,000)

Two-Story Market Rate Project with Parking Reduction

If development regulations were relaxed to one parking space per unit, then a greater number of units could be built. Based on the development assumptions, there is approximately 29,500 sf available for surface parking, which is equivalent to 84 parking spaces and 84 units. If the developer were to provide a combination of 1 and 2 bedroom units, averaging to 750 sf per unit, approximately 70 units could be built. Thus in this scenario, building height is the limiting factor. Regardless, the project produces enough income to render it feasible, with a profit of \$1,123,000.

Table 7.2 Scenario 2: two-story construction and one parking space per unit

Assumptions			
Parcel Size			60,000 sf
Building Height			2 Stories
Residential GBA			59,000 sf
Residential Footprint			29,500 sf
Net Leasable Area			51,300 sf
	<i>Number of Units</i>	<i>70 Units</i>	
	<i>Unit Size</i>	<i>750 sf</i>	
Parking Footprint			24,350 sf
	<i>Parking Requirement</i>	<i>1 per Unit</i>	
	<i>Total</i>	<i>70 Spaces</i>	
	<i>Space Size</i>	<i>350 sf</i>	
	<i>Construction Type</i>	<i>Surface Parking</i>	

Development Costs			
Residential Cost		<i>\$151 per sf</i>	\$9,050,000
Parking Cost	<i>Surface Parking</i>	<i>\$4000 per space</i>	\$278,000
Total Hard Costs			\$9,328,000
Soft Costs		<i>30% of H. Costs</i>	\$2,798,000
Contingencies		<i>5% of H. + S. Costs</i>	\$606,000
Land Costs		<i>\$50 per sf</i>	\$3,000,000
Total Costs			\$15,732,000

Income			
Rent per Unit		<i>Per Craigslist</i>	\$1,600
Monthly Rent	<i>No. Units</i>	<i>70 Units</i>	\$111,360
Annual Rent	<i>No. Units</i>	<i>70 Units</i>	\$1,336,300
Annual Expenses		<i>\$0.25 per sf per Mo.</i>	\$156,000
Net Operating Income			\$1,180,000
Value at Completion			\$16,855,000
Profit if Sold			\$1,123,000

Four-Story Affordable Housing Project with Parking Reduction

In the third scenario, we tested whether an increase in height would make projects more profitable. Continuing with surface parking we reached the maximum of 84 units at 4-stories, with a unit size of 1,250 sf.

Initially, the model was run with market-rate rents of \$2,000. However, the additional height and larger unit size resulted in high development costs that rendered the project infeasible. Subsequently, the model was run as an affordable housing project with federal tax credit equity. Residents would include families earning at or below 30% of the area median income (AMI); per the California Tax Credit Allocation Committee TCAC rent would \$700 per month. The project is feasible, since the tax credit equity covered approximately 70% of development costs. The 4-story project was able to return a profit of \$127,600.

Although a developer could provide more units by building structured or underground parking, there is not enough income to cover the additional construction costs. If market conditions were to improve down the road, the higher rents could make it possible for developers to provide structured parking.

Table 7.3 Scenario 3: four-story construction and one parking space per unit

Assumptions			
Parcel Size			60,000 sf
Building Height			4 Stories
Residential GBA			120,000 sf
Residential Footprint			30,000 sf
Net Leasable Area			105,000 sf
	<i>Number of Units</i>	<i>84 Units</i>	
	<i>Unit Size</i>	<i>1,250 sf</i>	
Parking Footprint			30,000 sf
	<i>Parking Requirement</i>	<i>1 per Unit</i>	
	<i>Total</i>	<i>84 Spaces</i>	
	<i>Space Size</i>	<i>350 sf</i>	
	<i>Construction Type</i>	<i>Surface Parking</i>	

Development Costs			
Residential Cost		<i>\$142 per sf</i>	\$17,050,000
Parking Hard Cost	<i>Surface Parking</i>	<i>\$4000 per space</i>	\$343,000
Total Hard Costs			\$17,343,000
Soft Costs		<i>30% of H. Costs</i>	\$5,220,000
Contingencies		<i>5% of H. + S. Costs</i>	\$1,130,000
Land Costs		<i>\$50 per sf</i>	\$3,000,000
Total Costs			\$26,693,000

Sources of Funds			
9% Tax Credit Equity			\$21,300,000
Developer Equity			\$2,200,000
Bank Loan (15 yrs)			\$3,250,000
	<i>Interest Rate</i>	<i>6.5%</i>	

Income (Affordable Development)			
Rent per Unit		<i>TCAC Rents</i>	\$700
Monthly Rent	<i>No. Units</i>	<i>84 Units</i>	\$58,800
Annual Rent	<i>No. Units</i>	<i>84 Units</i>	\$705,600
Annual Expenses		<i>\$0.25 per sf per Mo.</i>	\$315,000
Net Operating Income			\$390,600
Value at Completion			\$5,580,000
Profit if Sold			\$127,600

Accessory Dwelling Unit with and without Required Parking

Per the municipal code, all single-family homes in Cudahy must have at least two covered parking spaces. If a homeowner were to build an accessory dwelling unit, they would have to provide an additional covered space. For many, the cost to provide covered parking space makes *permitted* ADU construction financially infeasible. In a low-income city like Cudahy it is unlikely that a resident will have the funds or credit necessary to simultaneously pay for both the residential space and the garage. What is more, homeowners may not have enough physical land space for the ADU and covered parking.

It will cost the homeowner approximately \$65,950 to build the 500 sf ADU, and \$17,321 for the covered parking (RS Means Cost Estimate, 2016). If the ADU was rented out at \$650 per month, it will return a profit at sale of \$21,015. If the parking requirement was removed, the homeowner would save \$17,321 in upfront costs, and the profit at sale would be \$38,336. Alternatively, the City could maintain the parking requirement, but allow surface parking in lieu of covered parking.

Table 7.4 Scenario 4: ADU construction and one parking space per unit

Assumptions			
Building Height			1 Story
Net Leasable Area			500 sf
Parking Footprint			350 sf
	<i>Parking Requirement</i>	<i>ADU: 1</i>	
Development Costs			
Residential Cost		<i>\$ per sf</i>	\$131.90
		<i>Total</i>	\$65,950
Parking Cost	<i>Garage</i>	<i>One Car Garage</i>	\$17,321
Land Cost			\$0
Total Hard Costs			\$83,271
Income			
Monthly Rent (ADU)		<i>Per Craigslist</i>	\$650
Annual Rent (ADU)			\$7,800
Annual Expenses			\$500
Net Operating Income			\$7,300
Value at Completion			\$104,286
Profit if Sold			\$21,015

Table 7.5 Scenario 5: ADU construction and no parking requirement

Assumptions			
Building Height			1 Story
Net Leasable Area			500 sf
Parking Footprint			350 sf
	<i>Parking Requirement</i>		<i>ADU: 1</i>
Development Costs			
Residential Cost		<i>\$ per sf</i>	\$131.90
		<i>Total</i>	\$65,950
Parking Cost	<i>Garage</i>	<i>One Car Garage</i>	\$0
Land Cost			\$0
Total Hard Costs			\$65,950
Income			
Monthly Rent (ADU)		<i>Per Craigslist</i>	\$650
Annual Rent (ADU)			\$7,800
Annual Expenses			\$500
Net Operating Income			\$7,300
Value at Completion			\$104,286
Profit if Sold			\$38,336

Implement a New Overnight Parking Action Plan

Managing On-Street Parking Advances Sustainability and Affordability by Enabling Parking Reform

Active management of on-street parking is a practical and political prerequisite for reform of off-street parking requirements. If on-street parking is consistently very difficult to find, or in the case of overnight parking in Cudahy, prohibited, this creates a political imperative to build off-street spaces and maintain minimum parking requirements. Permits enable the City to manage on-street parking so that availability is consistent and guaranteed, without imposing the high and inequitable costs of minimum parking requirements.

We provide detailed recommendations regarding overnight parking on City streets. Why? Residents repeatedly answered questions about minimum parking requirements with extensive feedback on the current overnight parking situation.

Current Overnight Parking Policy

In 2015 the City initiated a pilot parking program to allow residents to purchase permits for overnight parking. Up until that point, Cudahy had banned parking on city streets between 3 a.m. and 6 a.m. Responding to community feedback, the City seeks to improve the permitting process for overnight parking. The goal is to make the permit application process reasonable, accessible and simple. Easing the requirements for overnight parking will have demonstrable, immediate benefits to residents, allow for a more efficient use of a public resource, and allows the City to reduce the pressure on developers to provide for all residents' cars to be parked off street.

