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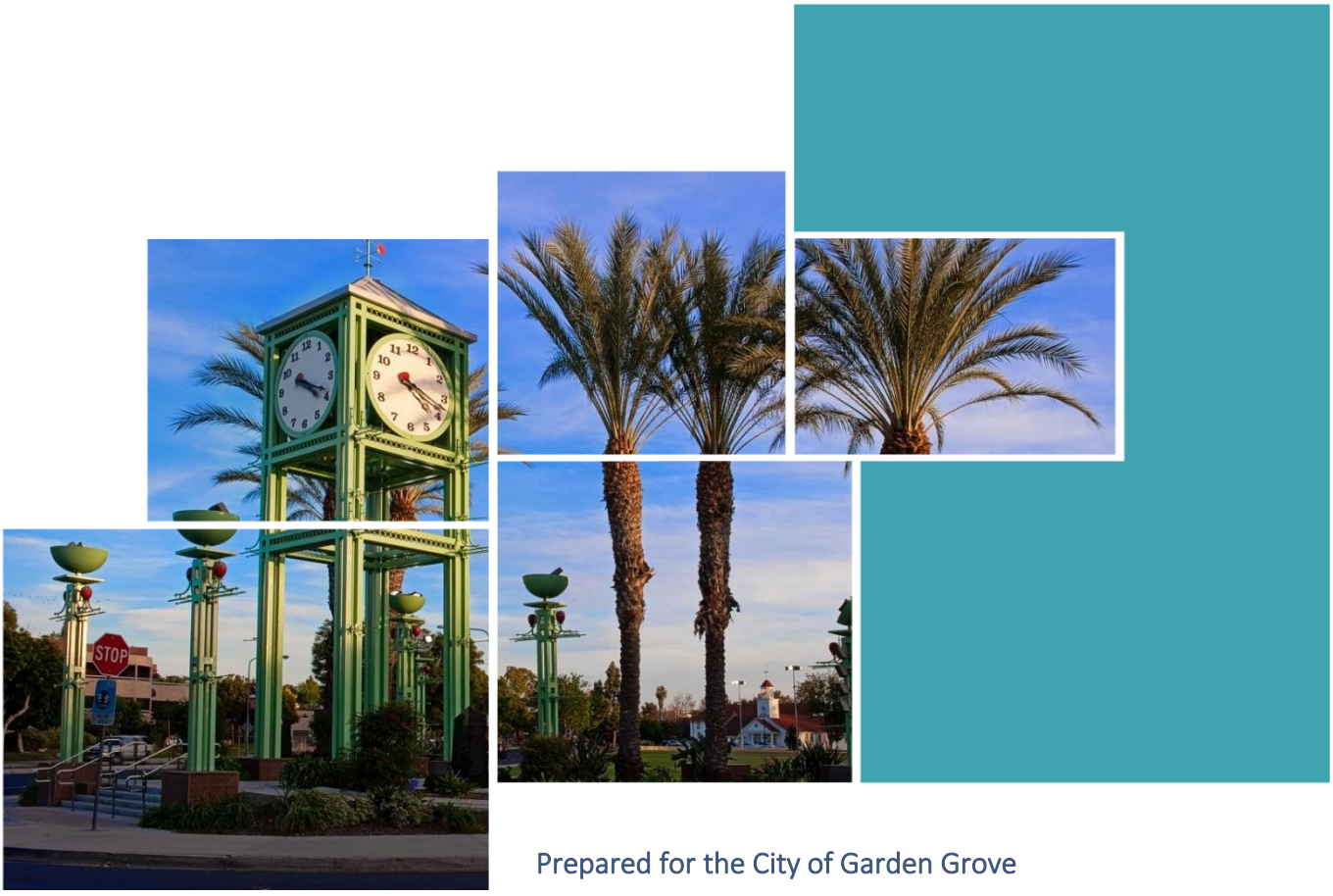

Prepared for the City of Garden Grove

Parking Management Plan

9/26/2023

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This is a project for the City of Garden Grove and the City of Desert Hot Springs with funding provided by the Southern California Association of Governments' (SCAG) Sustainability Program. SCAG's Sustainability Program assists Southern California cities and other organizations in evaluating planning options and stimulating development consistent with the region's goals. Sustainability Program tools support visioning efforts, infill analyses, economic and policy analyses, and marketing and communication programs.

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Executive Summary

The Southern California Association of Governments (SCAG) and the City of Garden Grove ("City") engaged Walker Consultants ("Walker") to conduct a Parking Management Study focusing on parking management and mapping of the curb. The purpose of the study is to analyze and quantify current residential parking and access challenges, needs, and opportunities in the City. The analysis includes an overview of the existing planning context, residential street parking supply and demand quantification and observations, key stakeholder and community outreach, considerations for future growth, and a menu of planning and policy options that align with the goals and policies outlined in the City's General Plan and supporting documents.

We note that addressing equity and sustainability issues are also key requirements for SCAG for this engagement.

Important findings of the study include the following:

- Many residents experience parking challenges in their neighborhoods.
- There are street segments and larger residential areas of the City where street parking utilization exceeds 85 percent, indicating obstacles to accessing the area by car and that the implementation of parking demand management strategies may be appropriate.
- An increase in the number of residential units can be expected to further increase demand for street parking, and it may become even more difficult to find a convenient parking space on the street if actions are not taken to balance supply and demand.
- The City's parking enforcement efforts have increased recently but are still constrained by staffing levels and resources.

In light of existing and projected future conditions, community priorities expressed during public outreach, and the broader policy goals for this engagement called for in SCAG's project goals, this report's *Menu of Planning and Policy Options* for addressing existing parking issues and forestalling the exacerbation of parking issues in the future includes:

- Continuing efforts to increase enforcement of existing parking regulations.
- Unbundling the cost of parking from the cost of housing.
- Exploring a process for establishing Residential Parking Permit (RPP) districts only after current regulations are enforced and realistic RPP goals and limitations have been agreed to and communicated.
- Facilitating shared parking agreements.
- Establishing transportation demand management (TDM) requirements for new residential developments of a certain size.
- Implementing a comprehensive Traffic Reduction and Transportation Improvement Fee for new developments.

Existing Conditions

Planning Context in Garden Grove

- The General Plan supports parking management, including in the following sections:
  - Land Use Element includes LU-2.8: "Identify parking strategies that can alleviate on-street and off-street parking supply challenges within residential neighborhoods."
  - Circulation Element includes CIR-IMP-7E: "Consider the application of parking management tools that may include, but not be limited to: parking fees, provision of peak period street parking, preferential parking, establishment of parking zone permit programs, park and ride lots and shuttle service. "
- Requirements for new residential developments are limited:
  - The City is no longer able to impose minimum parking requirements on new developments in many areas of the City, due to the recent passage of state law AB 2097.
  - Many or most new residential developments in Garden Grove are effectively exempt from a requirement for transportation demand management (TDM) measures or traffic reduction strategies, as the City currently does not have a comprehensive TDM plan.
- Most residents drive for most trips, but there are residents who rely on alternatives to driving, for many or most trips:
  - In the census tracts that include this project's six study areas, the share of households without a vehicle ranges from 2.3 to 14.1 percent.
  - Garden Grove is served by Orange County Transportation Authority (OCTA), and many transit routes throughout the City have service frequencies of 15 minutes or less during the peak hours.
  - Current conditions in Garden Grove are unlikely to induce a significant amount of walking and biking, but the community has expressed a strong interest in being able to travel by these modes, and the City is committed to becoming more bike- and pedestrian-friendly in the future.
- Due to increased hiring of enforcement staff and their efforts in the field, the number of monthly parking violation citations has been increasing. However, additional staffing capacity and resources would be necessary to fully enforce existing parking regulations. Significantly more staffing and resources, as well as the careful development of new policies based on identified community needs, would be necessary to develop effective new parking programs.

Residential Street Parking Supply and Demand

Street parking supply and demand observations were made in the six project study areas, which were selected as representative of various residential parking conditions citywide. The boundaries for the areas studied were the following:

- Area 1: Westminster Ave – Clinton St – Buena St – Morningside Avenue
- Area 2: Trask Ave – Westminster Ave – Clinton St – City Limits
- Area 3: Allard St/Lampson Ave – Blue Spruce Ave – Lewis St – Haster St
- Area 4: Lampson Ave – Garden Grove Blvd – West St – Buaro St

- Area 5: Garden Grove Blvd – Stuart Dr – Newhope St – Percheron Rd – Rockinghorse Dr
- Area 6: Katella Ave – Vons Dr – Gilbert St – Barclay Dr

Some basic findings regarding the study areas were as follows:

- Street parking is prohibited in Study Area 1, so utilization was low, at 5 percent.
- Street parking was most congested in Study Area 5, an area with higher density housing developments. Many streets had more parked vehicles than there were available street parking spaces, with vehicles often parked tightly together and sometimes encroaching into driveways.
- There was ample street parking available overall in the other study areas, although certain block faces were observed to have little or no street parking available. In general, streets bordering low density residential land uses were more likely to have available street parking, while streets near higher density residential and mixed use areas were more likely to experience higher utilization rates.

A widely recognized best practice in parking management involves the comparison of actual parking utilization rates with an 85 percent occupancy threshold.[1] When occupancy rates exceed this threshold, drivers are likely to perceive parking challenges as fewer than one to two parking spaces per block face are available for parking.

Of the project study areas, Study Area 5 best exemplified a neighborhood with congested street parking, with an overall street parking utilization rate of 99 percent. However, the other study areas also had utilization rates above 85 percent on at least some block faces, as shown in Table 1. Figure 1 on page 12 displays a "heat map" summarizing the parking utilization observed on all study area streets.

Table 1: Share of Block Faces with Parking Utilization Above 85% by Project Study Area

	Area 1	Area 2	Area 3	Area 4	Area 5	Area 6
Share of Block Faces with Parking Utilization Above 85%	0%	19%	16%	11%	80%	29%

Source: Walker Consultants, 2023.

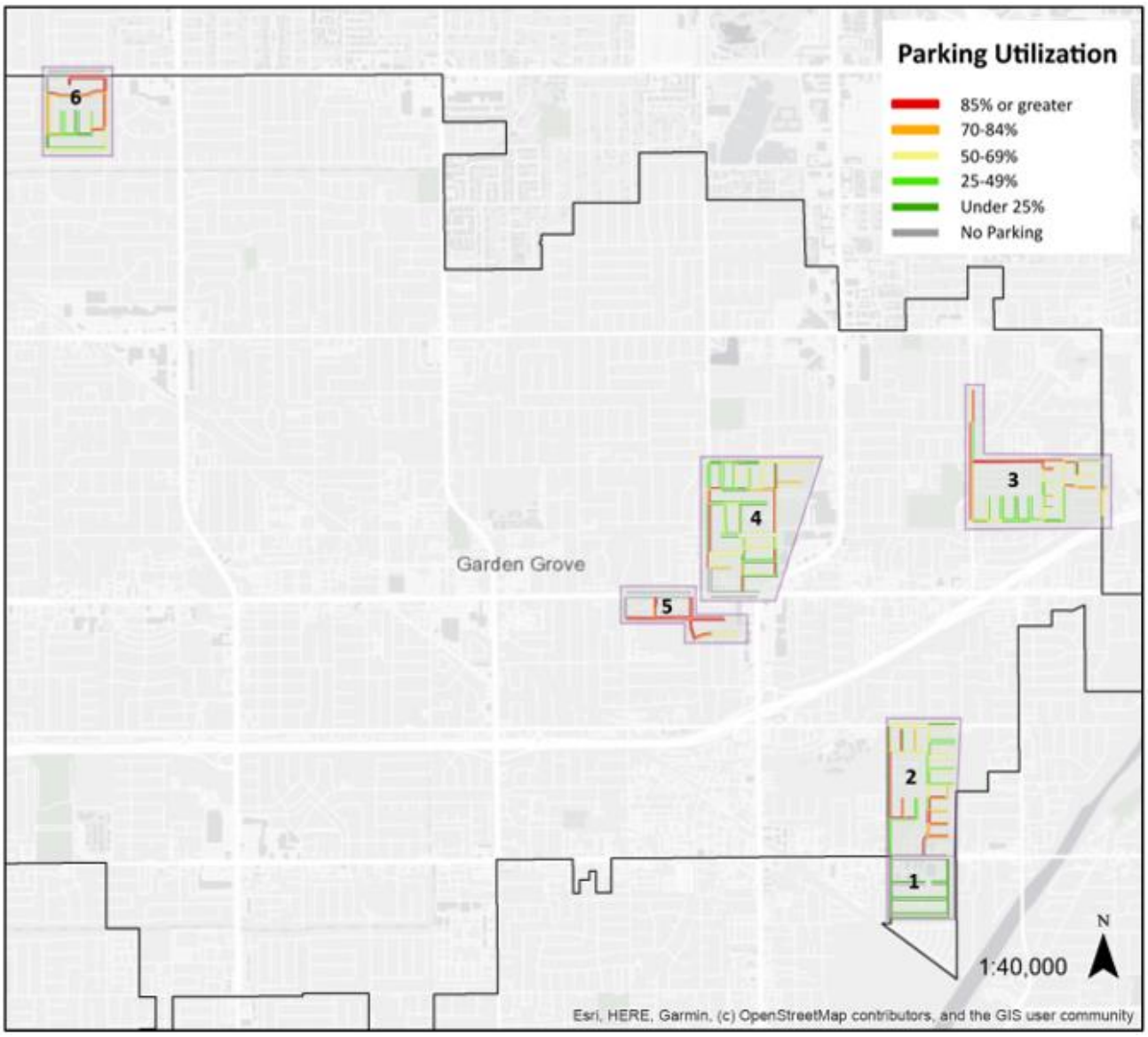
Population Growth and Housing Development

Garden Grove's Regional Housing Needs Assessment (RHNA) for the 2021-2029 planning period was determined by the Southern California Association of Governments (SCAG) to be 19,168 housing units. The RHNA of 19,168 housing units represents an increase of nearly 40 percent in the City's total number of housing units; there were 48,504 existing housing units in Garden Grove when the Housing Element was adopted.

Given current trends and anticipated future growth, if actions are not taken to manage parking demand, the pressure on the availability of street parking can be expected to increase in coming years, pushing more street segments and neighborhoods above the 85 percent parking utilization threshold.

[1] When on-street parking is 85 percent occupied, it demonstrates that drivers are using the public asset, but also that there is still availability for drivers to find parking without circling around or waiting for another vehicle to leave.

Figure 1: Overview of Parking Utilization in the Six Study Areas



Source: Walker Consultants, 2023.

Stakeholder and Community Outreach Findings

The study included outreach to the general public, including an online community-wide survey, virtual and in-person events, and direct outreach conducted in the study areas. It also included conversations with key stakeholders.

Key Stakeholder Outreach Findings

- Parking enforcement has increased recently but is still constrained by staffing levels. The Street Sweeping and Parking Enforcement team needs time and resources to effectively enforce existing regulations before developing or enforcing new programs.
- Multi-family housing property managers generally supported more active parking management strategies, expressed a willingness to collaborate, and believed that many of their residents may be willing to pay for guaranteed parking spaces, if those spaces can be identified.
- Commercial property managers and owners with excess parking were generally open to hearing about shared parking arrangements but had concerns about safety/security, cleanliness, enforcement, and management of the program.
- One option explored was a partnership to open school parking lots for residential parking overnight, but the School District saw significant challenges in administering a shared parking program.

General Public Outreach Findings

Direct Outreach

- Residents of single-family homes with numerous household vehicles often prefer to park some vehicles on the street, rather than fully utilizing driveway and garage parking spaces. This makes it easier for multiple household members to come and go and/or preserves a convenient space for visitors.
- Some renter households currently pay $30-100 per month for an extra off-street parking space. Others would be interested in paying for a convenient dedicated parking space but do not have the option.
- Some residents would rather continue walking than pay for more convenient parking, even if the option were made available.
- Residents respond to congested curb parking with a variety of strategies, many of which are inefficient, waste time and fuel, and negatively impact neighborhood aesthetics and residents' quality of life.
- For various reasons, residents do not always perceive walking in their neighborhoods to be a safe or enjoyable experience.

Community Meetings

- Attendees were broadly supportive of residential parking permits and increased parking enforcement.
- Residents were broadly supportive of efforts to make their neighborhoods safer through improvements to pedestrian infrastructure or treatments that would improve visibility.
- Many attendees perceived a link between high parking demand and crime in their neighborhoods.

Community Survey

- Most respondents reported experiencing parking challenges and perceived their street as too crowded with vehicles, and those who rent their housing are most likely to experience parking challenges.
- Overall, street parking is used similarly and proportionately by renters and homeowners.
- People have safety concerns related to parking conditions; 75 percent of respondents perceive traffic/safety hazards related to the number of parked vehicles, and 38 percent do not always feel safe walking to and from their parked car.
- Approximately 12 percent of respondent-household-owned vehicles are in excess of the number of drivers in the household, and approximately 12 percent of household vehicles are driven weekly or less frequently.
- Most garage space is not used for vehicle storage.
- The most desired improvements were residential parking permits, reduced speed limits or traffic calming, and improved lighting.
- There is no significant correlation between housing type or household income and the desire for a parking permit program. Not surprisingly, those who currently have difficulty finding parking were most likely to express interest in a permit option.
- Based on the responses received, a parking permit program has the potential to reduce the number of vehicles regularly parking on congested streets by between 17 and 48 percent. Responses indicated that the vehicles moved off street would be stored in garages, parked on less congested streets, or sold.
- Approximately 18 percent of survey participants would be willing to pay cost-recovery prices for a residential parking permit ($46-50 per month, or $550-$600 per year).

Menu of Planning and Policy Options

Implementation	Rationale	Support
Strategy 1: Continue efforts to increase enforcement of existing parking regulations.		
• Focus on a foundational parking enforcement effort, first enforcing existing regulations such as 72-hour time limits, street sweeping restrictions, and red curb violations. • Continue efforts to grow the City's parking enforcement effort through adding dedicated staff and improving processes and technologies.	Many vehicles in congested street parking areas are already in violation of existing regulations. Enforcement will increase access to these spaces, thereby improving the parking options available for residents and the appearance of the street.	<u>Planning</u> General Plan Support: LU-2.8, CIR-IMP-7E. The Downtown Parking Management Strategic Plan also calls for increased enforcement efforts. <u>Data and Observations</u> Some vehicles parked on the street appeared inoperable or were covered in debris and did not seem to be used regularly. Current lack of enforcement encourages storage of vehicles on the street. <u>Community Outreach Findings</u> Members of the public expressed strong concerns regarding the lack of enforcement.
Strategy 2: Facilitate shared parking agreements.		
• Identify areas with parking challenges and nearby parking lots with excess capacity. • Conduct outreach to property owners or managers. • Provide model shared parking agreements and administrative assistance. • Encourage households or establishments who have excess off-street parking to lease their spaces to others via online platforms.	There are often many off-street parking spaces adjacent to streets with high demand for curb parking. Encouraging shared parking agreements can help existing parking be used more efficiently, benefiting both property owners with excess supply and residents who would appreciate more convenient parking options.	<u>Planning</u> General Plan Support: LU-2.8, LU-IMP-5C, CIR-7.3, CIR-IMP-7E, H-4.5, H-5.5. <u>Data and Observations</u> Parking lots near congested curb parking areas often contained many empty spaces. <u>Community Outreach Findings</u> Many residents want more convenient parking options. Residential housing property managers expressed a willingness to collaborate to improve the parking options available to their residents. While somewhat hesitant, commercial property owners also expressed an openness to considering shared parking agreements.