To participate in the current pilot program, residents must present to City Hall staff a valid photo-ID and vehicle registration, and documentation establishing a parking burden.¹ Eligible residents may purchase one overnight parking permit² per dwelling unit; permits are priced at \$1 per day for residents and \$2 per day for guests. On street sweeping days, however, overnight parking is prohibited, regardless of whether a permit has been obtained. Residents can, however, purchase a separate weeklong guest permit to allow them to park overnight on street sweeping days.

Community Response + Data Analysis

At a community workshop and focus group organized by the UCLA Lewis Center, From Lot to Spot, and City Planning staff, residents described their parking behaviors before and after the pilot's initiation. Although residents are in strongly in favor of maintaining the pilot permit program, they expressed frustration over its navigability, terms, and price. The most common criticism concerned the street sweeping schedule. To legally park on Monday and Thursday nights, residents have had to visit City Hall to obtain guest parking passes; this workaround is quite burdensome for residents as well as being a burden on City staff time and resources.

On September 18th, 2015, researchers from UCLA collected data on overnight parking. On that night, there were 219 cars parked on the streets. Based on an estimated supply of 3,550 parking spaces, approximately 6% of spaces were occupied. Obviously, resident participation in the pilot is somewhat limited. Likewise, city staff reported that the volume of applicants has been lower than the demand anticipated. Accordingly,

¹ Residents must prove that the number of cars registered to the address exceeds the number of on-site spaces.

² Permits are not issued for the parking of recreational, non-operational, or commercial vehicles.

UCLA Lewis Center researchers recommend that the City revise its overnight parking policy and implement a new pilot program starting in July, 2016.

Recommendations

We recommend that Cudahy keep its permitting process, as it will help the City manage its on-street parking in years to come. Further, residents expressed a clear preference for permits to stay in place as opposed to simply allowing for on-street parking without a permit. We believe that this preference stems from a real and justified concern about interjurisdictional spillovers and the existence of a black market for parking permits in the Gateway Cities. The application process, however, should be simplified to make it easier and cheaper for residents to utilize, and reduce the associated administrative costs. The program should aim to be cost-neutral, with a price structure founded on staff and administrative costs; based on community feedback and comparisons with other cities in Los Angeles County, \$40 per year may be the appropriate price. If the program is profitable, dedicating revenue to specific improvements, like street improvements, will help residents perceive the benefit of the permit price.

Parking management strategies were presented to the community at a focus group session held February 29, 2016. Based on information gleaned from that focus group meeting and conversations with city staff, the following is recommended:

Table 7.6 Recommended overnight parking policy items with explanation

Policy	Rationale
The initial application shall be submitted at City Hall. Permits are valid up to 12 months, and can be renewed online; monthly, 6-month and 12-month permits will be offered.	It is important that the City offer low priced, short term options for residents; even seemingly small sums can be a burden for low-income residents, Likewise, residents may simply prefer to purchase permits as needed.
Residents shall present photo ID and proof of residency. Acceptable forms of identification include a California Driver's license, State ID, Military ID, or passport. Proof of residency can be satisfied with a rental agreement, mortgage document, utility bill or bank statement.	Residency can be established using simple, easily obtainable documents, without triggering concerns about citizenship or immigration status.

Residents are not required to provide evidence of a parking burden (defined above).	This was an overly burdensome requirement in the pilot that drove down participation
Residents may purchase up to three parking permits, provided that all vehicles are registered to a Cudahy address. Permits are priced on a graduated structure, with a \$10/year increase for each additional permit.	Restricting the maximum number of permits available per dwelling unit will reduce concerns over a black market developing for permits. Likewise, a graduated pricing structure will discourage residents parking multiple cars on the streets and purchasing more permits than they actually need.

Implementation

The current overnight parking pilot program is set to expire on August 31st, 2016. At that time, the new 6-month pilot program would be launched. On multiple occasions, the pilot program should be evaluated via parking study and resident surveys. From there, City Planning staff can advise whether to fully adopt the revised overnight parking program or make any additional changes.

Parking permits will be produced by an outside vendor, who will also maintain the online application system. The administrative cost to process each permit through a vendor is \$5 per permit issuance. In terms of staffing, the program is estimated to occupy staff time according to the schedule below.

Table 7.7 Overnight parking program administrative costs

City Hall Receptionist	Municipal Officer	Community Development Manager
5% of time @ 40 hours a week Yearly Salary: \$20,650	90% of time @ 40 hours a week Yearly Salary: \$27,550	5% of time @ 40 hours a week Yearly Salary: \$87,350
\$1,032	\$24,795	\$4,367

Adding up staff costs, program administration will cost approximately \$30,200 per year. If permits are priced at \$40 each, with a \$5 loss to the vendor, the City would have to sell just 865 permits to be cost neutral. For reference, we estimate that there are 3,550 on-street spaces in the City.

Ongoing Monitoring

Annually, the City should monitor how many permits are sold, rates of parking occupancy throughout the City, and spatial distribution of permit purchasers. Annually, the City should adjust permit prices accordingly, lowering the price if occupancy is low, and raising it if occupancy is high. If and where there is substantial crowding, the City can also implement parking districts to manage parking by neighborhood. A process for neighborhood opt-in and opt-out via public referendum might also be implemented. Ongoing monitoring and ongoing adjustments are crucial to ensuring that on-street parking is well managed and available occupancy is consistently and predictably available. Without this, reducing or removing minimum parking requirements, even with all of the benefits of doing so, will be a tough sell.

Revise Local Development Regulations

Regulation can't dictate exactly what people will do or how they will live, but it can set up the right incentives. Regulation is but one factor among many that determine behaviors and choices with respect to transportation and housing. People – and firms – make choices based upon preferences, prices, markets, and many other external factors.

In proposing these revisions, our intention is to create conditions that allow for the development of housing, particularly affordable housing; as well as conditions that enable Cudahy to grow with a multimodal transportation system and an urban form that is supportive of walking, biking, and transit.

Zoning and local land use regulations such as minimum parking requirements affect the cost of housing and what kinds of development projects are feasible. We aim to reduce the net burden imposed on developers, and to shift the burden that remains towards fees and exactions that align with the City's goal of being a multimodal and sustainable City.

Reform Minimum Parking Requirements

As the crucial link between transportation and land use, and the largest regulatory burden currently placed on new development, parking is a crucial component of these recommendations. We recommend changes to minimum parking requirements as well as to the management of on-street parking.

The intention of minimum parking requirements is to prevent parking spillover and strain of scarce on-street parking resources. This seems reasonable at first, but minimum parking requirements immediately run into problems. First, how much parking to require? Planners have approached this problem by attempting to determine the peak demand for *free* parking. But parking is not free; it is quite expensive to build.³

Because these costs get shifted into the cost of housing, minimum parking requirements have well-known negative unintended consequences. They limit the production of housing units by raising development costs and reducing the amount of land available for housing. They make affordable housing especially difficult to build, and more generally, they prevent developers from constructing housing for persons without cars and those willing to park on the street. Taken together, these effects raise the cost of housing. They also force people who don't drive or can't afford a car to pay for parking they don't use. By ensuring that all parking is free, planners subsidize one of the largest costs of driving and car ownership, and make other forms of transportation relatively less appealing.

But don't people have cars, and need to park them somewhere? Yes, but minimum parking requirements are not necessary for developers to provide parking – they can still provide as much parking as they think there is a market for and that people are willing to pay for, and the evidence shows that they will still build parking (Manville 2014). With minimum parking requirements relaxed or removed, developers can also price parking separately from housing. The demand for parking is not a fixed, magical number that can only be estimated by transportation engineers. Rather, the demand for parking spaces is as responsive to price as the demand for any other good. To cite Manville (2014):

Housing consumers, like consumers in all markets, have myriad tastes. Of course many people want parking attached to their unit. But “many people” is not “everyone.” Some people will live in buildings with little parking. Maybe these people don't drive, or don't mind parking a small distance from where they live. Perhaps they could not afford housing if it automatically included a parking space. Parking requirements deprive these people of options, and threaten the vitality of cities.

As the feasibility analysis shows, there is only so much burden that the City can place on developers, given the financial realities that both profit and non-profit developers

³ Construction costs for parking: underground parking is priced at \$30,000 per space, structure parking at \$15,000 per space, and surface parking at \$6,000 per space.

face. Reducing parking requirements allows the City to focus the burden it does place on regulations that advance its vision of the City it wants to become. Reducing parking requirements also allows affordable developments and accessory dwelling units to pencil out, easily, and makes many more market-rate developments feasible.

As Willson notes, many local planners and elected officials are reluctant to change minimum parking requirements, feeling more comfortable with precedent. However, there is no magic to current requirements, and there are many cities that have had success reducing minimum parking requirements. In downtown Los Angeles, a 1999 law exempting historic buildings in the downtown core from minimum parking requirements resulted in a very large boom in the production of housing downtown. Other large cities such as Portland, Washington, D.C., and San Francisco have removed parking minimums. Locally, cities such as Lancaster, San Bernardino, and Temecula have reduced their parking requirements in transit-oriented areas or in their downtown cores. Parking requirement reductions have been enacted successfully in suburbs, urban cores, and small towns, and in wealthy neighborhoods, low-income neighborhoods, and neighborhoods in between (Strong Towns, 2015).

Current residential parking requirements for Cudahy are shown in Table 1. Based on regulations published in the Cudahy Municipal Code and parcel data from the LA County Assessor's Office, the theoretical supply of on-site residential parking is roughly 15,850 spaces. Note that all of these requirements are above the citywide vehicles per unit, which is 1.67 (see p. 5.32).

Table 7.8 Residential Parking Requirements, City of Cudahy Municipal Code

Required Number of Parking Spaces	
One-Family Dwellings - <i>One unit</i>	Two parking spaces with an enclosed garage
One-Family Dwellings - <i>Two units</i>	Three parking spaces with an enclosed garage
One-Family and Multiple Dwellings - <i>More than two units</i>	For legal nonconforming lots, there shall be at least three parking spaces for each dwelling unit, two of which shall be within an enclosed garage. Otherwise, each dwelling must have a two-car garage and one guest parking space. Dwellings with five or more bedrooms must have a three-car garage and one guest parking space
Trailer Parks	Two parking spaces per trailer site

These recommendations take a sequential approach to parking reform in Cudahy. Policy can then be adjusted in response to community feedback and observational parking studies. The new overnight parking action plan would be implemented and monitored over the next 6 months to a year. Reductions in minimum parking requirements can be implemented over the next 1-3 years.

Removing parking requirements will not prohibit developers from including parking in their projects. Rather, removing parking minimums gives developers the freedom to provide as much or little parking as they like. The developer will provide the amount of parking spaces they think buyers will demand. Lenders also often make the provision of financing conditional on providing parking in the development.⁴

Short of removing minimum parking requirements altogether, the City may wish to take more incremental steps. Here we outline some options. The project feasibility analysis for housing developments shows that simply **reducing the requirement from 2 spaces per unit to one space per unit** makes a great deal of difference in the types of developments that are feasible. The reduction need not even be this large: 1.5 spaces per unit, or even 1.8 spaces per unit, could make a difference in project feasibility for multiunit buildings. ADUs will rarely be feasible with a requirement of even one space per unit. We recommend a separate regulation for accessory dwelling units that does not require any parking for those units. This step could be taken after the initial

⁴ It is typical for a lender to require at least one space per dwelling unit.

monitoring of the overnight parking action plan, in mid-2017. A few years after implementing this, the City could consider further reductions, perhaps around transit stations, or reductions to commercial parking requirements.

Willson (2013) outlines a thorough process with a myriad of options for reforming parking minimums. These include in-lieu fees, “unbundling” or allowing tenants to pay for parking separately from housing, and allowing for the substitution of dedicated spaces for shared cars. Rather than proscribing the details here, we simply note that some kind of reform of the parking requirements is a prerequisite to enabling affordable development, as well as to the implementation of impact fees more aligned with the City’s multimodal, sustainable vision for itself.

Residents expressed ambivalence about the idea of removing parking minimums at community meetings. Some residents believed that housing costs and the impacts on affordability were a good reason to remove parking minimums. Some residents thought that they should only be removed under certain conditions. Many residents expressed concerns about parking spillover. This underscores the importance of effective on-street parking management, as well as continued community engagement.

Allow for Increased Density and Height

In their 2013 Housing Element Update, Cudahy acknowledged the severe deficiency between the number of residents and the number of available housing units. The City recognized that restrictions on residential density and building height will have to be eased in order to promote the production of new housing, while still maintaining affordability.

Regulatory adjustments would incentivize housing production, by providing developers with the financial returns they need in order to pursue a project. For one, taller and denser projects have lower per unit costs, since fixed project costs can be spread across more units. Second, the developer would collect be able to receive additional income from the ‘new’ units.

Two regulations in particular constrain what developers can currently build in Cudahy: the height limit and the maximum density. Citywide, the maximum height of a residential building is limited to two stories or 35 ft, whichever is less. Out of 3,580 residential buildings citywide, 85% are one-story buildings and 15% are two-story buildings; the average building height is 13.9 ft. Residential density restrictions for each land use designation are outlined in Table 7.9.

Table 7.9 Density restrictions per zoning designation

Land Use	Description	Maximum Density
Low Density Residential	Single-family development on small lots	9 DU/acre
Medium Density Residential	One or two single-family units on a lot or multifamily developments	12 DU/acre
High Density Residential	Single-family and multifamily developments on lot that are predominantly one-half acre in size	<1 acre: 16 DU/acre 1-1.9 acres: 20 DU/acre 2-2.9 acres: 25 DU/acre 3+ acres: 30 DU/acre
Community Commercial	Service and retail stores as found along the Atlantic Avenue corridor. Also includes mixed use.	Maximum 1.5 FAR

At the Developer Roundtable, we learned that limitations on height and density had discouraged developers, affordable and market-rate, from pursuing projects in Cudahy. Therefore, we recommend that the City permit greater heights and density along Atlantic Avenue and areas zoned for Community Commercial use. Based on community feedback, a height limit of 5 stories is reasonable. In addition, above five stories, the construction methods and materials qualitatively change the nature of the project. We also suggest increasing the maximum building height by at least one story in areas zoned for High Density Residential use. In addition, it would be prudent for the City to upzone parcels bordering the Los Angeles River for higher densities, as demand for their development will almost certainly increase once the river revitalization process begins. To be effective, height and density standards would have to be adjusted simultaneously, as the most restrictive requirement that remains will be what prevents project feasibility. The City should also consider implementing a Graduated Density Zoning program to promote targeted, dense development. With Graduated Density Zoning, higher densities are allowed on larger parcels (Shoup, 2008). Ultimately, efforts to improve the regulatory environment for development will put the City in a better position to exact fees or ask developers for affordable housing.

Although residents supported our initiative to increase heights along the commercial corridors, they opposed across the board increases in density. They stated that the City is already “overpopulated,” and that single family neighborhoods need to be protected.

Pursue an Impact Fee for Parks and Active Transportation

Because of the relatively weak real estate market in Cudahy, the focus of this work program shifted away from proposing an impact fee and toward grant readiness and on-street parking reform. Further, we underestimated the substantial legal work that is necessary to establish an innovative nexus, as elaborated below. What we do here is lay out a framework for such a fee and identify the needed next steps.

Magnitude

The impact fee must be implemented after the reduction of minimum parking requirements, in order to ensure that the overall burden on developers is not increased. Here we assume that minimum parking requirements have been reduced by at least one space per unit. Thus, the magnitude of the total impact fee for parks and active transportation should strictly not exceed \$8000, the cost of one surface parking space. Setting the amount of the fee is an exercise in balancing competing demands: on the one hand, the smaller the fee, the smaller the impact on potential project feasibility. On the other hand, the larger the fee, the more revenue collected per project. This is a classic example of a price-setting problem that can be solved by a market, but with the significant caveat that there is a procedural and political cost associated with changing the price, and opportunities to assess whether the price is right are few and far between due to the low rates of development in Cudahy currently. Something like \$2,000 per unit for accessory dwelling units and \$3,000 per unit for multi-unit buildings is a first guess.

Even with only a handful (5-10) developments a year, most of them ADUs, it is feasible that an impact fee of this amount could provide the matching funds for active transportation capital improvements. Consider that the estimated cost of all of the colored bike lanes currently planned in the City's SRTS Plan is \$180,000. A typical match to compete in a granting program like the state's Active Transportation Program would be 10%, or \$18,000. Thus, a small impact fee could make a material difference by providing matching funds for grant funding.