Implementation	Rationale	Support
Strategy 3: Explore a process for establishing Residential Parking Permit (RPP) districts only after current regulations are enforced and realistic RPP goals and limitations have been communicated and agreed to.		
• Recognize that an RPP program cannot be properly or effectively implemented until a foundation for the enforcement of existing parking regulations has first been established. • Set expectations regarding program costs and actual effectiveness. • Work to identify, with residents, City staff, appointed and elected officials the priorities, realistic opportunities, and tradeoffs of an RPP district plan.	In congested areas, if implemented effectively, permit parking could result in a more predictable and efficient parking system, increasing convenience and accessibility, reducing parking search times and vehicle emissions. Permit parking may also create an incentive for some households to fully utilize their off-street parking spaces, rent off-street spaces, or use alternative transportation modes.	<u>General Plan</u> CIR-IMP-7D, CIR-IMP-7E , CIR-IMP-7G, AQ-2.2, AQ-2.3, AQ-3.1, AQ-3.2, H- 4.5, H-5.5. <u>Data and Observations</u> Some street parking locations had occupancy rates over 85 percent. Some off-street parking spaces were not used for vehicle storage, demonstrating underutilized capacity. <u>Community Outreach Findings</u> Many renters, homeowners, and apartment complex managers expressed an interest in a permit program and suggested that they and their neighbors would be willing to pay for this option. The survey revealed that many households have more vehicles than drivers. Residents desire various neighborhood improvements, which, especially as parking demand increases in future years, could potentially be funded via Parking Benefit Districts, if the City wanted to use the RPP for such a vehicle.

Implementation	Rationale	Support
Strategy 4: Unbundle the cost of parking from the cost of housing.		
• Amend Section 9.12.040.190-C, which states that the parking must be bundled with the dwelling unit for the sole use of the occupants. • Develop an ordinance requiring that tenants be given an option to lease parking spaces separately from the cost of housing.	When parking is required to be bundled, off-street parking spaces allocated to households without vehicles may sit empty most or all of the time, when they could be used by other residents in the apartment complex or neighborhood, reducing street parking demand. Bundled parking increases the cost of housing and is not equitable for residents without cars.	<u>Planning</u> General Plan Support: LU-2.8, CIR-7.3, H-3.6, H-4.5, H-5.5. <u>Data and Observations</u> Some households have more parking spaces than vehicles; in some areas, over 14 percent of households have zero vehicles available. <u>Community Outreach Findings</u> Some residents had dedicated parking spaces that were used only infrequently, for guest parking. Many residents expressed a desire for more convenient parking options.
Strategy 5: Establish transportation demand management (TDM) requirements for new residential developments of a certain size.		
• Create a list of on-site amenities and programmatic measures that could help make alternative transportation options more accessible to residents. • Create an ordinance and resources that make the TDM requirements and options clear to housing developers.	When residents have more viable alternatives to driving alone, some households may choose to save money by reducing their vehicle ownership, which can help mitigate parking challenges for those who do own vehicles. Just as minimum parking requirements once helped support a system in which driving became the most convenient, attractive, or even cost-effective mode of travel, TDM requirements can help make other options more accessible.	<u>Planning</u> General Plan Support: LU-2.8, AQ-2.2, AQ-2.3, AQ-3.1, AQ-3.2, AQ-3.6, H-3.6, H- 4.5, H-5.5. <u>Data and Observations</u> There are barriers to alternatives to driving alone, including a lack of adequate infrastructure for pedestrians and bicyclists. <u>Community Outreach Findings</u> Most community members currently drive alone for most trips. Survey respondents identified sites with barriers such as unsafe crossings, dangerous or missing sidewalks, lighting issues, and other concerns that could be addressed by TDM requirements.

Implementation	Rationale	Support
Strategy 6: Implement a comprehensive Traffic Reduction and Transportation Improvement Fee for new developments.		
• Identify priority projects from existing infrastructure and mobility plans that will be funded by the fee and help improve connectivity, safety, and access throughout the City. • Conduct a "nexus study" to determine the fair share of project costs that should be borne by new development projects. • Establish a separate fee focused on citywide TDM projects when the existing impact fee ordinance is next updated.	Establishing a Traffic Reduction and Transportation Fee for new residential developments can help fund citywide projects that improve connectivity and create safe access for walkers and bicyclists to more destinations. In the long run, a focus on improving access to alternative modes can help mitigate parking challenges for those with vehicles.	<u>Planning</u> General Plan Support: LU-2.8, AQ-2.2, AQ-2.3, AQ-3.1, AQ-3.2, H-3.6. <u>Data and Observations</u> There are barriers to alternatives to driving alone, including a lack of citywide connectivity for pedestrian and bicyclist infrastructure. <u>Community Outreach Findings</u> Community members expressed concern over increased vehicle traffic and parking associated with the increasing density of residential development in the City. Survey respondents identified sites that could benefit from traffic calming, safe crossings, or street improvements.

01 Introduction

Introduction

The Southern California Association of Governments (SCAG) and the City of Garden Grove ("City") engaged Walker Consultants ("Walker") to conduct a Parking Management Study to analyze current residential parking and access needs and opportunities in the City and plan for future growth. The report includes an overview of the existing parking and access conditions, a summary of the outreach and engagement conducted, and a final menu of planning and policy options for parking management that align with the City's goals as stated in the General Plan.

SCAG Support

This project is supported by the Southern California Association of Governments (SCAG), which is the Metropolitan Planning Organization (MPO) for six counties in Southern California, including Riverside County. The funding comes from SCAG's Sustainable Communities Program (SCP), which is a vehicle for promoting local jurisdictional efforts to test local planning tools. The SCP also serves as the primary funding mechanism where SCAG partners with local agencies to implement goals, objectives and strategies for Connect SoCal, the agency's regional plan. These strategies aim to achieve an integrated regional development pattern that reduces vehicle miles traveled (VMT) and greenhouse gas (GHG) emissions, and that supports SCAG's equity-focused initiatives.

Within the SCP, SCAG's Smart Cities & Mobility Innovations (SCMI) projects support the implementation of the agency's long-range planning efforts: Smart Cities & Job Centers, Go Zones, and Shared Mobility/Mobility as a Service. These "Key Connections" focus on advancing expanded mobility ecosystems and management strategies using innovative policy and/or technology to realize regional planning goals. Goals of the SCMI include:

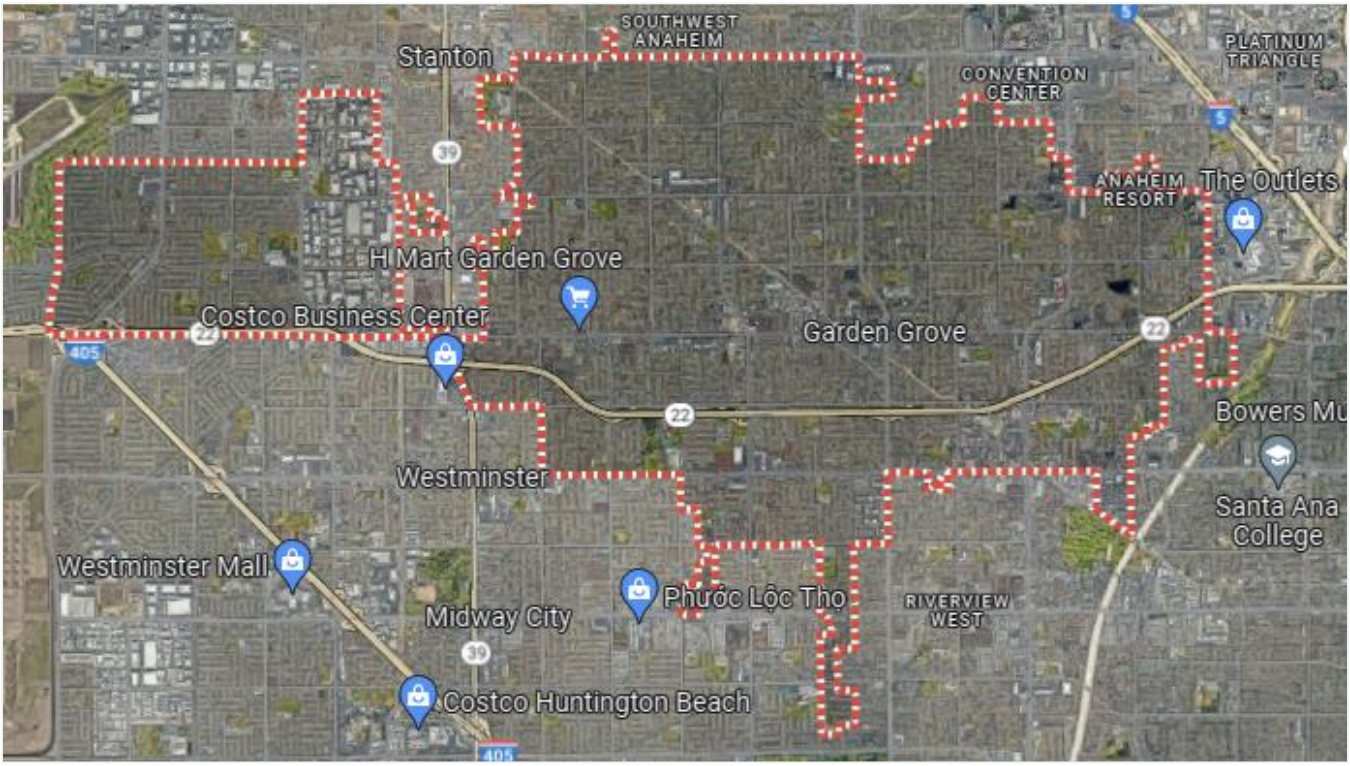
- To create dynamic, connected, built environments that support multimodal mobility, reduce reliance on single-occupant vehicles, and reduce VMT.
- To reduce greenhouse gas emissions and improve air quality by reducing driving alone, idling, or searching for parking.
- To support healthy and equitable communities by allocating public resources like curb space more equitably.
- To encourage shared modes, manage parking effectively, and support commerce and the growth of housing and employment in job centers.
- To mitigate impacts from transportation.

By pursuing grant funding through the SCP, the City of Garden Grove sought to analyze residential parking and access conditions and develop management strategies that support both local and regional planning goals.

Setting

Garden Grove is in Orange County, California. It is located southwest of Interstate 5 and northeast of Interstate 405; State Route 39 and State Route 22 (the Garden Grove Freeway) run through the City (see Figure 2). The City is bordered by other suburban cities, including Santa Ana, Anaheim, and Westminster. It has a warm, sunny climate with relatively mild summers and winters. The City generally does not have high winds, heavy precipitation, or significant elevation changes. The population is approximately 172,000.

Figure 2: City of Garden Grove Context Map



Source: Aerial Image - Google Earth, 2023.

Purpose of the Study

As noted in the scope of services for this engagement, the City sought to perform a comprehensive examination of its existing on-street parking in specific neighborhoods to provide an improved experience to those who live in, work in, or visit Garden Grove. The study was designed to document existing parking conditions, operational strategies, and management, as well as project future parking demand.

The goals of the study included providing a quantitative assessment of the parking capacity and demand for on-street parking, identifying strategies to improve the maintenance of management of on-street parking, identifying solutions to improve the safety and convenience of parking, evaluating parking operations, and recommending design improvements to increase the efficiency of on-street parking.

Study Areas

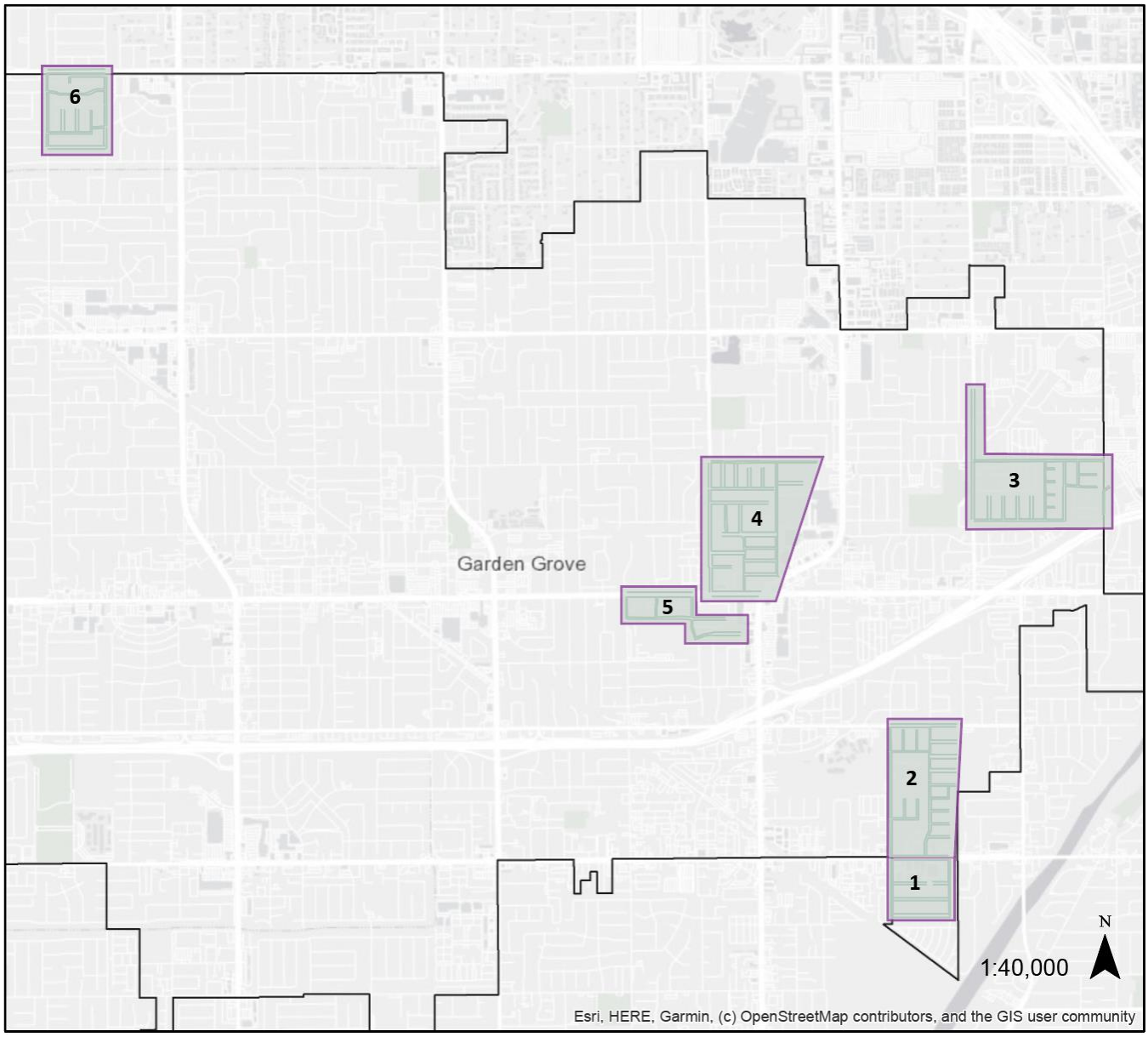
This project focused on street parking and curb use in six study areas. These areas were chosen as a representative sample of Garden Grove neighborhoods where residents have expressed concerns about street parking availability. All six areas are within Environmental Justice areas, places with higher concentrations of households in poverty or minority populations than are seen in the greater SCAG region.

The boundaries for the six study areas for this project are as follows:

- Area 1: Westminster Ave – Clinton St – Buena St – Morningside Avenue
- Area 2: Trask Ave – Westminster Ave – Clinton St – City Limits
- Area 3: Allard St/Lampson Ave – Blue Spruce Ave – Lewis St – Haster St
- Area 4: Lampson Ave – Garden Grove Blvd – West St – Buaro St
- Area 5: Garden Grove Blvd – Stuart Dr – Newhope St – Percheron Rd – Rockinghorse Dr
- Area 6: Katella Ave – Vons Dr – Gilbert St – Barclay Dr

Figure 3 on page 22 displays the location of the six study areas on the map.

Figure 3: Downtown Study Area Boundaries



Source: Walker Consultants and Google Maps, 2023.

02 Planning Context

Planning Context

This Planning Context chapter provides an overview of the existing planning goals and policies, zoning and land use, development standards, and parking enforcement. It also provides an overview of the City's current and planned multimodal transportation options that relate to access and parking demand. Finally, it concludes with relevant demographics and a discussion of how current citywide growth forecasts may affect the study areas in the future.

The Planning Context findings will inform recommended options for parking management in residential neighborhoods throughout the City. The menu of options will also consider how parking planning and management can help support the goals of economic resilience, health and equity in transportation and land use, and the reduction of vehicle miles traveled and greenhouse gas emissions. The background information in this chapter will help ensure that the strategies presented account for the local context and planning vision in Garden Grove.

Relevant Planning Goals and Policies

Garden Grove's General Plan, adopted in 2008, already contains several goals and policies related to parking, access, and transportation in several of its plan elements, including Land Use, Circulation, Safety, and Air Quality. In 2017, Garden Grove produced a Downtown Parking Management Strategic Plan, and while some strategies focus specifically on commercial parking management, other findings and recommendations are more broadly relevant. Additionally, in 2018 Garden Grove adopted the Active Streets Master Plan. This plan contains sustainable transportation goals and actions to be implemented. Residential parking management strategies will ultimately be developed to align with the City's existing plans and goals.

General Plan

Land Use Element

- LU-2.8: Identify parking strategies that can alleviate on-street and off-street parking supply challenges within residential neighborhoods.
- LU-IMP-5C: Encourage commercial center owners to consider lot consolidation, parcel assemblage, and parking /reciprocal access agreements.

Circulation Element

- Policy CIR-7.3: Continue to evaluate the City's zoning ordinance to ensure that adequate parking, and access to that parking, is provided for all land uses.
- CIR-IMP-7D: Revise the City's parking standards to possibly include: requirements for paid parking, parking at major employment centers, and similar issues.
- CIR-IMP-7E: Consider the application of parking management tools that may include, but not be limited to: parking fees, provision of peak period street parking, preferential parking, establishment of parking zone permit programs, park and ride lots and shuttle service.

- CIR-IMP-7F: Consider the prohibition of on-street parking on arterials to increase the traffic capacity and improve vehicular and pedestrian safety.
- CIR-IMP-7G: Develop a permit parking program for on-street parking in multi-family residential neighborhoods, where feasible and necessary.

Safety Element

- SAF-IMP-2H: Develop, where necessary and feasible, a parking program for on-street parking in high crime residential neighborhoods.

Air Quality Element

- AQ-IMP-1B: Encourage and assist employers in developing and implementing work trip reduction plans, employee ride sharing, modified work schedules, preferential carpool and vanpool parking, or any other trip reduction approach that is consistent with the Air Quality Management Plan for the South Coast Air Basin.
- AQ-IMP-1C: Continue to implement a TDM ordinance.
- AQ-2.2: Promote and encourage ride sharing activities within the community.
- AQ-2.3: Continue to improve existing sidewalks, bicycle trails, and parkways, and require sidewalk and bicycle trail improvements and parkways for new development or redevelopment projects.
- AQ-3.1: Cooperate and participate with regional and local efforts to develop an efficient transportation system that reduces vehicle trips and vehicle miles traveled.
- AQ-3.2: Cooperate in efforts to expand and promote the use of bus, rail, and other forms of transit within the region in order to further reduce pollutants.