Parks: Needs, Costs, and Nexus

The key challenge in designing the parks fee is that parks needs in the City of Cudahy are not capital in nature. There is very little available land for new parks, and residents' expressed a clear preference for improvements to programming and maintenance at existing parks rather than construction of new parks. However, the legality of using

impact fees for programming and maintenance is not entirely clear. The letter of Mitigation Fee Act, the California law that grants local jurisdictions the authority to levy impact fees, does not clearly distinguish capital, operations, maintenance, and programs. It clearly allows for capital expenditures but is less clear on how those are defined. It might be possible to define, for example, a nexus for new bathrooms or new toilets – small capital expenses which might typically be conceptualized as maintenance costs. Recent case law is relatively short on examples. The City Attorney's Office would need to review, and consider retaining the services of attorneys who specialize in California's Mitigation Fee Act.

Table 7.10 Parks costs for impact fee calculation; demographic data from 2014 American Community Survey (U.S. Census)

	2012 - 2013	2013 - 2014	2014 - 2015	2015 - 2016
Parks and Recreation	\$801,397	\$789,128	\$903,277	\$912,427
<i>Personnel</i>	\$533,109	\$512,903	\$715,425	\$248,125
<i>Operations</i>	\$268,288	\$276,225	\$187,852	\$664,302

	2012 - 2013	2013 - 2014	2014 - 2015	2015 - 2016
Parks Maintenance	\$386,378	\$384,860	\$347,557	\$273,407
<i>Personnel</i>	\$193,273	\$170,619	\$283,643	\$66,937
<i>Operations</i>	\$193,105	\$214,241	\$63,914	\$206,470

	2012 - 2013	2013 - 2014	2014 - 2015	2015 - 2016
Recreation	\$415,019	\$404,268	\$555,720	\$639,020
<i>Personnel</i>	\$339,836	\$342,284	\$431,782	\$181,188
<i>Operations</i>	\$ 75,183	\$ 61,984	\$123,938	\$457,832

	2012 - 2013	2013 - 2014	2014 - 2015	2015 - 2016
Per person costs	\$33	\$33	\$37	\$38
<i>Maintenance</i>	\$16	\$16	\$14	\$11
<i>Recreation</i>	\$17	\$17	\$23	\$26
<i>Household Size</i>	4.25	4.28	4.30	4.30
Per Unit Per Year Fee Estimate	\$141	\$140	\$160	\$161

The City's current parks maintenance expenditures are roughly \$11 per resident per year (2015 - 2016). It stands to reason that to maintain the same level of service with growth, an impact fee could charge this amount, amortized over the lifetime of the unit. Assuming a 3% rate of inflation, a lifetime of 50 years, this is roughly \$1,250 per person. This can be converted to a per unit cost by making an assumption about the number of people per unit. This could be 1-1.5 for ADUs, and more for multifamily units. The City's current average is 4.3 persons per unit. Again, it is unwise to set the price at this full

cost, given the weak real estate market in Cudahy. To show a nexus, the City will need to model the relationship between development and the need for maintenance, or possible construction of facilities. For reference, the City of Santa Monica has a recommended parks impact fee \$5,060 per dwelling unit ([City of Santa Monica, 2013](#)).

The City's current parks programming expenditures are roughly \$26 per resident per year. Although it's quite reasonable to state that there is a nexus between new growth and the need for parks programming, the legality of a nexus fee for programs is questionable. These financial needs may be best met by user fees or other instruments.

Active Transportation: Needs, Costs, and Nexus

There are few models for active transportation impact fees. What few exist rely upon positing walking and biking as ways to reduce the predicted number of vehicle trips. The number of trips reduced is typically modeled using a travel demand model. There is ample precedent for doing so, and thus using travel demand models perhaps limits legal risk. This regulatory scheme is currently in use in the City of Santa Monica and is in development in the City of Los Angeles. But these travel demand models often lack empirical validation, and they rely upon the assumption that all growth must generate vehicle trips. When biking and walking are primarily viewed as ways to reduce vehicle trips, support (financial and political) for these modes is diminished when vehicle travel is reduced in more direct ways, such as parking reform and pricing driving. In other words, this scheme inadvertently pits biking and walking against directly dealing with the problems with driving and cars. Further, and to cite a more specific example, if a proposed development is an ADU with no parking and no vehicle trips predicted, under this regulatory regime there would be no mechanism to collect funds to support infrastructure for walking, biking, and transit access for the people who will live in that ADU.

We thus must turn to alternative conceptions of the relationship between growth and transportation. It may be possible to use much cruder models of this relationship, and environmental case law suggests that the courts will not scrutinize their empirical validity. A City might simply adopt a mode split goal and seek to fund policies and infrastructure that are empirically known to advance that goal. Or, using trip generation surveys, a City could directly model the new biking and walking trips that come from a development, and fund the infrastructure to support them. These examples are necessarily vague, and more work is needed, with strong legal research.

At over \$6.4M, the City's capital needs for active transportation would need to be spread over thousands of units in order to be conceivably funded by a development impact fee. But it is not unimaginable that perhaps half of these costs could be funded by a modest \$2,000 / unit fee spread out over 1,500 units over the next twenty years. With regulatory revisions and upzoning, construction at that rate is plausible.

Table 7.11 Cost of the SRTS Plan infrastructure

Improvement	Units	Per Unit Cost	Quantity	Total Cost
Bike route with sharrows	Linear mile	\$15,000	0.6	\$9,000
Bike route with greenback sharrows	Linear mile	\$50,000	3.4	\$170,000
Colored bike lanes	Linear mile	\$100,000	1.8	\$180,000
Bike lane one side, bike route with greenback sharrows on the other side	Linear mile	\$50,000	2.4	\$120,000
Double buffered bike lanes	Linear mile	\$75,000	0.4	\$30,000
Bike path with lighting	Linear mile	\$2,000,000	1.9	\$3,800,000
Bike and scooter/ skateboard racks	Number	\$250	170	\$42,500
Advanced stop lines / yield markings	Number	\$1,000	44	\$44,000
Curb Extensions with curb ramps	Number	\$10,000	78	\$780,000
Large curb extensions with curb ramps	Number	\$15,000	8	\$120,000
Bus bulbs	Number	\$15,000	10	\$150,000
Reduce curb returns (count each face)	Number	\$3,000	2	\$6,000
Protected left turns	Number	\$31,000	2	\$62,000
Audible pedestrian signals	Number	\$500	56	\$28,000
Countdown signals	Number	\$4,000	32	\$128,000
Crossing islands (pair)	Number	\$4,000	4	\$16,000
Move bus stops	Number	\$5,000	1	\$5,000
Raised crosswalks	Number	\$18,000	16	\$108,000
Median nose	Number	\$1,000	68	\$8,000
Sidewalk	linear feet	\$50	200	\$10,000
Signs	Number	\$250	37	\$9,250
Remove pavement markings	Number	\$150	4	\$600
Remove signals (per intersection)	Number	\$10,000	1	\$10,000
Stop signs with flashing LED lights	Number	\$4,000	9	\$36,000
Zebra-stripe crosswalks on 2-lane streets	Number	\$1,500	39	\$58,500
Zebra-stripe crosswalks on 4-lane streets	Number	\$3,000	6	\$18,000
Roundabouts	Number	\$250,000	1	\$250,000
RR pedestrian gate with edge line	Number	\$2,000	4	\$8,000
Landscaped islands	Number	\$2,000	7	\$14,000
Mid-block curb extensions	Number	\$5,000	2	\$15,000
Flatten sidewalks with driveway ramps in buffer	Number	\$2,000	100	\$200,000
Raised sidewalk	Square feet	\$12	150	\$1,800
Move curbs in to narrow driveway	Number	\$1,000	2	\$2,000
Designate bus loading area	Number	\$800	1	\$800
TOTAL				\$6,440,450

Implications for Accessory Dwelling Units

Reduction in parking requirements will make legal ADUs feasible. It's likely that a significant portion of any real new construction of housing that could come from this proposed regulatory scheme would come from ADUs. It's possible that much of the revenue from impact fees in the short-term will come from property owners who are constructing legal ADUs. These are not the people who typically come to mind when developers are discussed, but they are likely to be a significant share of the developers in Cudahy. It's important to keep this in mind when considering these recommendations, because ADUs are not what is typically imagined by the words "affordable housing," nor are single-family homeowners what is typically imagined by the word "developer."

Other Funding Sources for Parks and Active Transportation

The City currently operates at a deficit, and has been drawing down a small reserve over the past few years. The City's general fund is not a viable source of support for parks and active transportation improvements. The General Plan identifies an initial strategy of hiring a grant writer, which our initial work certainly suggests would be effective.

We also recommend that the City return parking permit revenues to local streetscape improvements. As described by Shoup (2005), this builds political support for parking pricing while returning benefits to residents.

Parks Improvements

Just as water, sewer, and public safety are considered essential public services, parks are vitally important to establishing and maintaining the quality of life in a community. Parks and recreation centers promote healthy lifestyles, foster community interaction and improve educational opportunities. Given the limited availability of open space in Cudahy, we suggest that the City focus its efforts on improving existing park facilities, increasing staffing and offering new and expanded programs. Parks programs should aim to be revenue neutral, utilizing user fees as is feasible.

The following recommendations for park and recreation facilities are based on the results of the survey and public input. Throughout this process, several themes emerged:

User surveys revealed that the current level of *park maintenance* is inadequate.

- Restrooms require continual maintenance to adequately serve the public. Each restroom should reliably offer at least a minimum level of service, including being as safe, clean and accessible as possible. Although restrooms are regularly cleaned and generally repaired as needed, heavy use and sometimes misuse by the public makes it difficult to keep them in a condition acceptable to all. Accordingly, we recommend increasing the frequency of restroom servicing. This will better enable staff to respond to park user complaints that restrooms are “dirty” or “disfuncional.” To keep costs low, restrooms can be locked when the park is closed.
- Vandalism and graffiti are persistent problems in public parks; they adversely affect quality of life and community attractiveness. Abatement will require a multifaceted approach, that focuses on removal and design improvement. With regards to graffiti, blank, smooth surfaces are most frequently vandalized - walls, signs, restrooms, play equipment. Low cost, preventative tactics include community murals, barrier coatings, and landscaping.
- Multiple approaches to improving safety: Residents discussed different ways to improve safety at the community meeting, from improved lighting, increased monitoring and maintenance to hosting community events. For residents, the idea of increasing community presence through community events was an important part of safety.
- In general, the City needs to address a backlog of deferred park maintenance. Doing so will require the City to place more staff in parks. There are currently 1.63 full-time equivalent employees (FTE), at a personnel cost of \$66,937. If the City were to retain 3 full-time employees, they would incur a personnel cost of \$123,196; this is \$56,259 more than what is budgeted for in 2016. Residents were interested in volunteering to help with park upkeep, however, there would likely still be a cost for maintenance beyond the City's current budget.

Residents request that the City offer additional recreational programming and expand existing successful programs.

- Parks programs provide places for health and well-being that are accessible by persons of all ages and abilities. In fact, recent study concluded that park

programming is the most important correlate of park use and park-based physical activities. In community meetings, residents also felt that programs and events could create a sense of ownership and increase safety. In view of that, we recommend that the City enhance its offerings and place more staff in parks. The most requested recreational programs, for both youth and adults, included sports leagues, and fitness and dance classes. Based on anecdotal evidence and community feedback, soccer, skating, cheerleading, and baseball are the most popular physical activities amongst Cudahy youth. In addition, Cudahy should offer more programs targeted towards senior populations.

- Within the recreation department, there are currently 7.5 full-time equivalent (FTE) employees, at a personnel cost of \$181,188 or \$24,158 per FTE. If the City were to retain 10 full-time employees, they would incur a personnel cost of \$241,584; this is \$60,396 more than what is budgeted for in 2016. Additional programs could be staffed by resident volunteers - for example, a parent could coach a sports league in exchange for a fee remission for their children.
- Given the limited budget, members of the technical advisory committee offered ideas for increasing programming, such as working with local universities to provide programs or partnerships with nonprofits, including nonprofit hospitals. Community members expressed interest in volunteering and asked about a nonprofit organization that could sponsor park volunteer opportunities.

Rethinking existing open space:

- Several residents suggested that the City establish a community garden.
- Many noted that Cudahy River Park is severely underutilized and often locked
- How can the City improve its connection to the river?
- Given the lack of available open space, should the City explore a shared use agreement with the local school district and LAUSD? During the summer months, could school facilities be used for sports leagues?

Active Transportation Improvements

The City's Safe Routes to School Plan is fairly comprehensive in terms of proposing walking and biking networks that connect the City. Implementing that is an excellent place to start. In addition, consider the following findings as important principles.

Support walking and walking infrastructure. Cars and driving are a common way of traveling so this infrastructure will matter for growth. Cars play an important role, especially around getting to work, but Cudahy also has a high amount of walking. As the City grows, it is important not to let future growth have a negative effect on infrastructure for walking. With high rates of walking measured through both pedestrian counts and through surveys, the importance of safe, hospitable street design for walking is extremely important. Community members also commented on a lack of sidewalk maintenance and that concerns about safety could reduce walking, so transportation infrastructure will extend beyond city streets. Cudahy may also be in a good position to apply for grants to improve pedestrian infrastructure due to their high rates of walking compared to other cities.

Include carpooling in transportation conversations. When projecting auto demand from growth, knowing the amount of trips by carpooling compared to driving alone can help provide a better estimate of increases in vehicles due to growth. If conversations on driving and public transit exclude discussion on carpooling, we will not have a full understanding of the overall transportation picture. Parking reforms such as removing minimum parking requirements and adequate parking pricing incentivize carpooling, so the City has a role to play in enabling and encouraging carpooling

Importance of a regional perspective. Cudahy is a small city and residents not only travel to other locations in Cudahy but to other Gateway cities or the larger region. Travel boundaries do not stop of the Cudahy city boundary and regional planning is critical when looking at transportation infrastructure. This can also present a challenge for Cudahy as even when the City creates transportation policy, they will still be affected by transportation policies in nearby cities.

Improvements to public transportation. Public transportation also plays an important role and residents discussed increasing CART service during community meetings, including increasing frequency of routes or having routes that go in two different directions. While adding routes may be costly, residents also raised the idea of new bus shelters that had seating and shade.

Conclusion and Directions for Future Work

Towards Implementation

All of these recommendations depend upon implementation by the City. City staff, the City Council and engaged residents will be the key actors. Ongoing monitoring and evaluation will be just as important as discrete policy changes. As of July 27, the City has adopted a modified version of our parking pilot recommendations, albeit without the recommendations regarding simplified identity and vehicle registration documents.

Some Final Notes on What We Learned

We confirmed that large, administrative data sets such as the Census and the NHTS do not fully capture travel behavior in particular communities such as Cudahy. Direct observations revealed that parks are extremely well-used, and walking is an extremely prominent mode. Through public outreach, we found and learned from a highly engaged community that understands the need for growth, and speaks with compassion about overcrowding, but is at the same time focused on current problems.

We learned how little of the empirical literature and best practices for land use regulation are relevant to cities with low-income populations. Likewise, the literature and dialogue on affordability is to a notable extent not very applicable to Cudahy. With some regulatory reform, there is hope for affordable housing developers to be able to execute projects in Cudahy, and the developers at our roundtable were excited to be invited to the conversation. At the same time, ADUs – the greatest source of affordable housing construction in the City, and extremely affordable at that – are a topic that is not well-grasped by the literature or the dialogue. Their existence is hidden, or willfully ignored. ADUs will not be an easy reality to accept, but accepting them and building a path to legalization is the only way to ensure that residents of Cudahy live in safe and secure dwellings.

Our understanding of impact fees and their potential applicability was poor at the outset of this project. We learned that policy frameworks and dialogues centered on strong real estate markets and large urban areas can have low applicability to small jurisdictions and low-income areas.

Municipal fiscal policy is a deep field, and we touched the edges of it while grasping its importance. Better understand intergovernmental transfers, such a subsidy for no

property tax cities. It may or may not be promising for the City to raise conventional tax instruments, such as the sales tax and the property tax. It is outside our expertise, but quite germane to the question of how to fund parks and active transportation.

Future Research

More work is needed to advance better policy frameworks for cities grappling with significant underground ADU construction. The literature lacks a systematic understanding of the financial challenges faced by low-income cities, and the relationship between these financial situations and the provision of transportation infrastructure, particularly active transportation infrastructure. As the high rates of walking in Cudahy, particularly for school travel, show, continued work is needed to develop granular understandings of travel behavior that account for local access as well as demographics and nativity. The empirical literature regarding land use regulation is relatively nascent, beset by empirical difficulty, and lacks in studies of low-income communities.