Housing Element (2021-2029)

- Policy H-3.6: Housing Near Transit. Encourage transit-oriented development consisting of higher residential densities, public gathering places, streetscape amenities, and commercial and entertainment uses within walking distance of planned rail stations and high-frequency bus stops.
- Policy H- 4.5: Parking. Review and update parking standards to balance the needs of providing adequate and flexible parking requirements, ensuring parking does not create spillover impacts to residential neighborhoods, and allow innovative and creative approaches to provide parking for all residential projects.
- Policy H-5.5: Equitable Land Use Plans. Ensure updates to land use plans, zoning maps, and funding policies are equitable and bring additional resources to traditionally under-resourced neighborhoods and create affordable housing in high resource neighborhoods.

The requirements of the State's Regional Housing Needs Assessment (RHNA) for the City is discussed later in this document.

Downtown Parking Management Strategic Plan

In 2017, Garden Grove produced a Downtown Parking Management Strategic Plan, developed collaboratively with input from City staff, the Downtown Parking Advisory Committee, the downtown community, and with consultation from Fehr & Peers. While many of the issues and needs of the downtown are different from those of residential neighborhoods, some of the plan's findings and recommendations may apply more broadly.

Because parking is expensive to construct, the plan focuses primarily on strategies for managing demand as well as more efficiently using existing supply. Some strategies are relevant only downtown; other strategies include:

- Temporary use agreements – approving time-limited or temporary use of parking
- Parking enforcement – enforcing existing parking regulations
- Promoting other modes of transportation – encouraging walking, biking, and riding public transit
- Permit parking programs – designating some streets as preferential parking for residents
- Parking benefit districts – charging for parking and directing any revenues back to the communities
- Implementing urban design and traffic calming strategies – making it more pleasant for people to park further away and walk to their destination
- Updating parking standards – creating more flexible standards to decrease parking demand and promote the development of sustainable transportation facilities
- Encouraging smart growth – concentrating development increases neighborhood vitality, makes neighborhoods more walkable, and can reduce the need for car ownership and driving

Active Streets Master Plan

The overarching goals of the Active Streets Master Plan are to improve mobility and access, safety, infrastructure and support facilities, non-infrastructure programs, and equity, and to implement the plan over the next twenty years. Specific objectives include increasing mode share of pedestrian and bicycle travel to 15 percent for trips of one mile or less, incorporating pedestrian and bicycle facilities and amenities into private and public development projects, providing maintained walkways and bikeways that are clean, safe, and attractive, creating safe routes to schools and safe routes for seniors, identifying low-income and transit-dependent communities and assisting neighborhoods that desire better pedestrian access, and developing requirements and incentives for private property owners to incorporate pedestrian- and bicycle-friendly features into new projects.

Off-Street Parking Requirements

Historical Municipal Code Requirements

Garden Grove's municipal code has long included off-street parking requirements for residential land uses (see Figure 4). The requirements are based on the number of sleeping rooms in each home or apartment unit, with slightly higher requirements for large multifamily developments adjacent to arterial streets.

Figure 4: Off-Street Parking Requirements for Residential Uses in Garden Grove

A. Residential Uses	
1. Single-family home	
a. 1—4 sleeping rooms	2 spaces in an enclosed garage plus 2 open spaces
b. 5—7 sleeping rooms	3 spaces in an enclosed garage plus 3 open spaces
c. Over 7 sleeping rooms	4 spaces in an enclosed garage plus 4 open spaces
2. Multiple-family dwelling units	
a. Developments with less than 50 units, and adjacent to any principal, major, primary or secondary arterial street	
Less than 3 sleeping rooms	2.75 spaces per dwelling unit
3 or more sleeping rooms	3.5 spaces per dwelling unit
b. Developments with less than 50 units, and not adjacent to any principal, major, primary or secondary arterial street	
Less than 3 sleeping rooms	2.5 spaces per dwelling unit
3 or more sleeping rooms	3.25 spaces per dwelling unit
c. Developments with 50 units or more, and adjacent to any principal, major, primary or secondary arterial street	
Less than 3 sleeping rooms	2.75 spaces per dwelling unit
3 or more sleeping rooms	3 spaces per dwelling unit
d. Developments with 50 units or more, and not adjacent to any principal, major, primary or secondary arterial street	
Less than 3 sleeping rooms	2.5 spaces per dwelling unit
3 or more sleeping rooms	2.75 spaces per dwelling unit
3. Mobile home park	2 covered spaces per mobile home site plus 1 guest parking space for each 4 units

Source: Garden Grove Municipal Code Section 9.12.040.180 - Parking Spaces Required, 2022.

Where the City requires residential parking, 9.12.040.190-C states that the parking must be bundled with the dwelling unit for the sole use of the occupants. The code prohibits a required space from being rented or occupied by the vehicle or property of a person not residing in the unit for which it is allocated.

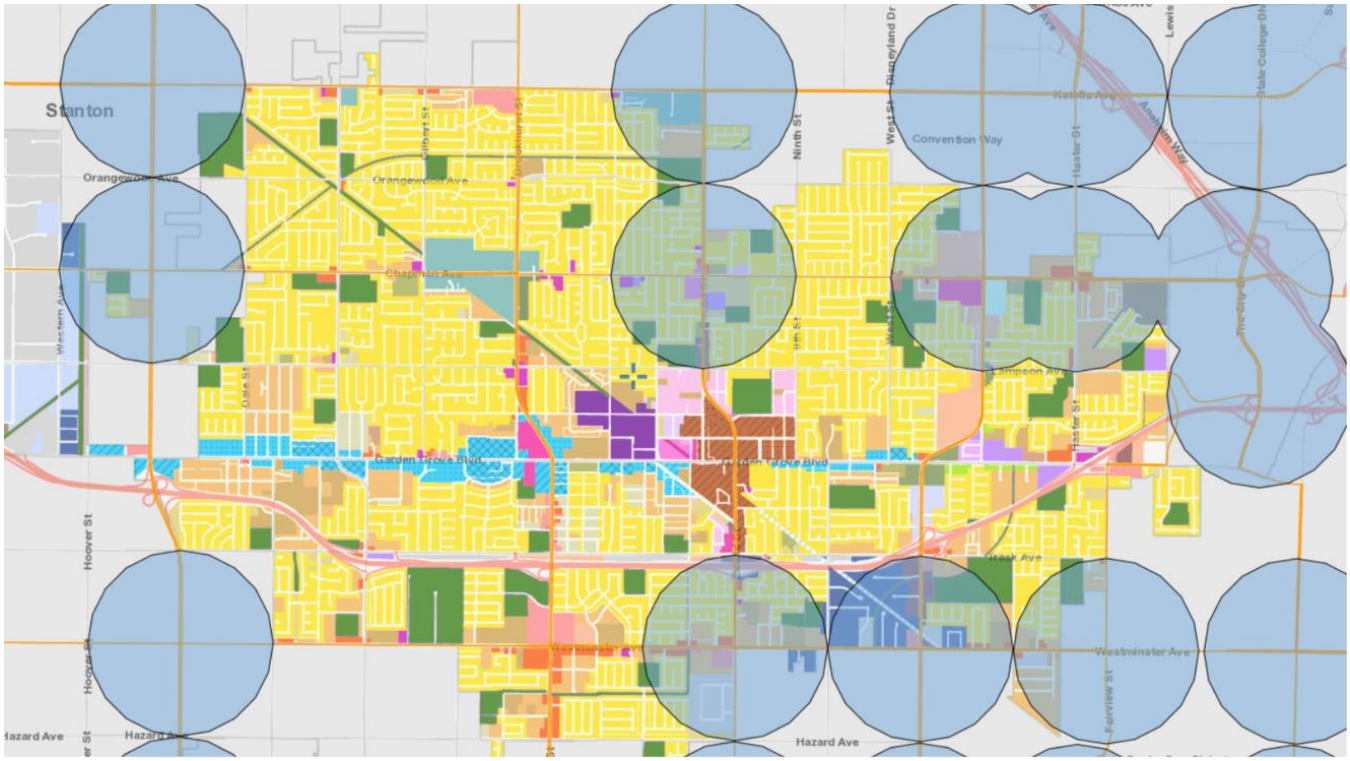
Impact of AB 2097

Recent state legislation regarding minimum parking requirements should be noted. AB 2097, signed in September 2022 prohibits a public agency from enforcing any minimum automobile parking requirement on a residential, commercial, or other development project if the project is located within one-half mile of a major transit stop.

A "major transit stop" is defined as a site containing: (1) an existing rail or bus rapid transit station;3 (2) a ferry terminal served by either a bus or rail transit service; (3) the intersection of two or more major bus routes with a frequency of service interval of 15 minutes or less during the morning and afternoon peak commute periods; or (4) a major transit stop identified in the applicable regional transportation plan (Gov. Code § 65863.2(e)(5), Pub. Res. Code §§ 21155(b), 21064.3).

Much of the City, including portions of two of the six study areas for this project, fall within a half-mile of a major transit stop. Figure 5 displays Major Transit Stops in Garden Grove.

Figure 5: Major Transit Stop Areas Impacted by AB 2097



Source: City of Garden Grove, 2023.

Parking Management Regulations

Garden Grove has several typical regulations in Chapter 10.56 (Stopping, Standing, and Parking) of the municipal code governing parking. Examples of these regulations include allowing the establishment of no parking areas, prohibiting street parking for more than 72 hours, prohibiting parking in designated fire lanes, prohibiting oversize vehicle parking in residential neighborhoods, prohibiting alley parking, prohibiting parking inoperative vehicles on the street, prohibiting vehicles as living quarters, and authorizing parking restrictions for street sweeping.

The code also gives the City Traffic Engineer authority to establish:

- Authorized signs or green curb markings to designate areas with parking time limits 20 minutes
- Authorized signs prohibiting parking longer than one hour, two hours, or another specified time limit

Parking time limits may be enforced between the hours of 9:00 a.m. and 6:00 p.m. on any day except Sundays. The City does not currently have parking time limits in effect in the residential study areas.

Municipal code section 10.56.210 authorizes the establishment of permit parking on residential streets. In Subsection C, it is stated that the City must issue parking permits at no cost to residents or merchants with property adjacent to the restricted streets, as well as up to 10 guest parking permits at no cost. Parking regulations are enforceable by the Garden Grove Police Department. Although permit parking is allowed by code, it is not a common parking management tool in Garden Grove. Residential parking permits have been issued only in the northern part of the City, near West Street and Orangewood Avenue. The permit neighborhood is near the Anaheim Convention Center, and permits were issued to prevent overflow parking from large events. The City of Anaheim issues the permits and originally was also responsible for the program's enforcement. This use of neighborhood parking permits is a distinct case; Garden Grove does not use permits to manage residential parking, as City staff have found that cost recovery for the program would require charging a higher cost per permit than residents may be willing to pay, and managing one area would simply push vehicles into the surrounding areas.

Garden Grove does not employ any of the following parking management strategies: paid parking, unbundled parking, maximum parking requirements, parking in-lieu fees, or parking cash out. Transportation demand management is addressed only to the extent required by state law, for large non-residential developments or certain residential developments expected to increase per capita vehicle miles traveled.

Chapter 10.10 establishes transportation demand management (TDM) plan requirements, in accordance with state law. Developments expected to employ 250 or more people must submit a TDM plan with the goal of implementing programs, plans, or policies designed to encourage changes in individual travel behavior. TDM can include an emphasis on alternative travel modes to the single occupant vehicle (SOV) such as carpools, vanpools, and transit, or reducing or eliminating vehicle trips.

Enforcement

Most proactive parking enforcement in Garden Grove is handled by the Public Works Department ("Public Works"). The City currently has four part-time parking enforcement specialists and plans to hire two more. Each specialist is limited to 1,000 hours per fiscal year; however, Public Works plans to increase the number of allowed hours.

Enforcement specialists follow the street sweeping schedule, with shifts that generally begin around 4:30 am and finish before 2:00 pm. They enforce street sweeping violations and other parking violations observed in the area.

The Police Department can also enforce parking regulations, and unlike Public Works staff, officers can research a license plate to view a vehicle's registration information. Officers are responsive to a variety of service calls, and based on their priority and volume, officers may be less available to enforce proactively. Officers have recently started enforcing with electronic ticket writers. A Community Service Officer in the Traffic Division does some proactive parking enforcement (in addition to complaint responses) and writes approximately 30 citations per shift. This shift is from approximately 10:30 am to 8:30 pm.

Altogether, City staff wrote approximately 1,700 parking citations in July 2022. Due to increased enforcement efforts and hiring, the number of monthly parking violation citations has been increasing, and staff wrote approximately 3,540 parking citations in April 2023. Currently, citation revenue is deposited into the General Fund to assist street sweeping activities.

Enforcement of the City's TDM plan requirements established in Chapter 10.10 is the purview of the South Coast Air Quality Management District.

Multimodal Transportation Options

Parking demand can be influenced by the availability of alternatives to single occupancy vehicle (SOV) travel, such as walking, biking, carpooling, using neighborhood electric vehicles, and riding public transit. As cities grow, they often seek to reduce vehicle miles travelled (VMT) and increase the share of trips taken by these other modes. Prioritizing and promoting multimodal transportation can improve public health and safety, promote social equity, reduce greenhouse gas emissions, reduce the land area dedicated for vehicle storage, and improve economic vitality and resilience. In Garden Grove, several regional transportation services exist that give residents and visitors the option to travel by modes that are more sustainable than driving alone, and the City's Active Streets Master Plan includes improvements that will create new options and help shape travel behavior in the future.

Regional Transportation Services

OC Bus

Garden Grove is served by Orange County Transportation Authority (OCTA). The system provides connections throughout Orange County and beyond, including connections to Metrolink rail stations. All buses are equipped with bike racks. Riders can purchase passes virtually via the OC Bus App, or in person at one of several local retailers. Youth and community college students may ride free. The bus system is fairly easy to navigate, with most routes running directly along a single major boulevard (see Figure 6 on page 31). Many routes have peak hour weekday frequencies of 15 minutes or less, as designated by the pink routes on the map.

East-West bus routes include:

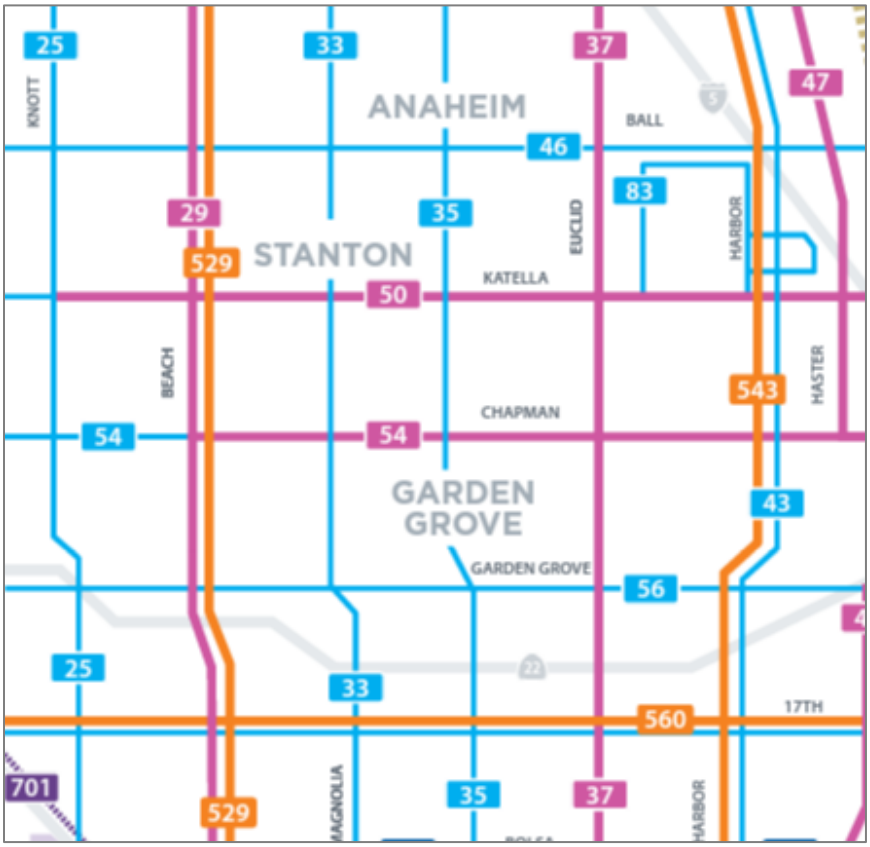
- Route 50 – Katella Avenue (High Frequency)
- Route 54 – Chapman Avenue (High Frequency)
- Route 56 – Garden Grove Boulevard

- Routes 60 and 560 – Westminster Avenue/17th Street (High Frequency)

North-South bus routes include:

- Route 25 – Knott Street
- Routes 29 and 529 – Beach Boulevard (High Frequency)
- Route 33 – Magnolia Street
- Route 35 – Brookhurst Street
- Route 37 – Euclid Street (High Frequency)
- Routes 43 and 543 – Harbor Boulevard
- Route 47 – Haster Street (High Frequency)

Figure 6: OCTA Bus Routes in Garden Grove



Source: OCBus West/Central County System Map, 2022.

OC Vanpool

OCTA also offers the OC Vanpool program, a vanpool incentive program for groups of 5 to 15 people, which provides a $400-500 per month subsidy to offset the cost of the van lease. Vanpool is marketed as a way for commuters to save money on gas, tolls, vehicle maintenance, and insurance, to enjoy more free time, to reduce wear and tear on personal vehicles, and to go green and help the community. It is marketed to employers as a way to reduce parking costs and further corporate social responsibility.

Active Transportation Infrastructure

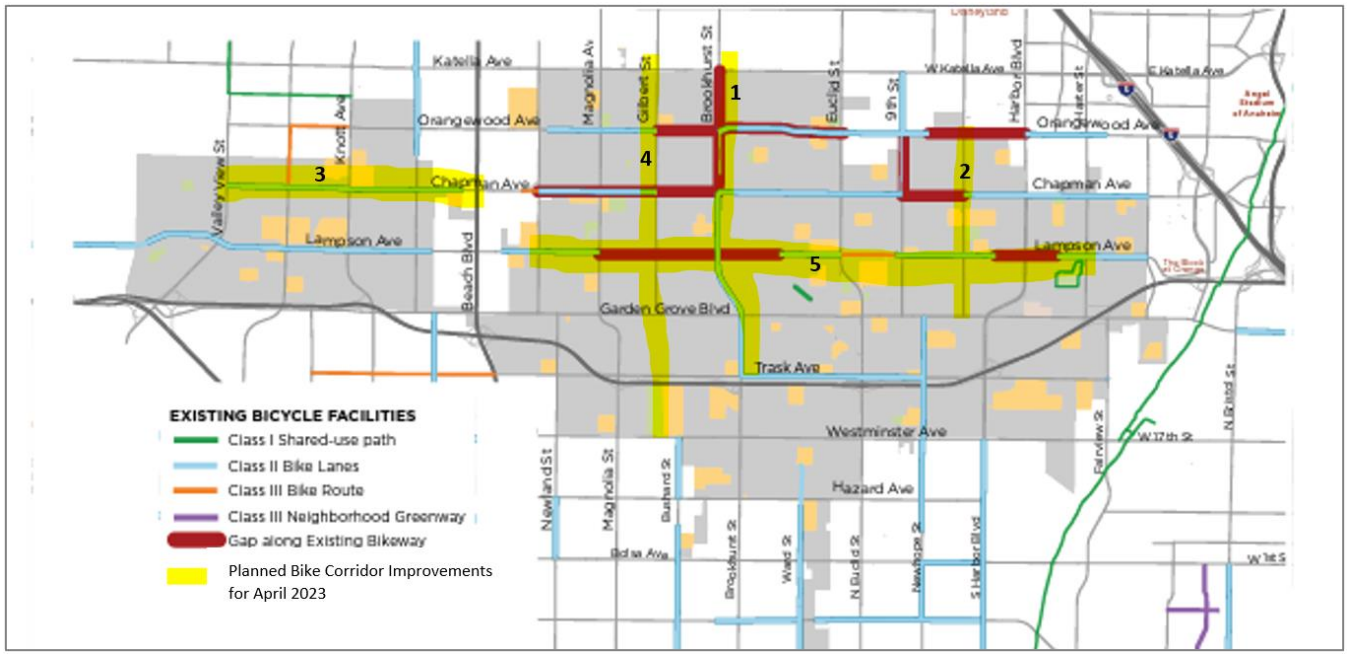
The Active Streets Master Plan was developed in 2018 with the goal of creating a healthier and more active community by building a connected bicycle and pedestrian network, increasing active transportation mode share, improving safety, and promoting equity. The plan provides injury and fatality statistics, identifies existing active transportation infrastructure in the City, and recommends locations for improvements based on travel demand, safety, and community need.

Community outreach for the plan revealed the lack of safety to be a key barrier to biking in Garden Grove. The City has many wide roadways with fast-moving traffic, freeway interchanges, and busy arterials. The plan identifies 21.3 miles of existing bikeways in Garden Grove, including 0.9 miles of off-road shared-use paths, 19.3 miles of designated on-road bicycle lanes, and 1.1 miles of designated bicycle routes (see routes in Figure 7 on page 33). There are many gaps in the network, and the plan recommends 55.3 miles of new bicycle facilities, as well as 9.3 miles of updated existing facilities. The plan also recommends 20.4 miles of Complete Streets and Separated Bikeway study corridors. Several of these bicycle projects to improve bicycle safety and network connectivity will soon be underway. Garden Grove received federal funding to stripe bike lane network gaps, improve and create bicycle routes, and improve striping on existing bike lanes along five key bicycle corridors. Those corridors are:

1. Brookhurst Avenue (From Trask Avenue to Katella Avenue)
2. West Street (From Garden Grove Boulevard to Orangewood Avenue)
3. Chapman Avenue (From Valley View Street to Beach Boulevard)
4. Gilbert Street (From Deodora Drive to Katella Avenue)
5. Lampson Avenue (From Dale Street to Haster Street)

The five segments are highlighted in the map in Figure 7 on page 33. Construction is anticipated to begin April 2023. These improvements will provide immediate benefits to residents interested in multimodal transportation, providing greater connectivity throughout the City and access to new or improved bicycle infrastructure either along the boundaries of, or almost directly adjacent to, four of the six Study Areas. The Bike Corridor Improvement Project signals the City's commitment to implementation and improving multimodal mobility options in the future.

Figure 7: Existing Bicycle Facilities in Garden Grove and Planned Bike Corridor Improvements for April 2023



Source: Base map: Active Streets Master Plan, 2018. Corridor Improvements Overlay: Walker Consultants, 2023.

Pedestrian constraints identified in the Active Streets Master Plan included missing sidewalks, infrequent marked crosswalks, and wide intersections. Opportunities for improvement included more shade trees and landscaping, better street lighting, sidewalk and path improvements, and safer crossings. Overall, the current conditions in Garden Grove are unlikely to induce a significant amount of walking and biking, but the community has expressed a strong interest in being able to travel by these modes, and the City is committed to becoming more bike- and pedestrian-friendly in the future.

Demographics and Growth Projections

Understanding current demographics and projected and potential growth is helpful in developing appropriate parking management recommendations. The following subsections provide an overview of relevant information from the City's General Plan, Census data, the Southern California Association of Governments' (SCAG) demographic forecasts for the City, and growth estimates provided by City staff.

Demographic Information

Citywide Demographics

The following information and projections from the General Plan's 2021-2029 Housing Element provide valuable local context for the City of Garden Grove:

- Approximately 25% of residents are under 20, 34% are 20-44, 27% are 45-64, and 14% are 65 or older.
- The median household income is $69,278 in Garden Grove, below the County average of $90,234.

    - The median household income of owner-occupied households is $89,318.
    - The median household income of renter-occupied households is $52,271.
- 60% of households are in lower-income categories; 39% of these spend over 30 percent of their household income on housing.
- 65.5% of the current housing stock is single family, 31.2% is multi-family, and 3.4% is mobile homes.
- 9.8% of housing units are occupied by more than one person per room, excluding kitchens, bathrooms, and halls.
- 65% percent of all Garden Grove households own two or fewer vehicles; 75% of renter households own two or fewer vehicles.

The Economic Policy Institute estimated average annual transportation spending for an adult in Garden Grove at $10,119—over one-third of the City's median individual income. The average transportation spending figure may be an underestimate, as it does not account for how the transportation-related cost of providing mandated parking spaces also increases rents, home ownership costs, or other prices.

Vehicle Ownership Estimates

Garden Grove's current municipal code requires residential parking spaces to be bundled into the cost of housing, but some households do not own vehicles. The U.S. Census American Community Survey (2019 5-Year Estimates) included vehicle ownership data for the census tracts of each study area, displayed in Table 2 below.

Table 2: Households with No Vehicle Available

Study Area	Census Tract	Share of Tract Households with No Vehicle Available
1	891.04	14.1%
2	891.02	2.3%
3	761.03	4.7%
4	885.02	12.8%
5	885.01	4.5%
6	885.01	4.6%

Source: U.S. Census American Community Survey 5-Year Estimates, 2019.

Growth Projections and Potential

Housing Needs and Population Growth Forecasts

Garden Grove's Regional Housing Needs Assessment for the 2021-2029 planning period was determined by the Southern California Association of Governments (SCAG) to be 19,168 housing units, including 4,166 units for very low-income households, 2,801 units for low-income households, 3,211 units for moderate-income households, and 8,990 units for above moderate-income households. The RHNA of 19,168 housing units represents an increase of nearly 40 percent in the City's total number of housing units; there were 48,504 existing housing units in Garden Grove when the Housing Element was adopted.

The City was tasked with accommodating the new housing through land use policy and zoning standards. Based on past accessory dwelling unit (ADU) development trends, the Housing Element projected 2,009 new ADUs would be developed during the 2021-2029 planning period. City staff consider this a realistic estimate, or even a conservative one due to the potential for AB 2097 to facilitate the conversion of previously required garages and parking areas into housing. During public outreach for the Housing Element update, the community voiced concerns that the new development could create negative impacts to existing neighborhoods, including parking spillover and increased traffic and pollutant emissions.

Between 2000 and 2010, the City's population grew 2.2 percent, slower than average for Orange County. SCAG's demographic forecasts estimated that the Garden Grove population could increase an additional 5.5 percent, from 174,801 persons in 2020 to 185,000 persons by 2045.

New housing and population growth will affect travel and parking needs, as will the number of visitors and employees coming from other cities and regions.

Projected Parking Demand Trends

Appendix A incorporates some of these estimates to develop exploratory calculations for future parking demand for conservative, base, and aggressive growth scenarios. Ultimately, the analysis shows a clear trend of increasing demand for street parking, especially in study areas where greater housing densities are expected. Although many of the overall projected increases in street parking utilization may not seem alarming, it is important to remember that parking demand is often more localized, rather than distributed evenly throughout a study area. Even 30 new vehicles parking in a study area could push several new streets over the recommended 85 percent utilization threshold, exacerbating parking difficulties and safety concerns for residents.

The trend toward increased demand for street parking underscores the importance of planning for the future. Any new parking management efforts are likely to involve staff time and City resources, but at some point it may be that the benefits—improving the quality of life for residents, improving the aesthetic appeal and safety of neighborhoods, reducing parking search time, reducing greenhouse gas emissions from cruising for parking, and encouraging the use of sustainable transportation modes—outweigh these costs, and management costs may be at least partially offset by parking revenues. The street is a valuable public asset, and a valuable parking resource for residents. When street parking availability is unregulated, vehicle ownership is more convenient and becomes more attractive compared with other, more sustainable modes of transportation.

As the City's population increases, more land is dedicated to housing, and less land is dedicated to vehicle storage and infrastructure, the current paradigm of automobile dependency and solo driving may gradually shift into a future where more people want to share vehicles, take public transit, walk, and bike. Through parking management, the City can help ensure a smooth and equitable transition to a more sustainable future. In the short-term, this might involve identifying underutilized parking supply and developing programs that allow these spaces to be used more efficiently. In the longer term, it may involve creating parking policies and development standards that encourage households to reduce their vehicle ownership, in conjunction with planning initiatives that make it easier for residents to travel without a private automobile.

03 On-Street Parking Supply and Demand

On-Street Parking Supply and Demand

Introduction

This section provides an overview and analysis of the parking conditions observed, including both the *inventories* of the number of parking spaces available within the project's six residential study areas and the *occupancy rates* of these spaces during typical peak parking demand.

- Inventory data was provided by Arcadis IBI Group. The data include approximate inventories of on-street parking spaces in each study area but do not include spaces on arterial streets without legal street parking.
- Occupancy rates were calculated using the inventory data and data gathered by Walker's in-person observations in each study area. Walker conducted counts of parked vehicles in each study area on one of two typical weekday early mornings, Tuesday, November 15th and Tuesday, November 29th in 2022. These were the third and fifth Tuesdays of the month, so no street sweeping parking restrictions were in effect. The counts were conducted between 4:30 am and 7:00 am, during the hours in which residential parking demand is at or near its peak, before many people begin to leave for work. Walker also visited the study areas to observe conditions during the afternoon on Tuesday, November 1st, 2022.

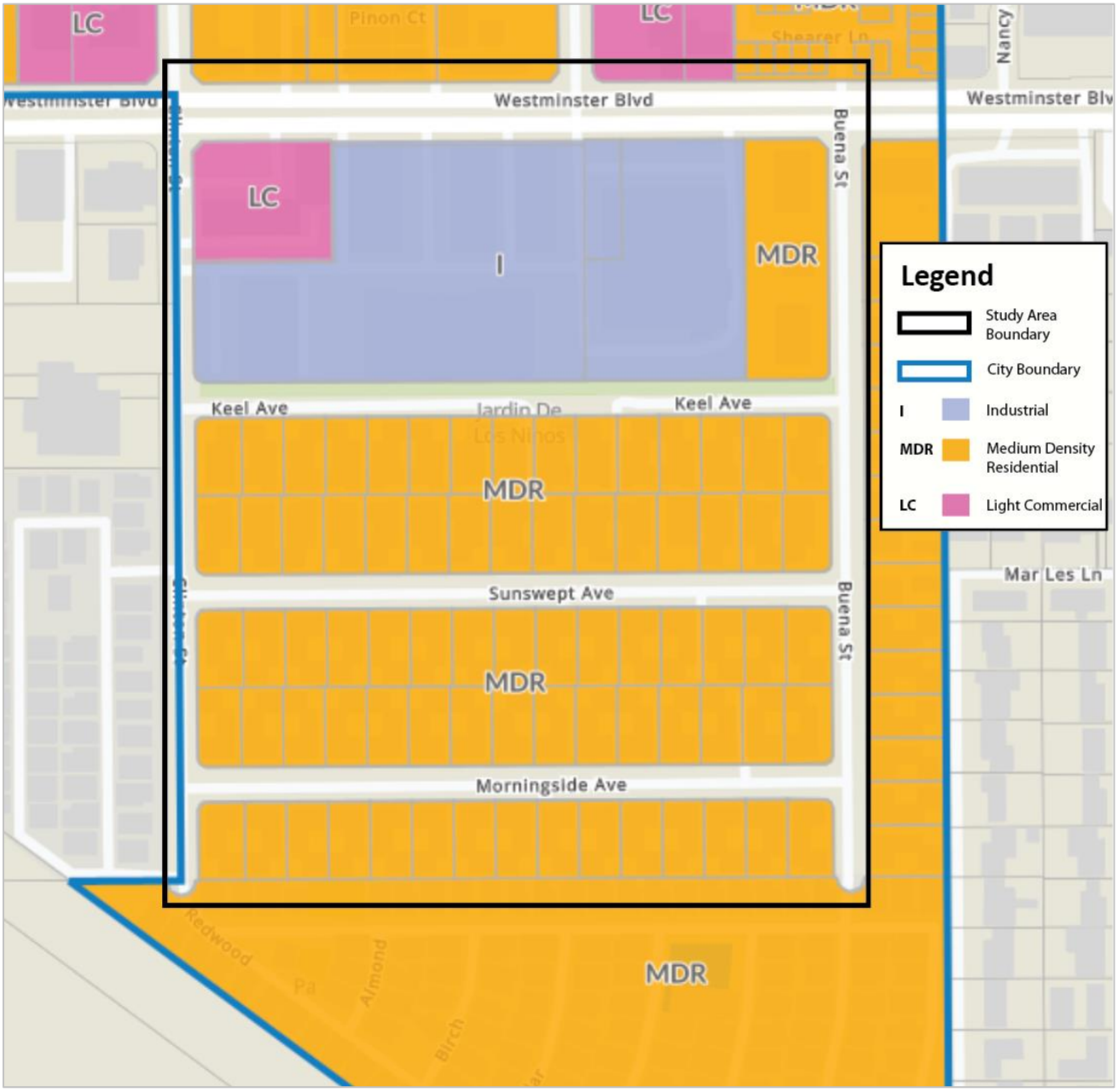
The six study areas were chosen as a representative sample of Garden Grove neighborhoods where residents have expressed concerns about street parking availability. Examining the existing parking conditions in these neighborhoods informed the menu of policy and planning options to provide an improved quality of life for residents of Garden Grove, as well as the experience of those who visit or work in Garden Grove.

This section provides street parking inventories and utilization data, includes land use maps, describes the parking conditions observed in each of the six study areas, and summarizes and interprets the key findings.

Study Area 1

The first study area is bounded by Westminster Avenue to the north, Clinton Street to the east, Morningside Avenue to the south, and Buena Street to the west. Land use in the area is primarily medium density residential, with some light commercial and industrial use north of Keel Avenue (see Figure 8). The study area is just within the City boundaries, bordered by the City of Santa Ana to the east, south, and west.

Figure 8: Land Use Map of Area 1



Source: *Land Use Map - City of Garden Grove, 2023. Study Area Boundaries – Walker Consultants, 2023.*

Of the six study areas, Area 1 is unique in that signs currently prohibit on-street parking all throughout the neighborhood (see Figure 9). Street parking was removed in Area 1 about 25 years ago due to criminal activity, but the possibility of allowing on-street parking in the future may be revisited.

Figure 9: Prohibited On-Street Parking on Keel Avenue

Source: *Google Street View, August 2022.*

Study Area 1 is located in Census Tract 891.04, a tract in which 14.1 percent of households have no vehicle available, according to the U.S. Census Bureau's American Community Survey (ACS) 2017-2021 5-year estimates. The share of households with no vehicle available in Garden Grove as a whole is much lower, at 6.5 percent. Similarly, the share of residents of Census Tract 891.04 who took public transit to work was 6.4 percent, compared with just 1.6 percent for Garden Grove as a whole, according to the ACS 2017-2021 5-year estimates. Despite the lack of available street parking in Study Area 1, many off-street residential spaces on the site of various apartment buildings in the area were observed to be unoccupied. This may be because City code currently requires parking to be bundled with the dwelling unit for the sole use of the occupants, but some households do not own vehicles.

Even though street parking is currently prohibited, the potential supply of curb parking spaces (were parking allowed in the area) was inventoried, and Walker conducted an occupancy count of vehicles parked on the study area streets despite the restriction (see Table 3). Walker also observed off-street parking. Even though street parking was not available, many off-street parking spaces associated with the apartment buildings in the study area were observed to be unoccupied.

Table 3: Study Area 1 Street Parking Data

Inventory (Curb Parking Currently Prohibited)	Occupancy	Utilization
301	14	5%

Source: *Walker Consultants, 2023.*

Study Area 2

The second study area is immediately north of Study Area 1 and is bounded by Trask Avenue to the north, Clinton Street to the east, Westminster Avenue to the south, and the city limits to the west. Land use in the area is primarily low density residential, but also includes Orangewood Academy, as well as some light commercial and medium density residential at the south end, just north of Westminster Boulevard (see Figure 10 on page 41). Study Area 2 is located in Census Tract 891.02, a tract with more single family homes, and in which only 2.3 percent of households have no vehicle available, according to the ACS 2017-2021 5-year estimates.

There are private streets associated with the medium density residential area in the southwest corner of the study area, but street parking was available on most public streets in the study area, other than Westminster Boulevard (an arterial street) and the south end of Roxey Drive, which was marked with a red curb. There are approximately 822 street parking spaces in the study area. Occupancy counts revealed 479 parked vehicles, for an overall parking utilization rate of 58 percent throughout the study area (see Table 4).

Table 4: Study Area 2 Street Parking Data

Inventory	Occupancy	Overall Utilization
822	479	58%

Source: *Walker Consultants, 2023.*

A widely recognized best practice in parking management involves the comparison of actual parking utilization rates with an 85 percent occupancy threshold. When parking is 85 percent occupied, spaces are well-used—showing parking management is not needlessly deterring people from coming and parking in the area—but it is also still possible for drivers to find parking without circling around or waiting for another vehicle to leave. Utilization rates can be compared with the 85 percent threshold at various levels of analysis—typically for individual block faces, specific parking space categories, or in some cases, an entire area.

In Study Area 2, overall parking occupancy was well below the 85 percent occupancy threshold; however, some individual streets did have utilization rates above 85 percent. Table 5 displays the number and share of block faces by parking utilization rate.