Implications for Regional and State Governments

This work underlines the extent to which it is important for regional and state governments to support parking management, as it is a key barrier to parking reform, which in turn is a key barrier to affordable housing production and strategic growth.

The policy frameworks and discourses related to strategic growth tend to implicitly refer to strong real estate markets where the dangers of gentrification are a dominating concern. More careful focus is needed on areas of concentrated poverty and weak real estate markets.

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List of Appendices

Appendix A: Park Observation Forms

Appendix B: Park Survey Forms

Appendix C: Public Participation Spectrum

Appendix D: Parking Focus Group Discussion Notes

Appendix E: June 1 Community Meeting Discussion Notes

Appendix F: Survey Responses- Open-ended comments

Appendix G: Affordable Housing Calculations

List of Activities

If applicable, choose an activity from this list

Baseball/softball

Basketball (indoors)

Basketball (outdoors)

Picnic

Celebration with large group

Frisbee

Gymnasium activity

Exercise Equipment

Playground

Playing Chess

Sitting in Park (by themselves)

Sitting in Park (with groups)

Sleeping

Skating

Soccer

Tennis

Walking

Walking with dog

Watching Kids on playground

Watching Sport (please indicate sport)

PARK SURVEY ADMINISTERED AT PARKS

Appendix B

Park User Survey

Survey also available in Spanish

INTERVIEWER TO READ STATEMENT: "This survey is about [name of park]. Please think about this park when you answer the questions."

Surveyor ID	_____
Park	_____
Date	_____
Time	_____

- How often do you come to this park? (check one)
 - Daily
 - A couple times per month
 - This is the first time
 - A few times a week
 - Monthly
 - Once per week
 - A few times a year
- On a typical day when you go to the park, how long do you stay at the park? (check one)
 - < 15 min.
 - 2 – 3 hours
 - 15-30 min.
 - 3 – 5 hours
 - 30-60 min.
 - More than 5 hours
 - 1 – 2 hours
- How did you get to the park? (check one)
 - Walk
 - Bike
 - Car
 - Public transit
- Who did you come to the park with? (Check all that apply)
 - Came alone
 - Family (child)
 - Family (adults)
 - Friends
- What do you usually do in this park? (Check all that apply)
 - Baseball/softball
 - Celebrations, picnics
 - Exercise Equipment
 - Sitting in Park (relax)
 - Tennis
 - Supervise Children
 - Basketball (indoors)
 - Frisbee
 - Meet friends
 - Skating
 - Walking
 - Local Events
 - Basketball (outdoors)
 - Gymnasium activity
 - Playground
 - Soccer
 - Walking with Dog
- In general, how safe do you feel the park is? (check one)
 - Very safe
 - Safe
 - Not very safe
 - Not safe at all
- If you don't feel safe, why? (Check all that apply)
 - Safety hazards
 - Crime or violence
 - Other _____
- Do you allow your child to go to the park alone? (check one)
 - Yes, often
 - Yes, sometimes
 - Rarely
 - Never

PARK SURVEY ADMINISTERED AT PARKS

9. Do you or your children participate in any of the programs sponsored by the City Department of Recreation and Parks? (Check one)

- Yes, including: _____
- No (why not?): _____

10. Condition of Park (check one)

- This place has enough lighting at night Yes No N/A
- There is broken glass in this place Yes No N/A
- There is spray paint, graffiti, or tagging in this place Yes No N/A
- There is litter in this place Yes No N/A

11. What is the nearest intersection to your home? (complete street name)

Major Street: _____ Cross Street: _____

12. Are there other parks closer to your house than this park? Yes No

If yes, why do you go to this park instead? _____

13. We would like to know how we can improve the park. What additional activities, programs, or facilities would you like to see in your community (Check all that apply)

- Bicycle paths Walking paths or trails
- Adult sports leagues Adult fitness or dance classes
- Additional youth sports leagues Organized adventure/walks
- Park events/fairs, competitions Park concerts/dances
- Additional/different landscaping Other _____

14. If the city was to expand parks, how important are the following: (check one)

A park closer to my house

- Very important Somewhat important Not important Don't know

More parks in this city

- Very important Somewhat important Not important Don't know

More/better facilities at current parks

- Very important Somewhat important Not important Don't know

More programs at current parks

- Very important Somewhat important Not important Don't know

15. Do you have any additional comments to share about this park?

Demographic Information

Gender: _____

Age: _____

Race: Latino White Black Asian Other: _____

PARK SURVEY ADMINISTERED AT PARKS

Cudahy Park Survey

This survey is about the park that you use the most.

Which park do you use the most? Clara Parks Cudahy Park Lugo Park

I don't use the parks in Cudahy

If you don't use the parks: Why don't you use the parks in Cudahy?

Please answer the questions for the park you use the most

15. How often do you come to this park? (check one)

- Daily A few times a week Once per week
 A couple times per month Monthly A few times a year
 Once time I never go to parks

16. On a typical day when you go to the park, how long do you stay at the park? (check one)

- < 15 min. 15-30 min. 30-60 min. 1 – 2 hours
 2 – 3 hours 3 – 5 hours More than 5 hours

17. How do you usually go to the park? (check one)

- Walk Bike Car Public transit

18. Who do you usually come to the park with? (Check all that apply)

- I come alone Family (child) Family (adults) Friends

19. What do you usually do in this park? (Check all that apply)

- Baseball/softball Basketball (indoors) Basketball (outdoors)
 Celebrations, picnics Frisbee Gymnasium activity
 Exercise Equipment Meet friends Playground
 Sitting in Park (relax) Skating Soccer
 Tennis Walking Walking with Dog
 Supervise Children Local Events

20. In general, how safe do you feel the park is? (check one)

- Very safe Safe Not very safe Not safe at all

21. If you don't feel safe, why? (Check all that apply)

- Safety hazards Crime or violence Other _____

22. Do you allow your child to go to the park alone? (check one)

- Yes, often Yes, sometimes Rarely Never

PARK SURVEY ADMINISTERED AT PARKS

23. Do you or your children participate in any of the programs sponsored by the City Department of Recreation and Parks? (Check one)

- Yes, including: _____
 No (why not?): _____

24. Condition of Park (check one)

- | | | | |
|----------------------------------------------------------|------------------------------|-----------------------------|------------------------------|
| This place has enough lighting at night | <input type="checkbox"/> Yes | <input type="checkbox"/> No | <input type="checkbox"/> N/A |
| There is broken glass in this place | <input type="checkbox"/> Yes | <input type="checkbox"/> No | <input type="checkbox"/> N/A |
| There is spray paint, graffiti, or tagging in this place | <input type="checkbox"/> Yes | <input type="checkbox"/> No | <input type="checkbox"/> N/A |
| There is litter in this place | <input type="checkbox"/> Yes | <input type="checkbox"/> No | <input type="checkbox"/> N/A |

25. What is the nearest intersection to your home? (complete street name)

Major Street: _____ Cross Street: _____

26. Are there other parks closer to your house than this park? Yes No

If yes, why do you go to this park instead? _____

27. We would like to know how we can improve the park. What additional activities, programs, or facilities would you like to see in your community (Check all that apply)

- | | |
|-----------------------------------------------------------|---------------------------------------------------------|
| <input type="checkbox"/> Bicycle paths | <input type="checkbox"/> Walking paths or trails |
| <input type="checkbox"/> Adult sports leagues | <input type="checkbox"/> Adult fitness or dance classes |
| <input type="checkbox"/> Additional youth sports leagues | <input type="checkbox"/> Organized adventure/walks |
| <input type="checkbox"/> Park events/fairs, competitions | <input type="checkbox"/> Park concerts/dances |
| <input type="checkbox"/> Additional/different landscaping | <input type="checkbox"/> Other _____ |

28. If the city was to expand parks, how important are the following: (check one)

A park closer to my house

- Very important Somewhat important Not important Don't know

More parks in this city

- Very important Somewhat important Not important Don't know

More/better facilities at current parks

- Very important Somewhat important Not important Don't know

More programs at current parks

- Very important Somewhat important Not important Don't know

29. Do you have any additional comments to share about this park?

PARK SURVEY ADMINISTERED AT PARKS

<p>Demographic Information</p> <p>Gender: _____</p> <p>Age: _____</p>

Appendix C: Participation Spectrum (from the City of Portland's Public Involvement Toolkit)