Table 5: Number and Share of Study Area 2 Block Faces by Utilization Rate

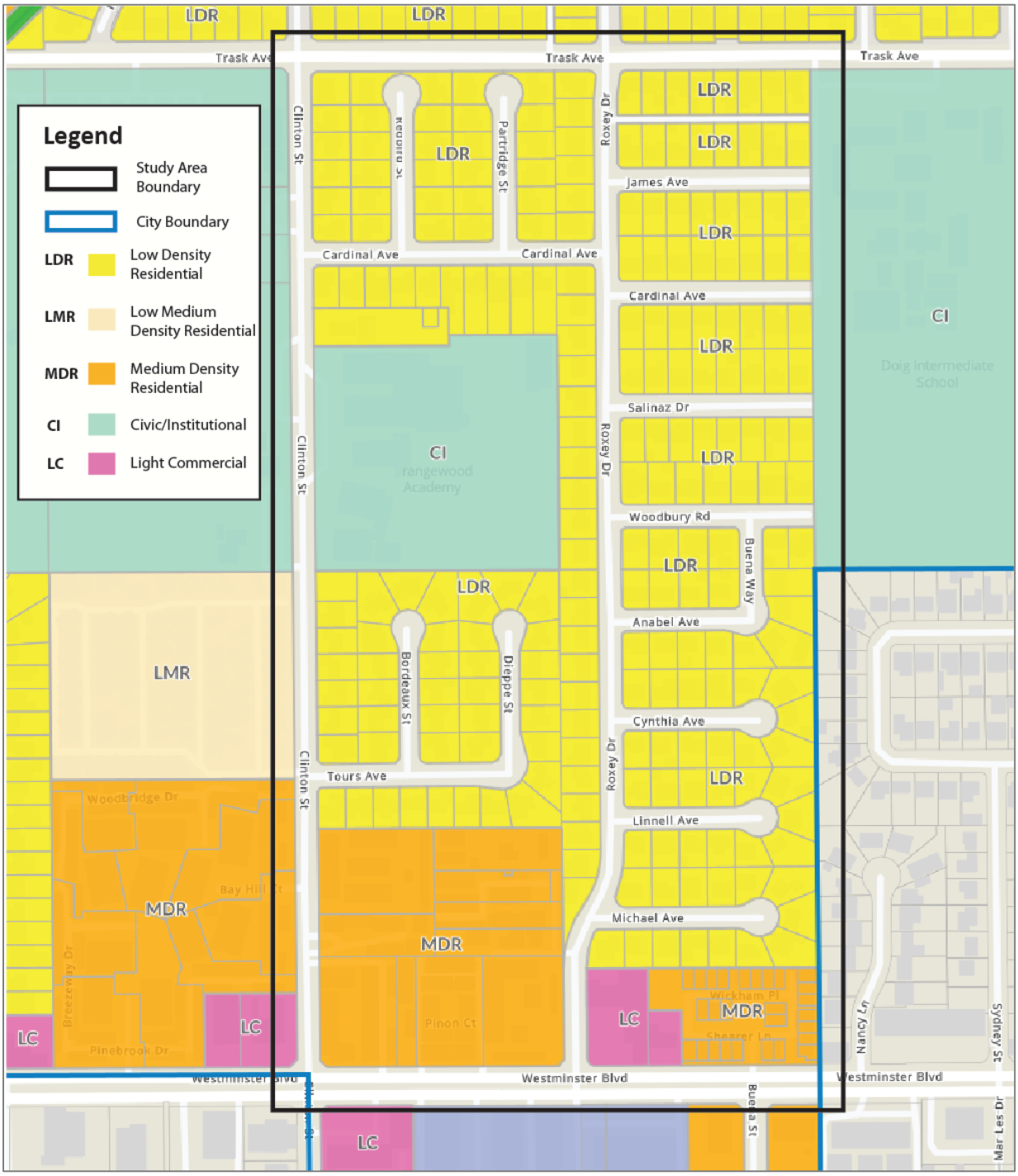
Parking Utilization Rate	Number of Block Faces	Share of Block Faces
Above 85%	11	19%
70-84%	9	23%
50-69%	19	33%
25-49%	13	16%
Below 25%	5	19%
Total	57	100%

Source: *Walker Consultants, 2023.*

The map in Figure 11 on page 42 displays the observed parking utilization of each block face. It reveals the highest parking utilization for streets to be on the south side of the study area, nearer the medium density residential land

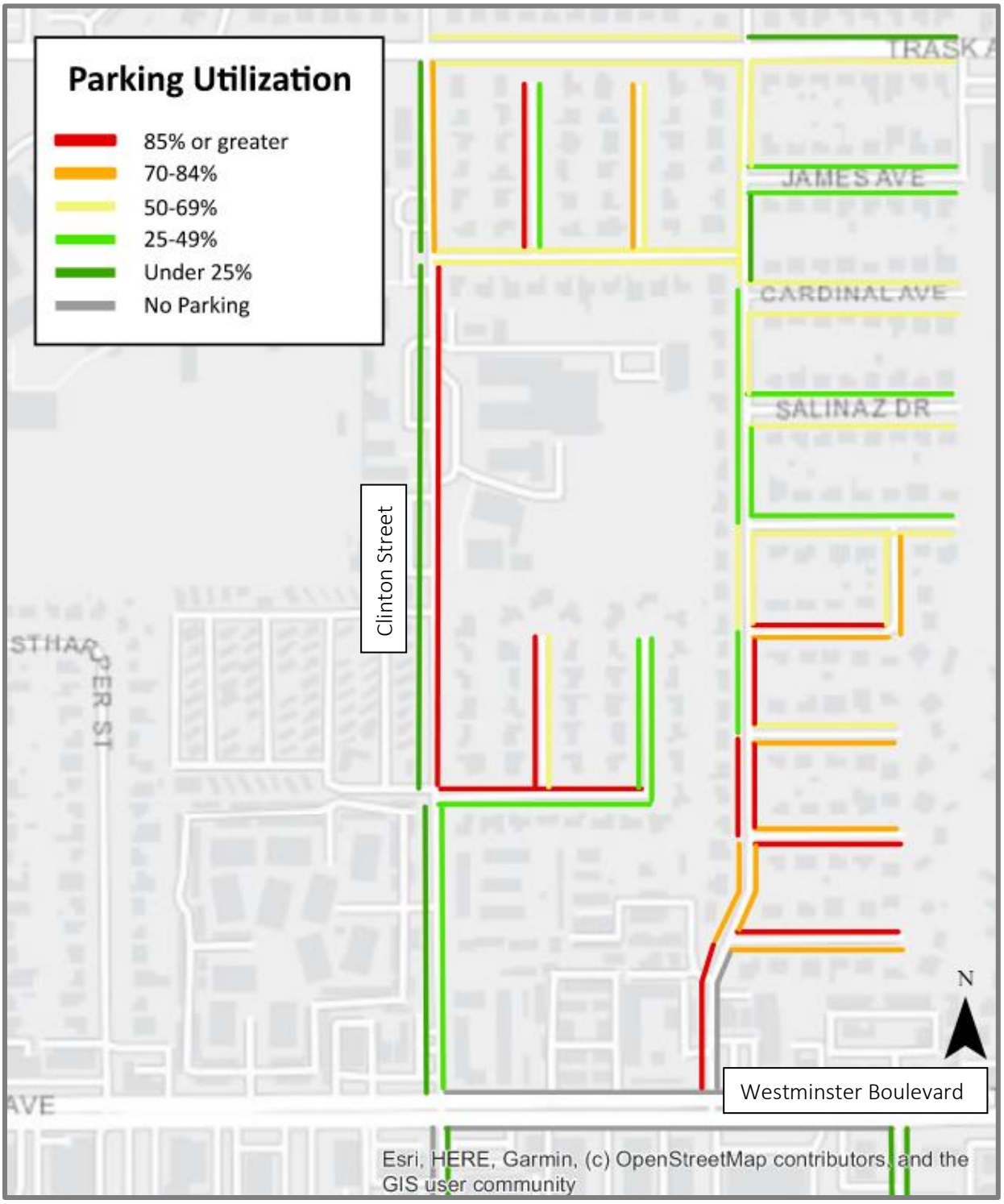
uses, including near Study Area 1 where street parking is currently prohibited. The map shows that although several streets were highly occupied, even for the highest demand segments, streets with parking availability (utilization below the 85 percent threshold) were never more than one block away.

Figure 10: Land Use Map of Study Area 2



Source: *Land Use Map - City of Garden Grove, 2023. Study Area Boundaries – Walker Consultants, 2023.*

Figure 11: Street Parking Utilization in Study Area 2



Source: *Walker Consultants, 2023.*

Study Area 3

The third study area is bounded by Allard Street and Lampson Avenue to the north, Haster Street to the east, Blue Spruce Avenue to the south, and Lewis Street to the west. The area is on the east side of Garden Grove, north of the Garden Grove Freeway, and is bordered by the City of Santa Ana to the east. Lampson Elementary School and professional office uses are found just north of the study area, as are medium density residential uses. The Haster Basin Recreational Park is to the west.

Land use in the area is primarily low and low medium density residential, with medium density residential north of Lampson Avenue and east of Haster Street, as well as on the east side of the study area, along Lewis Street (see Figure 12 on page 44). Study Area 3 comprises most of Census Tract 761.03, in which approximately 4.7 percent of households had no vehicle available, according to the ACS 2017-2021 5-year estimates.

There were private streets associated with the low medium density residential area (the Fairlane Estates Mobile Home Park) in the northwest corner of the study area just south of Lampson Avenue, but most public streets in the study area had street parking. There were approximately 830 street parking spaces in the study area. Occupancy counts revealed 520 vehicles parked in these spaces, for an overall parking utilization throughout the study area of 63 percent (see Table 6).

Table 6: Study Area 3 Street Parking Data

Inventory	Occupancy	Overall Utilization
830	520	63%

Source: *Walker Consultants, 2023.*

As in Study Area 2, the overall parking utilization in Study Area 3 was well below the best practice 85 percent occupancy threshold; however, eleven individual streets did exceed this threshold. Table 7 displays the number and share of block faces in Study Area 3 by parking utilization.

Table 7: Number and Share of Study Area 3 Block Faces by Utilization Rate

Parking Utilization Rate	Number of Block Faces	Share of Block Faces
Above 85%	11	16%
70-84%	7	10%
50-69%	27	40%
25-49%	20	30%
Below 25%	2	3%
Total	67	100%

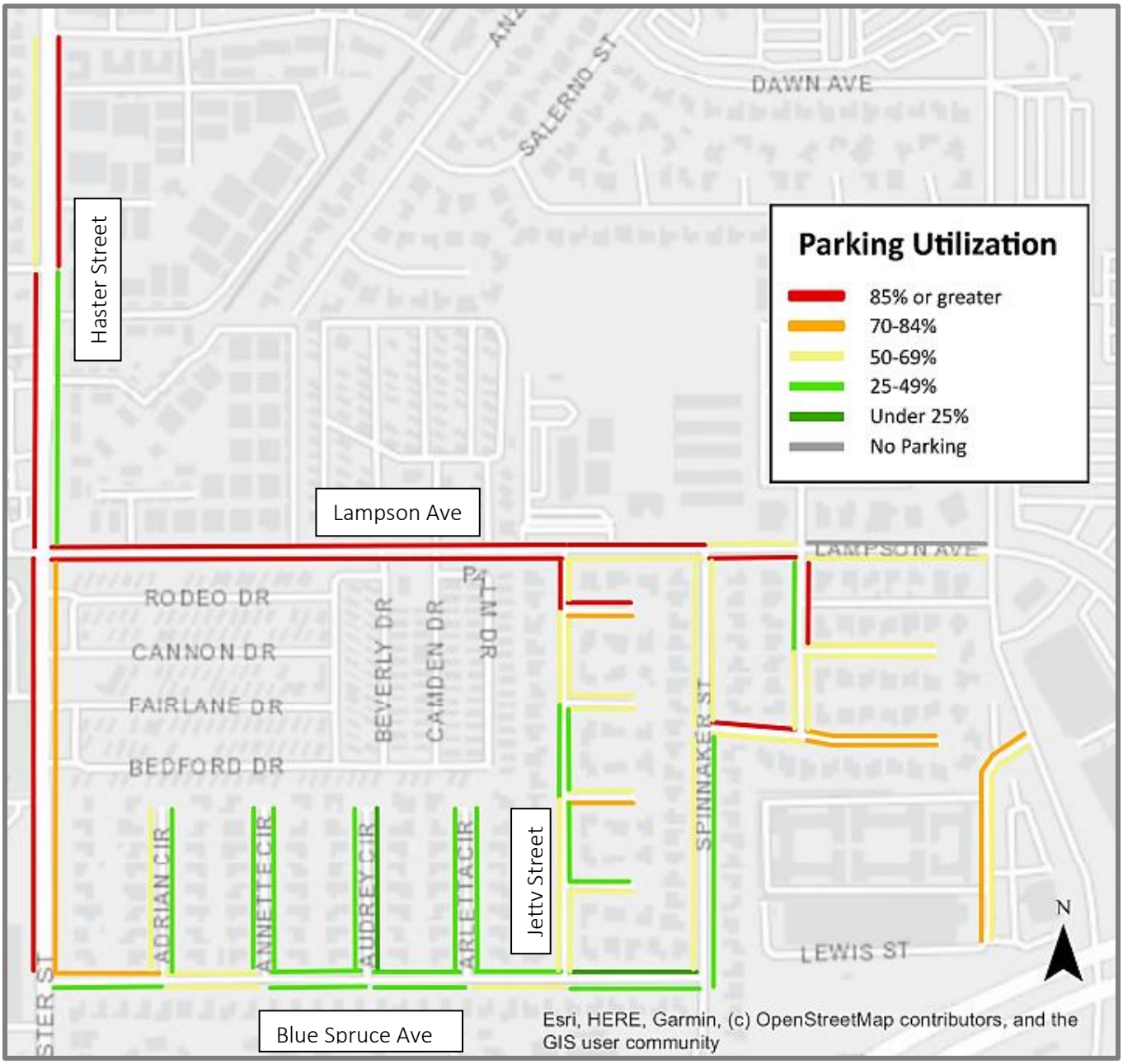
Source: *Walker Consultants, 2023.*

Figure 13 on page 45 displays the parking utilization of each block face. The map reveals some of the highest parking utilization rates along Haster Street and Lampson Avenue—both streets bordering medium and low medium density residential land uses. For the most part, the streets in nearby lower density residential areas had ample on-street parking availability.

Figure 12: Land Use Map of Study Area 3

Source: *Land Use Map - City of Garden Grove, 2023. Study Area Boundaries – Walker Consultants, 2023.*

Figure 13: Street Parking Utilization in Study Area 3



Source: *Walker Consultants, 2023.*

Study Area 4

The fourth study area is bounded by Lampson Avenue to the north, West Street to the east, Garden Grove Boulevard to the south, and Buaro Street to the west. It is located in the eastern portion of the City. Most of the land within Study Area 4 is low and low medium density residential, with some mixed use and light commercial use on the south side of the study area, just north of Garden Grove Boulevard (see Figure 14 on page 47). North of the study area is CC Violette Elementary School. To the west, on the south side, is the Del Prado Mobile Home Park. To the east are the Great Wolf Lodge Water Park and the Harbor Town and Country Shopping Center.

Study Area 4 falls within Census Tract 885.02, in which 12.8 percent of households have no vehicle available, according to the ACS 2017-2021 5-year estimates. The nearby mix of residential and commercial uses, which includes a supermarket, may make it easier for households within this study area to get by with lower vehicle ownership, as may transit routes along both Harbor Boulevard and Garden Grove Boulevard.

Most streets in the study area served low density residential uses and had ample street parking available. There were approximately 957 street parking spaces in the study area. Occupancy counts revealed 460 vehicles parked in these spaces, for an overall parking utilization throughout the study area of only 48 percent (see Table 8).

Table 8: Study Area 4 Street Parking Data

Inventory	Occupancy	Utilization
957	460	48%

Source: *Walker Consultants, 2023.*

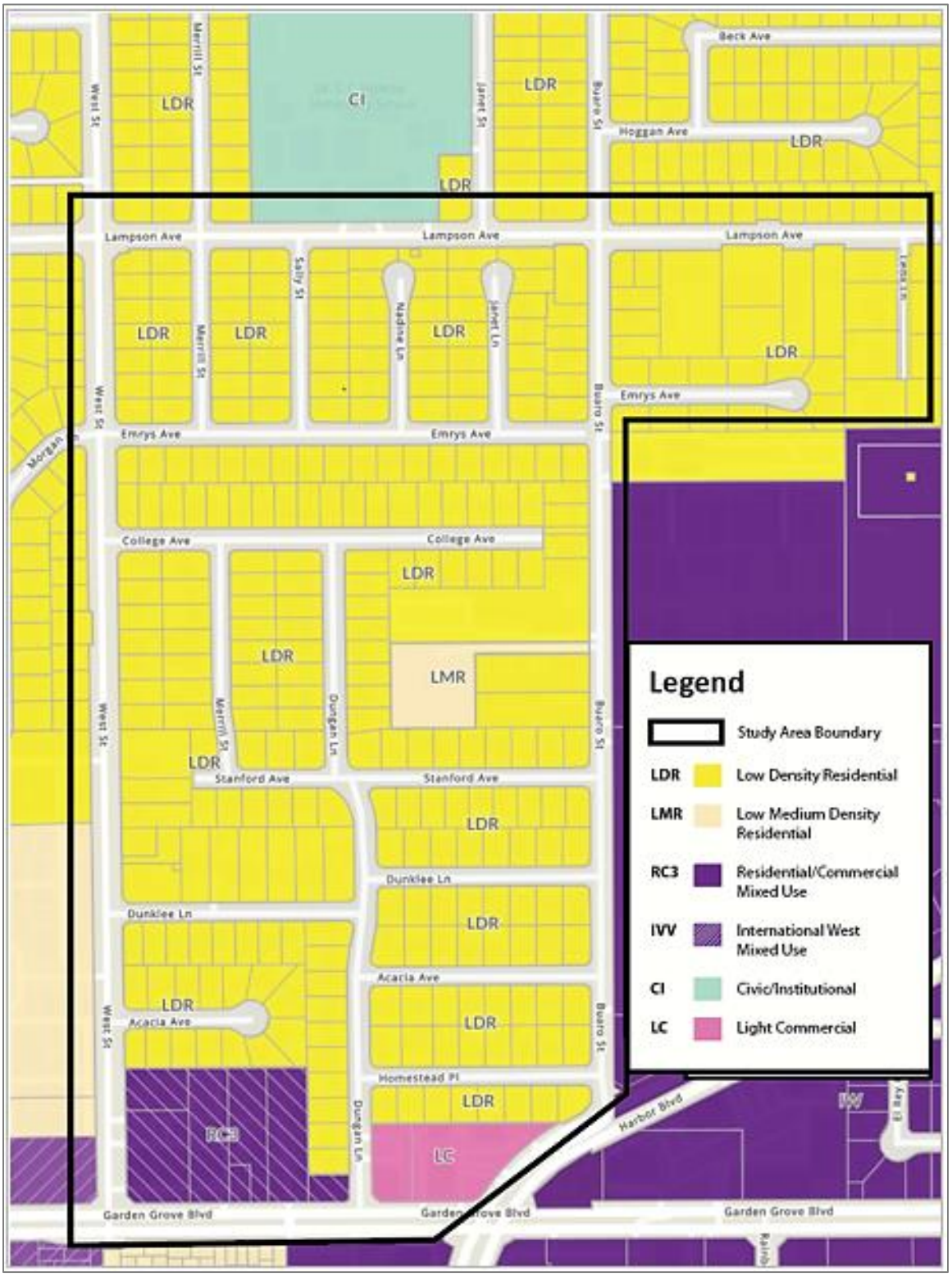
The overall parking utilization of Study Area 4, at 48 percent, was also well below the best practice 85 percent occupancy threshold. On West Street and Buaro Street, near the low medium residential and mixed use areas, several segments exceeded the threshold, but even on block faces where parking was highly utilized, there was always a street with more available parking within one or two blocks. Figure 15 on page 48 displays the parking utilization of each block face. Table 9 displays the number and share of block faces in each utilization category.

Table 9: Number and Share of Study Area 4 Block Faces by Utilization Rate

Parking Utilization Rate	Number of Block Faces	Share of Block Faces
Above 85%	9	11%
70-84%	7	9%
50-69%	27	34%
25-49%	19	24%
Below 25%	18	23%
Total	80	100%

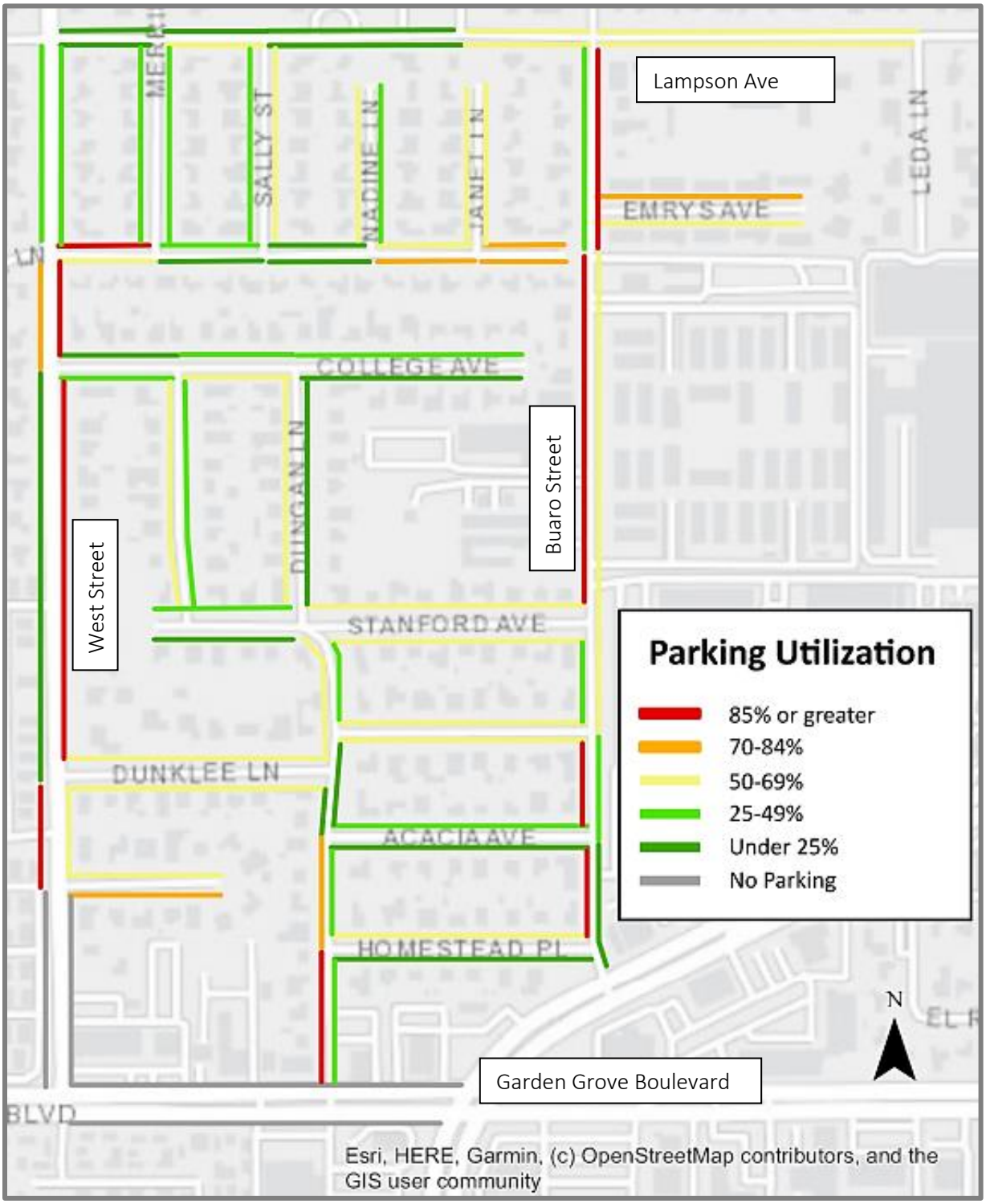
Source: *Walker Consultants, 2023.*

Figure 14: Land Use Map of Study Area 4



Source: *Land Use Map - City of Garden Grove, 2023. Study Area Boundaries – Walker Consultants, 2023.*

Figure 15: Street Parking Utilization in Study Area 4



Source: *Walker Consultants, 2023.*

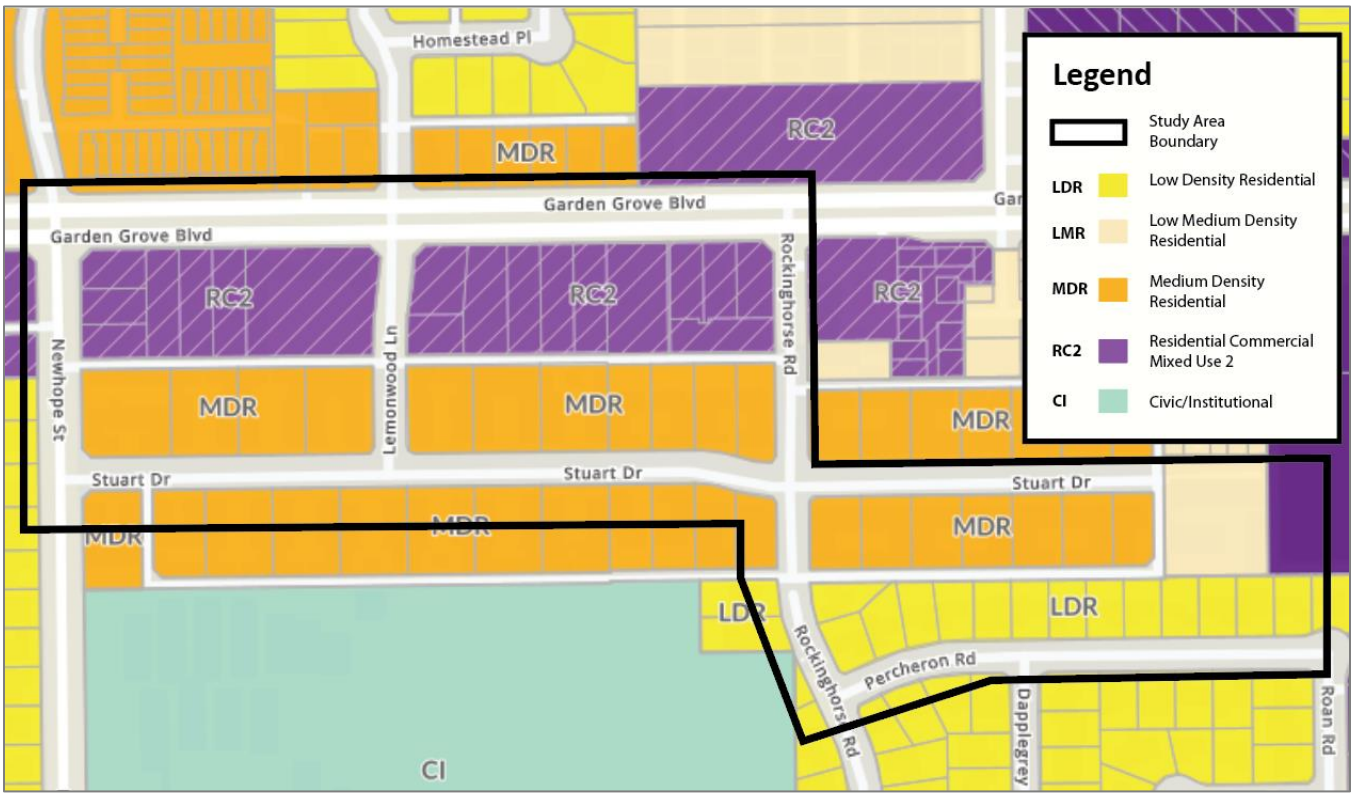
Study Area 5

Study Area 5 is just southwest of Study Area 4. It is bounded by Garden Grove Boulevard to the north, Newhope Street to the east, Stuart Drive and Percheron Road to the south, and Rockinghorse Drive and the west end of Percheron Road to the west. Just south of the study area is Peters Elementary School. Immediately to the east of the study area are two shopping centers, Harbor Plaza and Harbor 22 Center.

Most of the land in the study area is medium density residential or residential and commercial mixed use (see Figure 16). In the southeast corner of the study area, there is a low density residential neighborhood along Percheron Road. Bollards on Rockinghorse Road prevent vehicles from passing and separate the apartments on the north side of the study area from the single family homes to the south (see Figure 17 on page 50).

Study Area 5 falls within Census Tract 885.01, in which 4.5 percent of households have no vehicle available, but this tract also includes a much larger area of low density residential land north of Garden Grove Boulevard, so in this case the ACS 2017-2021 5-year estimate for the whole census tract less accurately reflect vehicle ownership within the study area boundaries.

Figure 16: Land Use Map of Study Area 5



Source: *Land Use Map - City of Garden Grove, 2023. Study Area Boundaries – Walker Consultants, 2023.*

Figure 17: Cement Bollards on Rockinghorse Road

Source: *Google Street View, May 2022.*

Street parking in Study Area 5 was almost completely occupied. There were approximately 220 street parking spaces in the study area. Occupancy counts revealed 217 vehicles parked in these spaces, for an overall parking utilization throughout the study area of 99 percent (see Table 10). Additionally, ten street segments had utilization rates above 100 percent, indicating that these segments were "overparked" with more vehicles than available spaces. Some vehicles may have been parked so tightly together that it would be difficult for them to maneuver out of their parking spaces, or there may also have been some vehicles encroaching into driveway entrances or portions of the curb painted red.

Table 10: Study Area 5 Street Parking Data

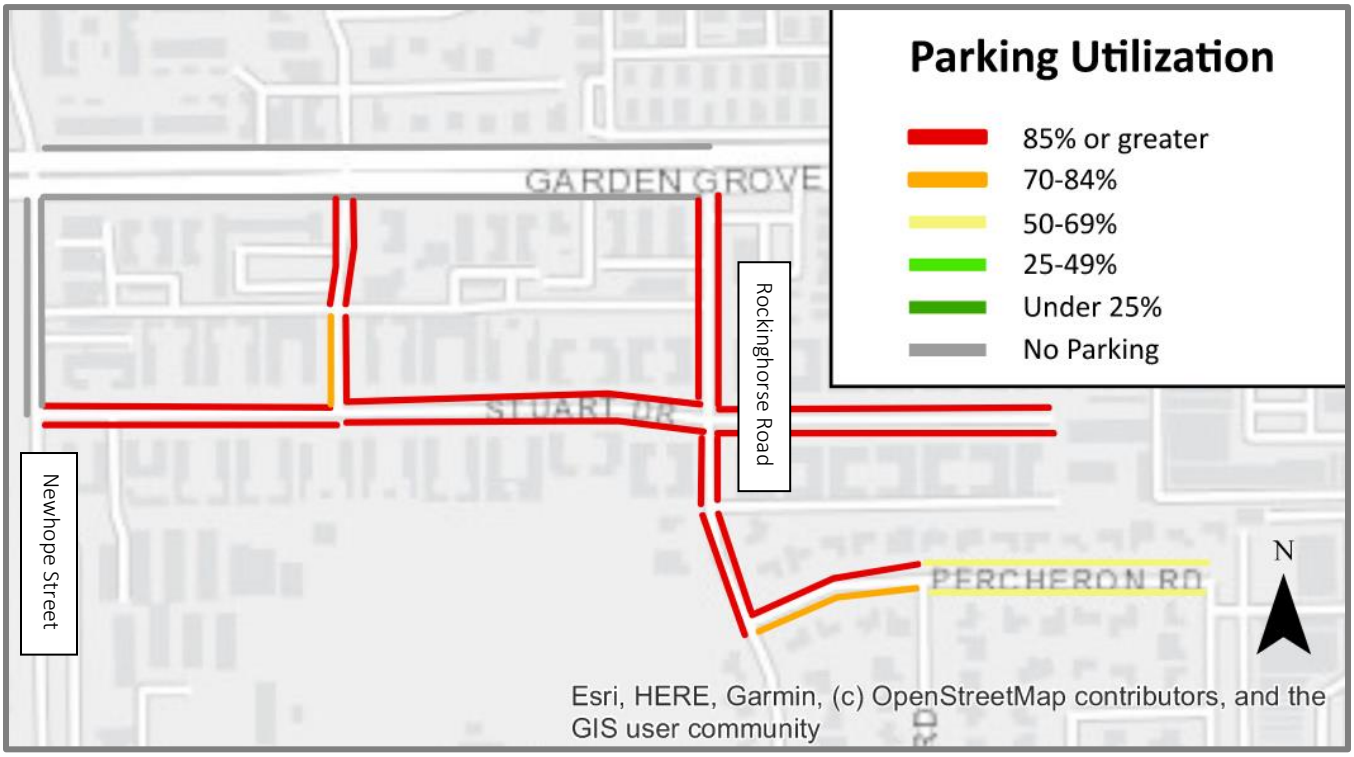
Inventory	Occupancy	Utilization
220	217	99%

Source: *Walker Consultants, 2023.*

The overall parking utilization of Study Area 5 exceeded the best practice 85 percent occupancy threshold, meaning the lack of available parking is almost certainly generating superfluous vehicle travel as residents and visitors drive in search for parking. Within the low density residential land use area, street segments nearest the medium density residential area had higher parking utilization rates. The parking demand patterns shown in Figure 18 on page 51 suggests that that the medium density residential land uses may generate parking "spillover" onto Rockinghorse Road south of the traffic bollards despite the separation between the neighborhoods. Parking at the east end of

Percheron Road, however, was only 56 percent utilized, indicating that the impact of spillover parking dissipated within several short blocks.

Figure 18: Street Parking Utilization in Study Area 5



Source: *Walker Consultants, 2023.*

As shown in Table 11, sixteen block faces in Study Area 5 exceeded the 85 percent occupancy threshold.

Table 11: Number and Share of Study Area 5 Block Faces by Utilization Rate

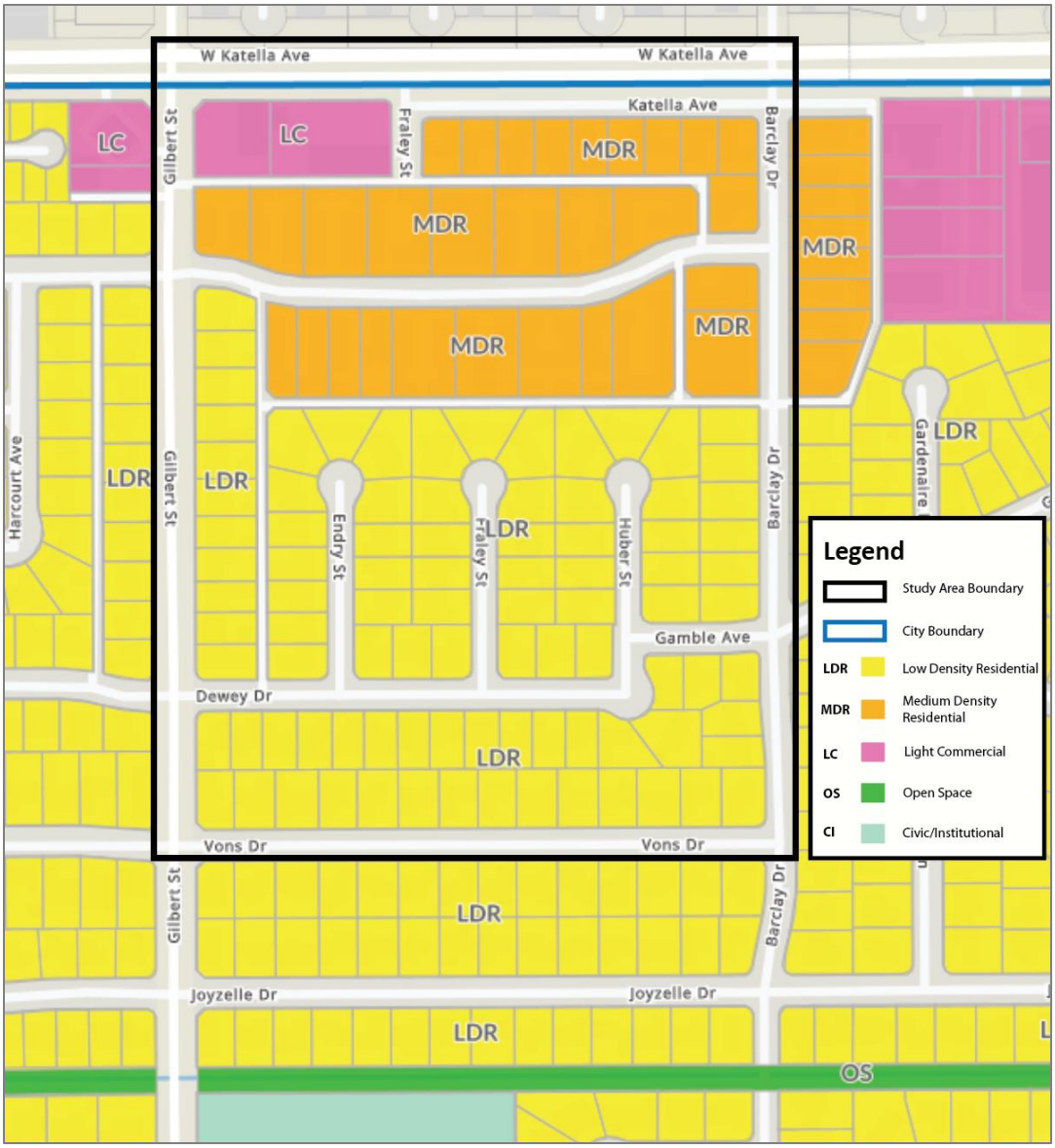
Parking Utilization Rate	Number of Block Faces	Share of Block Faces
Above 85%	16	80%
70-84%	2	10%
50-69%	2	10%
25-49%	0	0%
Below 25%	0	0%
Total	20	100%

Source: *Walker Consultants, 2023.*

Study Area 6

The sixth study area is bounded by Katella Avenue to the north, Gilbert Street to the east, Vons Drive to the south, and Barclay Drive to the west. Study Area 6 is along the northern boundary of Garden Grove, just south of unincorporated Orange County and southeast of the City of Anaheim. As shown in Figure 19, the north end of the study area contains light commercial and medium density residential land uses, and the south side of the study area is primarily single family homes. There are additional light commercial uses just east of the north side of the study area.

Figure 19: Land Use Map of Study Area 6



Source: *Land Use Map - City of Garden Grove, 2023. Study Area Boundaries – Walker Consultants, 2023.*

There were approximately 535 street parking spaces in the study area. Occupancy counts revealed 347 vehicles parked in these spaces, for an overall parking utilization throughout the study area of 65 percent (see Table 12).