DRAFT Public Participation Spectrum



Level	Public Participation Goal	The City will	Tools to Consider	The Community
Decide	To place final decision-making in the hands of the public	<i>Implement what the public decides.</i>	#5 Committees #6 Feedback Mechanisms #8 Community Driven & Organized #9 Techniques & Methods	<i>Decides</i>
Collaborative	To partner with the public in each aspect of the decision, including the development of alternatives and the identification of the preferred solution.	<i>Partner with public in each aspect of decision.</i>	#6 Feedback Mechanisms #8 Community Driven & Organized #9 Techniques & Methods	<i>Partners</i>
Involve	To work directly with the public throughout the process to ensure that public concerns and aspirations are consistently understood and considered.	<i>Work with the public to ensure that their concerns are directly reflected in the alternatives developed and provide feedback on how public input influenced the decision.</i>	#5 Committees #6 Feedback Mechanisms #7 Formal Hearings/Forums #8 Community Driven & Organized	<i>Participates</i>
Consult	To obtain public feedback on analysis, alternatives, and/or decisions	<i>Keep the public informed, listen to and acknowledge concerns and aspirations, and provide feedback on how public input influenced the decision.</i>	#3 Events/ Meetings #5 Committees #6 Feedback Mechanisms #7 Formal Hearings/Forums	<i>Contributes</i>
Inform	To provide the public with balanced & objective information to assist them in understanding the problem, alternatives, opportunities, and/or solutions	<i>Keep the public informed</i>	#1 Information/ Notification #2 Publications #3 Events/ Meetings #4 Community Education	<i>Learns</i>

*Refer to "Public Involvement Tools, by Category" on the next page for the full list of techniques.
 Adapted from LAP2's Public Participation Spectrum (www.lap2.org)
 DRAFT – October 2006 – Bureau Innovation Project # 9, City of Portland

Appendix D: Focus Group Discussion Notes

Notes from the Focus Group 1

Tuesday, December 15

Facilitated and note-taking ~~by~~ *by* ~~the~~ *Spot*

Enabling Just and Sustainable Growth Project: City of Cudahy

PARKING FOCUS GROUP - NOTES

- There is no overnight parking
 - Parking permits have been a good idea
 - o Strict Requirements
 - o Too expensive +2
 - o Additional permits (2 per week) is too much
 - o Process is too time consuming +1
 - Two types of permits is not reasonable
 - Visitor parking should be free
 - Applying for various permits is too difficult
 - If parking is open to all, streets will be crowded
 - Need better process
 - High density apartment buildings need more parking
 - Parking permit requirements are too strict for undocumented members
-
- Funds from parking fees should go towards night security
 - Parking priorities should go to residents of Cudahy
 - Permits should be granted at lower prices but not free
 - o Requirements should be simple
 - Parking on Walter Street is very hard to find
 - Parking enforcement practices are too strict
 - Create a cost analysis for how parking fees are used and how funds can improve the situations

○ Balance costs

- Street sweeping should be alternated on different streets

○ Remove dual permit needs

- Look at surround southeast cities to see what parking enforcement they have

- Make permits reasonable, accessible, and simple
- Visitor parking should have the same process
- Parking requirements should not be removed for developers
- Applying for permits in person makes it more secure +1
- Keep other options available
- Kiosks or machines can be another option
- Funds

○ Street improvements

○ Decorative signage

○ Seasonal décor on streets

○ More seating on bus stops +2

§ Better transit stops

- Include shadings and roofs +1

○ More trash cans on streets

○ Transparency on how much funds have been gathered

○ Funds should be allocated to different improvements

- Fund allocations should be specific and we should know where it's going

- Improve sidewalks and driveways

- Permits should not be made of paper

○ Adapt other durable materials

§ Stickers

§ Plastic

§ Plaques, etc.

Discussion Notes from Focus Group 2

Monday, February 29, 2016

Facilitated by From Lot to Spot

Option 1:

- § One resident expressed option 1 being better BUT but thinks that they should demonstrate that they need a parking permit.
- § Permits should be need-based → use documents that show a need for permits
 - v Suggestion to have an inspector come view the property this will determine if one needs a parking permit
- § Concern for parking congestion
- § COST: still too high
 - v \$100 is too much
 - v Maywood charges \$10, Cudahy residents think they should be paying less
 - v Residents recommend \$40
 - v Want to pay a similar price to neighboring cities
 - v permits should include street cleaning days in the total price
- § Permit material: the material currently used (paper) is not effective
 - v Durable material for the permit (sticker or plaque)
 - v Paper permit is inconvenient
- § A resident questioned why there is street cleaning in the nights
- § VISITOR parking:
 - v Know the information of who has a permit/ have a process for guest permits
 - v Some residents do not want guest permit requirements (this is adding more to the process)
- § Residents have to park their vehicles in other neighboring cities (H.P. and South Gate)
 - Experiences of crossing the bridge to park in another city;
 - Residents worried that with fewer restrictions, people from other cities may park in Cudahy.
- § Patrolling in the area
 - v Residents do not see an activity of patrolling

Option 1 Thoughts:

- v Too many requirements and price is too high (Different opinion on requirements than previous resident's response)
- v Does not have a number limit on the number of permits one can have
- v There is split opinions among residents on whether permits should be given on a necessity base or if you just want it and can pay for it
- v Should we require a proof of parking burden?
- One resident mentioned that this was the first time he was parking about this pilot program.
- v Compared to West Hollywood model: price for permit should stay the same regardless of the number of permits applied for
- v A resident who has contact with Maywood residents says due to Maywood's low price and simple permit process this brings problems and just isn't working

Option 2 Thoughts:

- v NOONE agreed with this option
- v Prefer having permits

Last Thoughts:

- v Want street cleaning to take place early in the day
- v Version of option 1 preferred BUT with some changes
- v Run the new program as a pilot program
- v Change the time frame of pilot program (6 months) enough to evaluate if the program is functioning
- v Too low permit prices will generate problems
- v PRICE: ideal would be between \$10-\$100
- v Have the option of paying for yearly or monthly permits

Overall, it seemed like the two main concerns were price: \$100 is still too high. The second issue was how permits get distributed: Is it on a need-only basis or any residents who can afford

Appendix E: June 1 Community meeting Discussion notes

Parking Discussion

1. Can't park at night, during the day it's hard to find parking
2. Around cul de sac, there is a lot of apartments. Apt only has parking for one car...some families have 3-4 cars. Even if she pays for parking, there is no space available. Some areas have red paint/ no parking. Only 7 cars have permits to park in this area (Walker)
3. Have pay station to buy parking permits to park overnight. Have parking limit during the day
4. On pilot program, lots of issues providing identification
5. Lowering costs of parking permits
6. Free parking increases chances for crime in the city
7. Too many permits at once to be able to park
8. Short streets don't have too much parking/ none at all
9. Have kiosk at city hall so that guests can get parking permit (when city hall is closed)
10. Issue with cars not being under name of person who went to get parking permit
11. Concept of reducing parking requirements (positive feedback)
12. New housing/ development is a yes.. But you didn't address the issue of parking.
13. Where are you supposed to park on nights you cannot park overnight? Crime has happened when parking outside of Cudahy
14. Conflict of guest parking + resident parking- not enough spaces
15. For developers- build underground parking
16. Park inside park parking lots
17. Colored parking permits per street (districts)
18. Controlled application for parking permits (esp. apartments)
19. + parking permits = + needed parking spaces
20. Agreement on street sweeping during the day
21. For every new development has to provide parking
22. Overnight parking prohibition + safety
23. Make permits affordable and only for CUdahy residents
24. Free visitor permits for family and friends

Development

Development is good and growth is not preventable

Be creative in where with the city

'parking regulations but adjust based on property and project needs

- Interesting idea to integrate ADUs legally with city review
- Do not force to remove ADUs ?
- The need for families to add campers is because not all fit
- The city is overpopulated