Table 12: Study Area 6 Street Parking Data

Inventory	Occupancy	Utilization
535	347	65%

Source: *Walker Consultants, 2023.*

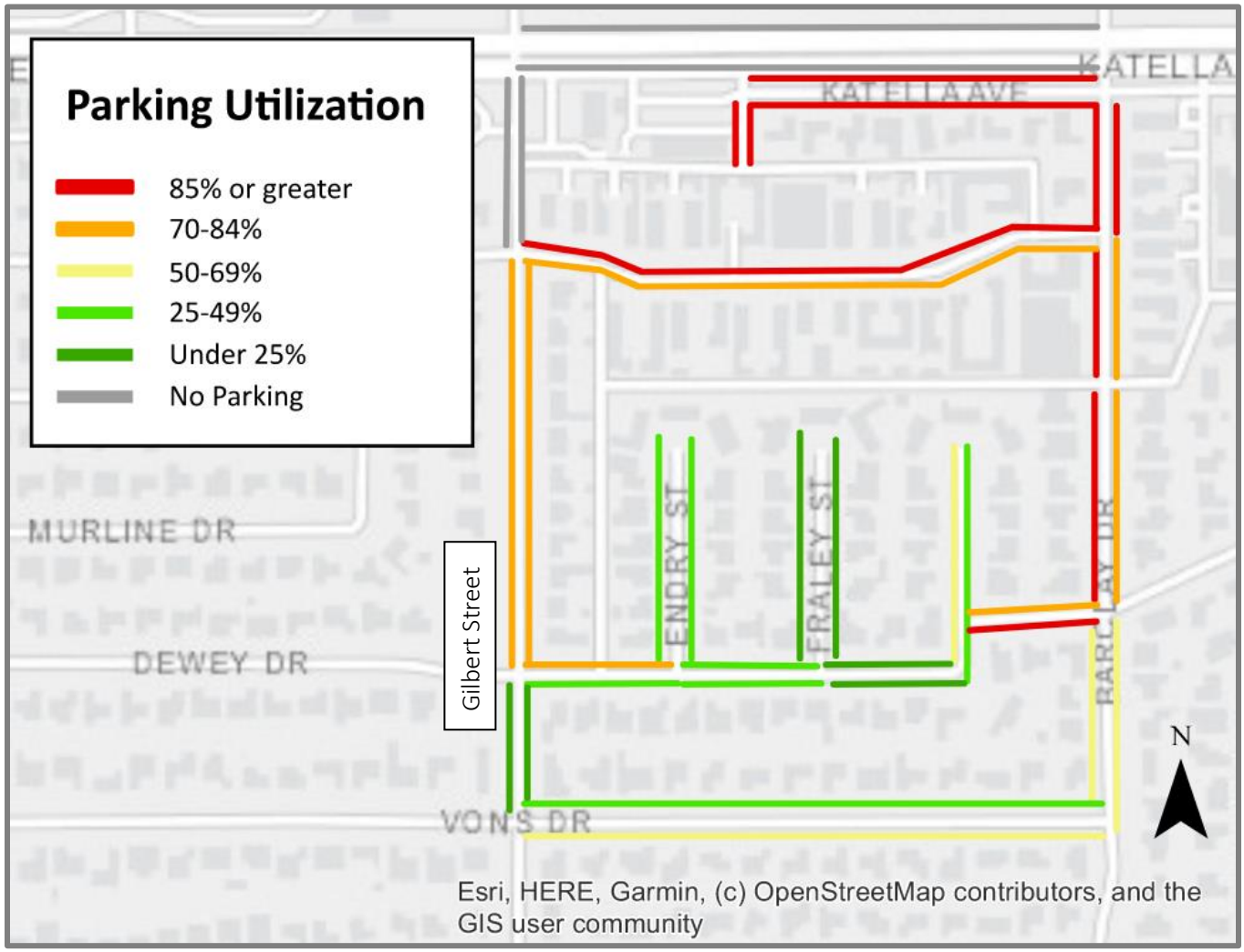
Demand patterns relative to land use were similar to those observed in the other study areas, with higher parking utilization rates near medium density residential land uses and lower utilization associated with lower housing densities. Figure 20 on page 54 displays the parking utilization by block face in Study Area 6. The number and share of block faces in each utilization category are displayed in Table 13. Ten block faces exceeded the 85 percent threshold.

Table 13: Number and Share of Study Area 6 Block Faces by Utilization Rate

Parking Utilization Rate	Number of Block Faces	Share of Block Faces
Above 85%	10	29%
70-84%	7	21%
50-69%	4	12%
25-49%	7	21%
Below 25%	6	18%
Total	34	100%

Source: *Walker Consultants, 2023.*

Figure 20: Street Parking Utilization in Study Area 6



Source: *Walker Consultants, 2023.*

Summary of Key Findings

For each of the six study areas, the street parking inventories, occupancy observations, and parking utilization rates are summarized in Table 14. The number and share of block faces in each utilization category by study area are shown in Table 15. The map in Figure 21 on page 56 provides an overview of the parking demand observations in all six study areas. Key observations and data include the following:

- **Off-Street Parking:** A significant number of residential off-street parking spaces were observed to be unoccupied in apartment complexes. Additionally, many study areas included or bordered schools or commercial areas with plentiful off-street parking available outside of regular business hours.
- **Street Parking:** Street parking availability varied by study area. Study Area 1 and Study Area 5 had distinct features, while the other study areas shared similar demand patterns.
    - **Study Area 1:** Street parking is prohibited in Study Area 1, and compliance was relatively high; the street parking was only five percent utilized. Observations also revealed many available off-street parking spaces associated with the apartment buildings in the study area.
    - **Study Area 5:** The highest utilization of street parking was observed in Study Area 5, at 99 percent—well above the recommended 85 percent threshold. Of the areas with legal street parking, Study Area 5 had the smallest amount of low density residential land use. Many streets had more parked vehicles than there were available street parking spaces, with vehicles often parked tightly together and sometimes encroaching into driveways.
    - **Study Areas 2, 3, 4, and 6:** The overall parking utilization of Study Areas 2, 3, 4, and 6 ranged from 48 to 63 percent. Overall, there was ample street parking available in each area, although certain block faces were observed to have little or no street parking available. In general, streets bordering low density residential land uses were more likely to have available street parking, while streets near higher density residential and mixed use areas were more likely to experience utilization rates above the 85 percent threshold.

Table 14: Summary of Parking Supply and Demand in the Six Study Areas

Study Area	Inventory	Occupancy	Utilization
1	301	14	5%
2	822	479	58%
3	830	520	63%
4	957	460	48%
5	220	217	99%
6	535	347	65%

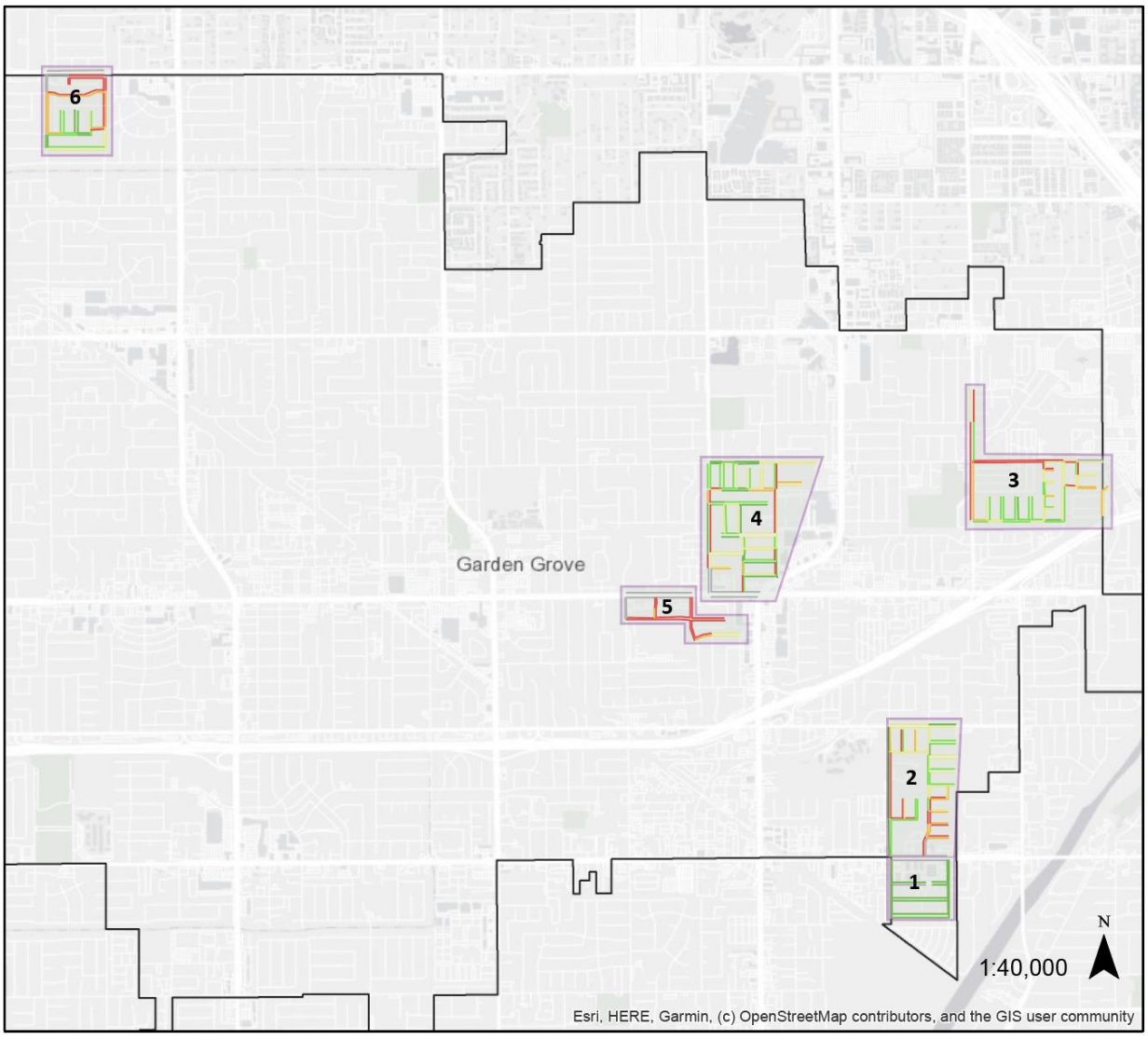
Source: *Walker Consultants, 2023.*

Table 15: Number and Share of Block Faces by Utilization Rate in each Study Area

Parking Utilization Rate	Area 1		Area 2		Area 3		Area 4		Area 5		Area 6	
Above 85%	0	0%	11	19%	11	16%	9	11%	16	80%	10	29%
70-84%	0	0%	9	23%	7	10%	7	9%	2	10%	7	21%
50-69%	0	0%	19	33%	27	40%	27	34%	2	10%	4	12%
25-49%	0	0%	13	16%	20	30%	19	24%	0	0%	7	21%
Below 25%	12	100%	5	19%	2	3%	18	23%	0	0%	6	18%
Total	12	100%	57	100%	67	100%	80	100%	20	100%	34	100%

Source: *Walker Consultants, 2023.*

Figure 21: Overview of Parking Utilization in the Six Study Areas



Source: *Walker Consultants, 2023.*

Discussion and Interpretation of Key Findings

These findings may be interpreted in various ways. When street parking is full and off-street parking is not available many drivers may respond by looking for unrestricted on-street parking on adjacent streets. In the long term, some households may respond by owning fewer vehicles. Where parking is scarce, some households that do not need ample and convenient essentially "self-select" locations where parking is not abundant. Streets with curb parking that is over 85 percent utilized can also negatively affect neighborhood aesthetics and perceptions of livability. Even where no parking or traffic violations are occurring, significant numbers of parked vehicles may be perceived as creating traffic hazards and both residents and their visitors may struggle to find convenient parking. The lack of available parking spaces can also generate superfluous travel, increasing congestion and emissions as drivers hunt for parking. If residents respond to low street parking availability by paving larger driveways to store additional vehicles, this may degrade neighborhood aesthetics and degrade the natural environment, including the introduction of more run off from impervious surfaces during rain.

The curb is a public space. High street parking utilization means that this public space is serving residents. Unregulated street parking provides residents tremendous value as it is unrestricted land on which to store vehicles. Once the demand for street parking exceeds the supply, however, the convenience of street parking can turn into a significant, unpredictable inconvenience. The temptation to park on the street rather than one's own garage or driveway can be great, particularly if one can use their garage and driveways for other uses such as storage, leisure space, or sometimes actual livable square footage. This type of parking behavior can be challenging to identify although we note that compared to many places Walker has studied, we did not witness this behavior on a significant scale.

When street parking availability is unregulated, vehicle ownership is more convenient and becomes more attractive compared with other, typically more sustainable modes of transportation. Attempting to manage demand on overparked streets can create parking "spill over" on to adjacent blocks with greater availability, although parking is inextricably linked to walking. Every parking trip begins and ends with a walking trip; typically, most parkers, especially residents, are not happy about walking long distances to their destination (their home).

Ultimately, the findings included in this memorandum will inform recommendations that also account for community input, environmental and equity concerns, and City goals and resources.

04 Outreach and Engagement

Outreach and Engagement

As part of the plan development process, the project team developed and implemented an outreach and engagement strategy that included outreach to the general public as well as to some key stakeholders in particular. This chapter documents the engagement and outreach efforts, which included coordination with relevant local and regional government agencies, outreach to civic/business organizations, interaction through community events and in-person engagement, virtual community meetings, and a parking survey.

Overview of Key Stakeholder Outreach

The outreach completed with key stakeholders included a mixture of pre-planned interviews over the remote meeting software Microsoft Teams, impromptu in-person engagement.

Entities contacted included:

- City of Garden Grove Street Sweeping and Parking Enforcement Program – the department tasked with enforcing parking regulations in the City.
- Garden Grove Unified School District – schools located in or adjacent to the study areas.
- Paularino Elementary School – an elementary school located in nearby Costa Mesa, which has contributed to parking solutions for its residential community.
- Orange County Transportation Authority (OCTA) – the principal public transit provider in Garden Grove and Orange County.
- Garden Grove Study Area Businesses – businesses located on major streets in or adjacent to the six project study areas.

The following sections document the feedback received from these engagement efforts.

Feedback Received – Key Stakeholders

The section below covers information and feedback received from each entity contacted.

City of Garden Grove Street Sweeping and Parking Enforcement Program

The technical team held two extensive phone conversations with the Senior Program Specialist ("Program Specialist") with the City of Garden Grove's Street Sweeping and Parking Enforcement team, who joined Garden Grove approximately one year ago, after an extensive career in parking enforcement at another large Orange County municipality. The Program Specialist has been tasked with building a dedicated Street Sweeping and Parking team and is in the process of adding staff for the purpose of strengthening program enforcement.

Parking Enforcement is located within the City's Department of Public Works, and it enforces street sweeping parking violations, among other parking regulations throughout the City. The Section interfaces and cooperates

well with other departments, most notably the Police Department and the Traffic Division. At the time of correspondence, the team included five part-time civilian parking control specialists limited to 1,000 hours per person per fiscal year, but the department was seeking to add enforcement specialists and to procure additional budget to support them.

The core of this program is to provide residents street sweeping services while also providing enforcement. Thereby, parking control specialists currently follow street sweeping schedules, with shifts starting at 4:30 am and ending by 2:00 pm, although some restrictions last until 4:00 pm. The team enforces street sweeping and other violations in the area, and they have improved enforcement in the last year. For comparison purposes, the number of citations issued during select months are listed in Table 16 below.

Table 16: Select Citation Data

Month	Citations Issued
July 2022	936
February 2023	3,006
March 2023	2,518
April 2023	2,776

Source: City of Garden Grove, 2023.

The table illustrates two trends: increases in enforcement activity have dramatically increased the number of citations issued, and the number of citations issued declined after February, when enforcement officers began to run low on their 1000-hour allowances and needed to conserve and budget their work hours for enforcement throughout the rest of the year. This means that the department is operating below the level that would allow it to fully provide the labor hours needed to efficiently operate the street sweeping program, including program enforcement. The department schedules enforcement shifts conservatively and is unable to cover some routes in the City. The Program Specialist emphasized that a robust parking program (such as residential permits) would require a much larger and more robust enforcement team than is currently budgeted for by the City and that increased resources to enforce current regulations should be prioritized first.

The section works to maintain positive relationships with the community, and often gives a warning for first offenses if tickets are contested. People in the community have expressed appreciation when parking violations are enforced, and they are often unaware of how much enforcement is undertaken and surprised when they see data. Vehicles with five or more delinquent citations are referred to the City's Police Department, which handles vehicle abatement on public property.

Prior to the last year, due to staffing and resource limitations, the City was limited in its ability to address the concerns that have contributed to the overcrowding and storing of vehicles. For example, the City is not proactively towing vehicles that are considered "scofflaw" vehicles. Several weeks prior to correspondence with the Program Specialist, the Public Works team identified 14 vehicles that are parked in residential zones that had anywhere between eight and 46 delinquent parking citations on file. At the time of correspondence with the Program Specialist, there were over 168 vehicles parked in the City that have five or more parking violations are eligible for tow under 22651(I) CVC. This is likely a small fraction of the total number as this only captures vehicles that have

been previously cited; there are several more that have remained undetected due to limited enforcement resources. Residents are aware that enforcement is limited, and therefore many continue to neglect paying citations, as there is no penalty for them to remain on the street.

The Program Specialist noted that allowing residents to park their vehicles in front of their driveways would contribute to the congested look of residential streets and provide an enforcement challenge for Public Works staff who do not have access to registered owner information in the field. The Garden Grove Police Department can research a vehicle license plate to view its registered address, but most enforcement is done by the Public Works team. Police officers respond to parking complaints and calls for service, and a Community Service Officer in the Traffic Division does some proactive parking enforcement when not responding to other issues.

An increase in misuse and over issuance of handicap placards has also been observed in Garden Grove and throughout the State of California, which could potentially curtail the effectiveness of a residential parking permit program, as these vehicles are exempt from permit requirements. It was noted that the City could proactively establish a resolution to address this issue to prevent misuse of placards.

The Program Specialist expressed an interest in proactive solutions that are more tangible with today's technology, such as installing LPR options in the vehicles to proactively enforce Scofflaw violations and make operations more efficient. The Program Specialist believes that the City would greatly benefit from investing and implementing a more proactive enforcement approach to parking enforcement and updating outdated municipal codes and penalties.

Paularino Elementary School

The technical team was informed about successful efforts by a school in Costa Mesa to make its parking available to the community when classes were not in session and staff parking was not needed. We interviewed the principal at Paularino Elementary School located in Costa Mesa. Given that its parking spaces sit unused outside of school hours, and that street parking in the area is often insufficient for neighborhood residents in the evening, the school allows residents who live nearby to park in the school lot from 4:00 pm to 7:00 am, in part to promote positive relationships with the neighborhood and community. It was noted that the school has insufficient on-site parking for its staff and at times must rely on street parking in the residential neighborhood. Providing parking in the evening is an expression of goodwill to the community but also appreciation that the neighborhood accommodates some staff parking during the day.

Management of this arrangement is informal, with staff preferring to leave notes on cars that have overstayed the preferred hours rather than calling to have them towed. Although the neighboring public streets have signs for permit parking, the principal did not believe that they were being strictly enforced. Although informal, the program appears to be highly popular with the neighborhood and the school, albeit with some effort on the part of the school to oversee it.

Garden Grove Unified School District

Having learned of the successful partnership to share parking between the aforementioned school and the residential community in another Orange County city, the technical team reached out to Garden Grove's school district to explore the possibility of making some school parking available to residents. Although Walker did not

receive a direct response back from the School District at the time of this writing, through City staff, School District staff expressed concern about the challenges of opening parking to the school including security, the potential for vandalism, liability, and enforcing any parking violations for vehicles left longer than the allowable time, and the amount of School District resources required to address these issues adequately. Walker noted these concerns.