- How can we fit new tenants with a lack of parking?
- Increasing building height will overpopulate even more-
 - what will happen with schools who are filled
- The city can increase height and it will be positive for commercial only
- Parking requirements that are removed will impact parking on streets
- 4 or 5 levels of building is too much in residential areas
- 4 or 5 levels in commercial areas- yes
- Commercial mix use will overpopulate the city
- We wish to conserve traditional housing
- People in ADUs may not move to low income housing because they are already accustomed to it
- Incorporate a rent control program
- Help property owners to legalize ADUs and provide financial incentives to improve safety
 - = must follow up.
- Low income housing developments must give priority to Cudahy residents if you increase height maximums
- Promote low-income housing
- Incentivize developers to come to the city to invest
- Legalize ADUs for safety: include amnesty period to bring up to code, send a notification first to let property owners know before citations are charged
 - Include trailer parks & motor homes to increase safety
 - The city sent over all regulating actions to the state
- Increasing height max is good but include subterranean parking
- Build mixed use on vacant properties on Atlantic
- Commercial sites should not be chain restaurants for fast food: we already have too much
- Included mixed income housing to bring funds to the city

Parks/ Transportation

Parks

- Q: Do we have enough parks? Are they efficient?
 - A: People want more activities @ existing parks
- Q: What is the point of River Park? It's always locked!!
- Q: Why is this park (Northern part of Clara Park) dipped?
 - Would like more usable landscape
- Need more lighting!
- Problem: drinking, smoking weed in park
 - Want: more code enforcement, More exercise equipment, ** Place to jog
- Problem: graffiti on sidewalks
 - Need youth involvement
 - -through city and schools; schools opening doors to the community

- Park Concerns: Restrooms (need paper towels and doors);**Outdated/ unsafe playground equipment; *maintenance
- Problem- Parks close at 9, people go running in South Gate
 - Solution- Better lighting
- Ways to increase safety
 - Music, activities, programming
 - Parks after Dark, take back the park
- Community says "We will help build/ install exercise equipment."
 - Need an org of existing volunteers to create programming
- For River, vegetation is blocking view, change vegetation to drought tolerant

Transportation

- Clean the bike path/ Light the bike path; Bike lanes
- Public transit to business
- Fixing Roads; Traffic control
- On Atlantic/ Patata, parked cars create a hazard
 - zoning so no cars are parked during rush hour

Non-park questions

- Parking question- who gets permits?
- Atlantic/ Santa Ana vacant building- want a community garden on this site

Group Two

Park Discussion

- Improvements included Bathrooms, Play group equipments, sponge in playground has dissolved (need upgrade)
- Safety improvements- Open later, more lighting, park monitors/ maintenance, brighter lights at night for walking (LED)
- Composting

Transportation

- More bus services (Previous bus from Bell Garden to Huntington Park, bus was discontinued.)
- CART should also go in opposite directions, more frequent
- Bus specifically to rec center (can combine transit and parks)
- Benches/ seating @ bus stop- with shade & lighting
- Garbage cans
- Debate on bike lanes
 - can provide a safe path to river but are roads too small?
 - Can we look at wider streets for bike lanes?
- Safer crossings; flashing cross lights at Clara/ Walker
- More input into river development
- Synchronizing signals, new street signage,

- Bike Racks
- Discounts for public transport/ Incentives to use transportation (ex. Free trip to DTLA for Cudahy residents)
- Speed bumps; specifically around schools
- Access to information
 - Ex: city website promoting things like farmers market

Appendix F: Survey Comments

General Comments from Surveying

- They should invest in landscaping
- Problem with young adults smoking marijuana
- No staff present/ bathrooms are always dirty and unsanitary for children and adults/ need law enforcement presence
- Clean neighborhood riverbank/ river park
- Update the playground, work on vandalism with authorities
- Need to be more aware of safety for kids- bad people, smoking, cleaning up paraphernalia.
- Teens smoking at strange hours
- More shading for playground
- Need more water foundations/ shading in playground area
- My kids spend much of their time training at the park, it's nice to have them here (at the park) instead of home.
- I would like more supervision with police, there's a lot of homeless and teenagers smoking weed.
- Rules about not smoking near or around the park
- Remodel/ upgrade playground
- Better light in restrooms/ restrooms dirty (after swap meets on Sat)
- I like to come (to the park) a lot but sometimes there is a lot of dog poop
- When the parks are improved, they need to be maintained and have staff during operating hours
- More surveillance, cleaner, more green lawns, and more games for kids
- We want tournaments for kids that are not expensive. I believe \$20 is fair for 6 months
- Lugo Park is in poor condition for the past 15-20 years. The park needs to convert to synthetic park for the safety of kids to play soccer
- Need to improve restroom, security and expand programs and services
- We need more surveillance and parking because sometimes there isn't any, and programs for teens, especially part-time work
- Practical additions to parks, (i.e. a fountain to refill bottles and containers)
- I would like our parks to have a defined theme
- I would like to get handicapped people involved in sports (basketball)
- More parks, more bike trails, increased safety and creating a social behavior of keeping parks clean
- Has gotten better, safer and cleaner in recent years
- Fees are so expensive
- Your outreach (for the community meeting) needs to improve
- May more attention to programs of the third age(?) and occupy their attention
- More police checking during the day; There are young men fighting

- We need more surveillance so that our young people are staying busy and not on drugs or in gangs (2)
- The bathrooms are not sufficiently hygienic.
- More surveillance in the parks
- Many youth smoking marijuana
- Need more picnic tables and areas where there is shade
- Many more people with pets, we do need a dog park in the community.
- There should be more emphasis in improving the appearance of Cudahy park considering the city hall and library are located there. Different color paint and landscaping would make it look more appealing
- I would like to see Cudahy expand our city by promoting organized TRAVEL sports and Please please fix the restrooms and have the park employees clean them on a regular schedule, thank you.

Appendix G: Affordable Housing Calculations

Affordable Housing - 4 stories

Assumptions			
Parcel Size			60,000 sf
Building Height			4 Stories
Residential GBA			120,000 sf
Residential Footprint			30,000 sf
Net Leasable Area			105,000 sf
	<i>Number of Units</i>	<i>84 Units</i>	
	<i>Unit Size</i>	<i>1,250 sf</i>	
Parking Footprint			30,000 sf
	<i>Parking Requirement</i>	<i>1 per Unit</i>	
	<i>Total</i>	<i>84 Spaces</i>	
	<i>Space Size</i>	<i>350 sf</i>	
	<i>Construction Type</i>	<i>Surface Parking</i>	

Development Costs			
Residential Hard Cost		<i>\$142 per sf</i>	\$17,050,000
Parking Hard Cost	<i>Surface Parking</i>	<i>\$4000 per space</i>	\$343,000
Total Hard Costs			\$17,343,000
Soft Costs		<i>30% of H. Costs</i>	\$5,220,000
Contingencies		<i>5% of H. + S. Costs</i>	\$1,130,000
Land Costs		<i>\$50 per sf</i>	\$3,000,000
Total Costs			\$26,693,000

Sources of Funds			
9% Tax Credit Equity			\$21,300,000
Developer Equity			\$2,200,000
Bank Loan (15 yrs)			\$3,250,000
	Interest Rate	6.5%	

Income (Affordable Development)			
Rent per Unit		<i>TCAC Rents</i>	\$700
Monthly Rent	No. Units	<i>84 Units</i>	\$58,800
Annual Rent	No. Units	<i>84 Units</i>	\$705,600
Annual Expenses		<i>\$0.25 per sf per Month</i>	\$315,000
Net Operating Income			\$390,600
Value at Completion			\$5,580,000
Profit if Sold			\$127,600

2-stories WITHOUT Parking reduction

Assumptions			
Parcel Size			60,000 sf
Building Height			2 Stories
Residential GBA			59,000 sf
Residential Footprint			29,500 sf
Net Leasable Area			51,300 sf
	Number of Units	42 Units	
	Unit Size	1,250 sf	
Parking Footprint			29,000 sf
	Parking Requirement	1 per Unit	
	Total	84 Spaces	
	Space Size	350 sf	
	Construction Type	Surface Parking	

Development Costs			
Residential Cost		\$151 per sf	\$8,900,000
Parking Cost	Surface Parking	\$4000 per space	\$328,000
Total Hard Costs			\$9,228,000
Soft Costs		30% of H. Costs	\$2,768,000
Contingencies		5% of H. + S. Costs	\$600,000
Land Costs		\$50 per sf	\$3,000,000
Total Costs			\$15,596,000

Income (Affordable Development)			
Rent per Unit		Per Craigslist	\$2,000
Monthly Rent	No. Units	42 Units	\$83,600
Annual Rent	No. Units	42 Units	\$1,003,200
Annual Expenses		\$0.25 per sf per Mo.	\$156,500
Net Operating Income			\$847,000
Value at Completion			\$12,096,000
Profit if Sold			(\$3,712,000)