Orange County Transportation Authority (OCTA)

OCTA is the principal public transit provider in Garden Grove and Orange County, and it provides several lines of bus service that are adjacent to the project's residential neighborhood study areas. The technical team spoke with three individuals from the agency's transit operations department to familiarize them with the study and discuss any potential interactions between transit and parking. Although the study is focused on residential parking, and transit operates primarily along major arterial streets, transit has the potential to address the mobility needs of Garden Grove residents and reduce auto-dependency and parking demand.

OCTA recently completed its Making Better Connections Study, which reassessed local routes to improve connections to other transit services (including the future OC Streetcar), anticipate areas of increasing residential density, and improve service spans and frequencies. The OC Streetcar's western terminus will be located at the intersection of Harbor Boulevard and Westminster Avenue, approximately one half-mile west of Study Areas 1 and 2. Its route will be grade-separated from public roads near these areas and will therefore have no impact on neighborhood street parking supply.

The agency also operates OC Flex, a flexible micro transit service that previously operated in Huntington Beach and currently operates in Laguna Niguel/Mission Viejo, but there are no current plans to expand the service to Garden Grove. The agency may in the long-term explore upgrading bus service along Harbor Boulevard to a bus rapid transit (BRT)-type service operating in some type of dynamic or flexible lane, but there are no conceptual or detailed plans or details that are relevant to this study.

OCTA does not control bus stops, so any potential improvements to stops in the study areas would be the purview of the City of Garden Grove. The agency also noted that the California State Legislature is considering a piece of legislation (AB 364) that would potentially require local jurisdictions and the State to inventory and monitor the presence of street furniture (such as bus shelters), which would likely require that the City implement a digital asset management system, such as the one that was deployed and tested in a limited role for this study. The legislation is in draft form and therefore is not immediately relevant to this study, but its progress should be monitored by City staff for potential overlap in curb space and parking management.

Garden Grove Study Area Businesses

The technical team completed direct outreach to businesses by canvassing the six study areas on Monday, April 10, and Wednesday, April 12, 2023. This allowed for semi-structured, one-on-one conversations that would provide people an opportunity to give direct feedback that might not be gathered in a more formal survey.

The team spoke with 13 commercial property owners and multifamily housing property managers. Topics of conversation with commercial property owners and managers included their general experiences with parking at their off-street parking facilities, interest in exploring shared parking agreements, concerns related to shared parking, and implementation details seen as important for a potential shared parking arrangement. Topics of

conversation with apartment managers included how parking is managed in their building and general observations related to parking, as well as interest and willingness to help coordinate additional parking options for residents.

Some commercial property owners near residential areas with congested parking have at least several vehicles towed from their properties almost every night. The towing companies monitor the lots for no charge because they are compensated by drivers who must retrieve their vehicles when they are towed. Commercial property owners shared concerns related to potential shared parking agreements. These concerns included:

- Opening access to gated parking areas could increase the likelihood of break-ins to buildings.
- Residents with permission to park might invite guests to park as well.
- People whose vehicles are towed for parking without permission may file lawsuits.
- Allowing parking could result in trash being left in the parking facilities.
- They are already sharing their parking facilities with other users.
- Their businesses use the parking for such extended hours that few hours would be left for sharing spaces with the public.
- It seemed unlikely the financial compensation would be worth the trouble.

Multifamily property managers shared a range of feedback including:

- Property managers in places with congested on-street parking would appreciate additional parking options for their residents.
- Property managers are supportive of on-street parking management.
- In neighborhoods with congested parking, property managers believe residents would be willing to pay for a guaranteed on-street parking space or a space in a convenient off-street location, potentially up to $50 or $75 per month.
- They would be willing to discuss off-street shared parking agreement details and help with coordination.

Summary of Key Takeaways from Key Stakeholder Outreach

Table 17 below summarizes key takeaways from the key stakeholder outreach completed for the project.

Table 17: Key Stakeholder Outreach Key Takeaways

Audience	Key Takeaways
City of Garden Grove Street Sweeping and Parking Enforcement Program	• The City's parking enforcement team has actively worked to increase enforcement over the past year and is pursuing additional resources to increase enforcement in the future. • Increased parking enforcement efforts have been supported by the public. • The team works to balance enforcement of regulations with maintaining positive relationships with the community. • Residents may not be aware of the team's recent efforts to increase enforcement and to procure additional resources to support enforcement in the future.
Garden Grove Unified School District	• The School District sees significant challenges in opening school parking to the public.
Paularino Elementary School	• The school prioritizes maintaining a positive relationship with its neighbors and is flexible in managing its shared parking arrangement. • The shared parking arrangement is not highly regulated; there are no permits or institutional monitoring of it. • The initiation and management of informal shared parking arrangements require strong leadership from school staff and ongoing relationships with its neighbors.
OCTA	• OCTA is actively working to improve transit service in Garden Grove, but there are no major projects that would have a near-term impact on residential parking in this project's study areas. • The OC Streetcar is expected to begin service in 2024 and its western terminus is adjacent to the project's study areas. • Bus stop amenities are the responsibility of local jurisdictions rather than the agency.
Commercial Property Owners and Managers	• Businesses were generally open to hearing about shared parking arrangements but had concerns about safety/security, cleanliness, enforcement, and management of the program.
Multifamily Housing Property Managers	• Property managers were generally supportive of more active parking management strategies and believed that their residents may be willing to pay for guaranteed parking spaces.

Source: IBI Group and Walker Consultants, 2023.

Overview of General Public Outreach

The outreach completed with the general public included a mixture of virtual and in-person activities designed to provide multiple opportunities for community input.

Activities included:

- Garden Grove Parking Survey – a survey accessible online through the Maptionnaire survey platform.
- Art in the Park Tabling – outreach at the City's Art in the Park Event in March 2023.
- Study Areas Direct Outreach – direct outreach to community members in the six project study areas.
- Community Meetings – both an in-person and a virtual community meeting.

Summaries of the feedback received are included in the section that follows.

Feedback Received – General Public

Garden Grove Parking Survey

An important method by which the team sought to gain feedback from the general public was through a virtual survey on the Maptionnaire platform. Maptionnaire allows survey respondents to answer question formats that are commonly found on most survey platforms (such as multiple choice questions or ratings/rankings), as well as to provide more specific map-based feedback.

The survey was available to the public from March 18 to May 19, 2023, and it was promoted through the City's website, Instagram and Facebook accounts, and physical flyers posted in the community.

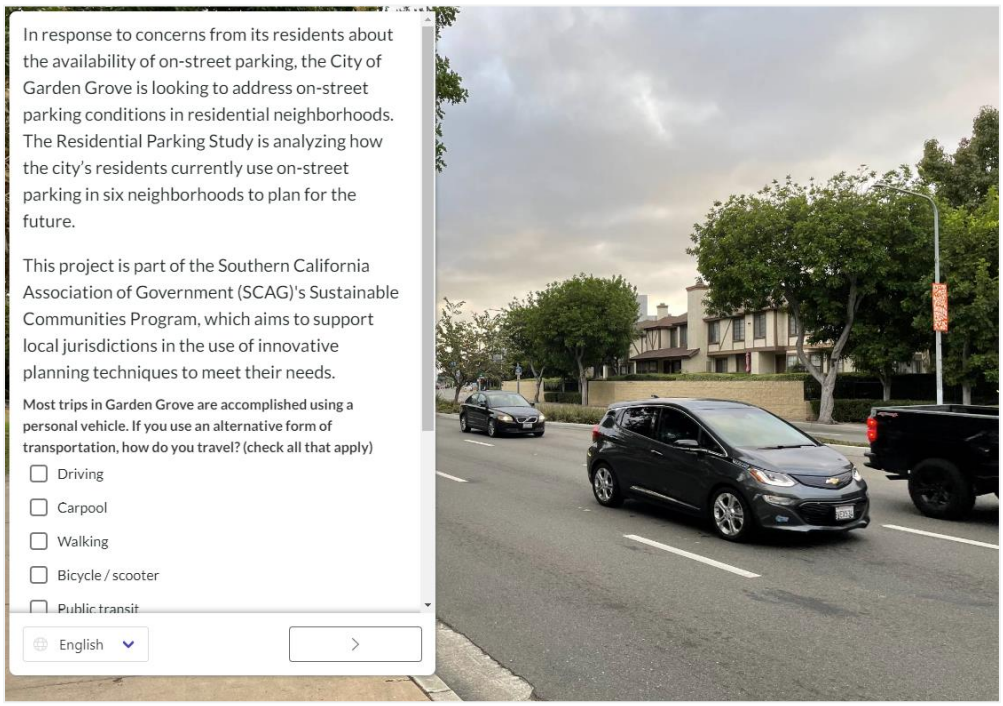
The survey received the following responses:

- 724 individual respondents began the survey.
- 574 individual respondents provided meaningful data—i.e., they answered at least some of the questions.
- 314 individual respondents navigated the entire survey and clicked the submit button at the end.

The survey was available in English, Spanish, Korean, and Vietnamese.

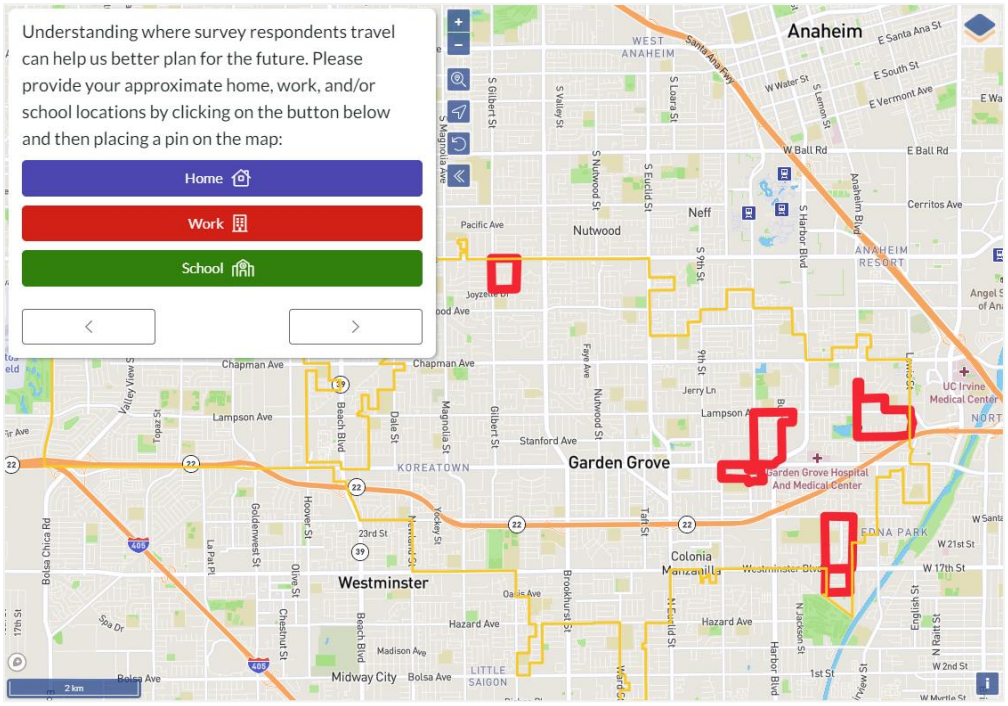
The following sections include a summary of the responses to the general questions, the demographic questions, and the geospatial questions. Geospatial questions are displayed by study area, with study areas that are immediately adjacent to each other shown together. Although the project was focused on six specific study areas, the geospatial section also includes citywide views of the responses for reference purposes. Photos of the survey are shown in Figures 22 and 23 on page 66.

Figure 22: Screenshot of General Survey Question



Source: IBI Group, 2023.

Figure 23: Screenshot of Map-Based Survey Question



Source: IBI Group, 2023.

Demographic Questions

The survey included six demographic questions. The complete responses to these questions are included in Appendix B. The demographics of survey respondents compared with citywide demographics as follows:

- **Many respondents were single family homeowners**. Over 70 percent of respondents reported owning a single family home. Of the remaining respondents, 11 percent rented in apartments, 10 percent rented in a single family home, and 4 percent owned a condo or townhouse.
- **Many respondents were females.** Of those who answered the question, 65 percent were female, 34 percent were male, and 1 percent were non-binary.
- **Many respondents identified as White/Caucasian**. Of those who answered the question, 49 percent identified as White/Caucasian. 26 percent identified as Hispanic or Latino, 14 percent identified as Asian or Asian American, 4 percent identified with multiple ethnicities, 3 percent identified as Native American or Alaska Native, 2 percent identified as Black or African American, and 1 percent identified as Native Hawaiian or Pacific Islander.
- **Adults from a wide range of age groups participated in the survey.** Of the respondents who answered the question, approximately 18 percent were 65 or over, 26 percent were between the ages of 50-64, 39 percent were between 35-49, and 18 percent were between 18-34.
- **Almost all respondents were vehicle owners.** Ninety-eight percent of respondents owned a vehicle. Three people did not own a vehicle but had access to one, and only one person did not own a vehicle.
- **Many respondents were members of high-income households.** The most common income category selected by respondents was $105,000+, and most respondents lived in a household with an annual income of at least $85,000 per year, which is higher than the City's median household income.

The survey provided valuable information, but the feedback provided by survey respondents should not necessarily be generalized as a representative sample of the City as a whole.

General Parking and Travel Questions

The survey included a series of general questions designed to get a better understanding of the ways in which respondents travel, as well as their impressions and opinions of how residential parking works in their lives. This section presents several key findings; the full results are included in Appendix B.

Vehicle Ownership and Use

The survey asked respondents how many drivers lived in their household and how many vehicles were owned by household members. There were 342 respondents who answered both the questions about the number of drivers and vehicles in their households, and, for this question, they reported 1077 vehicles owned. Most households had an equal number of drivers and vehicles, but 10 percent had more drivers than vehicles, and 27 percent had more vehicles than drivers. These results are displayed in Table 18 on page 68.

Table 18: Household Drivers vs. Vehicle Ownership

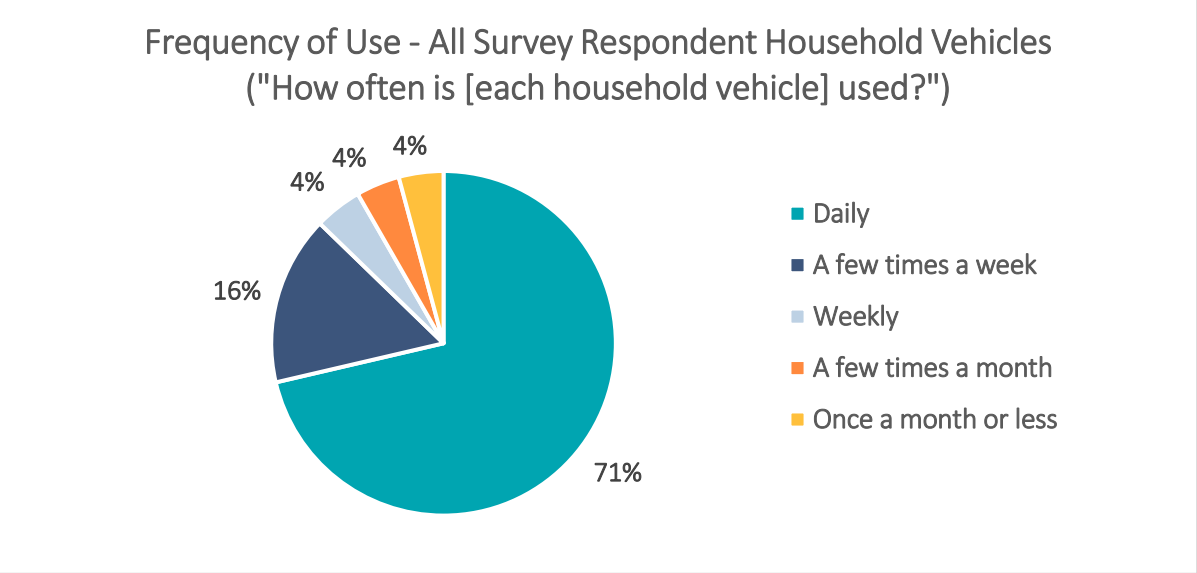
Household Description	Number of Households	Share of Households	Driver/Vehicle Mismatch
Fewer vehicles than drivers	33	10%	41 fewer vehicles than drivers
Equal number of drivers and vehicles	216	63%	0
More vehicles than drivers	93	27%	127 more vehicles than drivers

Source: Walker Consultants, 2023.

As shown in Table 18, the households with more vehicles than drivers had a total of 127 vehicles in excess of the number of drivers. This represents approximately 12 percent of all reported household vehicles.

The next question asked respondents how frequently each household vehicle is driven. As shown in Figure 24, most vehicles are driven daily, but a total of 12 percent of vehicles are driven weekly or less frequently.

Figure 24: Frequency of Household Vehicle Use



Source: Walker Consultants, 2023.

Parking Locations

Next, the survey asked where each household vehicle was usually parked. Approximately 392 respondents shared the parking location for a total of 1,032 household vehicles.

- Overall, the **driveway** was the most popular parking location (541 vehicles) reported, which can be at least partially attributed to the survey's overrepresentation of residents who live in single family homes.
- Only 121 respondent household vehicles were reported as usually parked **in a garage**, even though approximately 331 respondents to the parking location question owned or rented a single family home. If

the average single family home has a garage with space for one to two vehicles, this means garages are used for vehicle storage only to approximately 18 to 37 percent of their capacity.

- In total, 308 respondent household vehicles are usually parked **on the street**. Residents who rented their housing were only slightly more likely to have a disproportionately large share of the vehicles parked on the street than residents who owned their housing, as shown in Table 19.
- The remaining vehicles were reported as parked in an apartment/townhouse parking lot, or "other" location. Two respondents reported regularly parking at a shopping center, and one reported regularly parking on the lawn.

Table 19: On-Street Parking by Housing Description

Housing Description	Share of Question Respondents	Share of All Household Vehicles Reported	Share of Vehicles Parked On-Street
Owner (condo or townhouse)	5%	4%	4%
Owner (single family home)	74%	76%	72%
Renter (apartment)	11%	8%	11%
Renter (single family home)	10%	12%	13%

Source: Walker Consultants, 2023.

Neighborhood Parking Challenges

A set of questions asked participants about parking challenges and concerns in their neighborhood, related to the ease of finding parking, the effect of parking availability on their daily life, their perception of safety related to parking, and their overall perception of crowded parking conditions. Key findings include:

Ease of Finding Parking

For self: Approximately 51 percent of respondents somewhat disagreed or disagreed with the statement that it was **generally easy for them** to find parking near their house.

For visitors: Approximately 73 percent of respondents somewhat agreed or agreed with the statement that **visitors had difficulty finding parking** near their home.

> *Residents may have their own off-street parking or be familiar with locations and times when it is easier to find parking, but parking for visitors is especially challenging. This result matches the finding from the in-person outreach that many residents with private off-street parking prefer to park on-street whenever possible, to keep their off-street space open for any guests.*

Effect on daily activities: Approximately 65 percent of respondents at least somewhat agreed with the statement that a lack of street parking **makes their daily activities more challenging**.

Perceptions of Safety

Walking to and from parked vehicle: While most participants reported generally feeling safe walking to or from their parked car, a substantial share of respondents—approximately 38 percent—at least somewhat disagreed with the statement, indicating they sometimes feel unsafe.

Safety/traffic hazards: Approximately 75 percent of respondents at least somewhat agreed with the statement that the number of vehicles parked on their street creates safety/traffic hazards; most respondents fully agreed.

Feelings on Parking Congestion

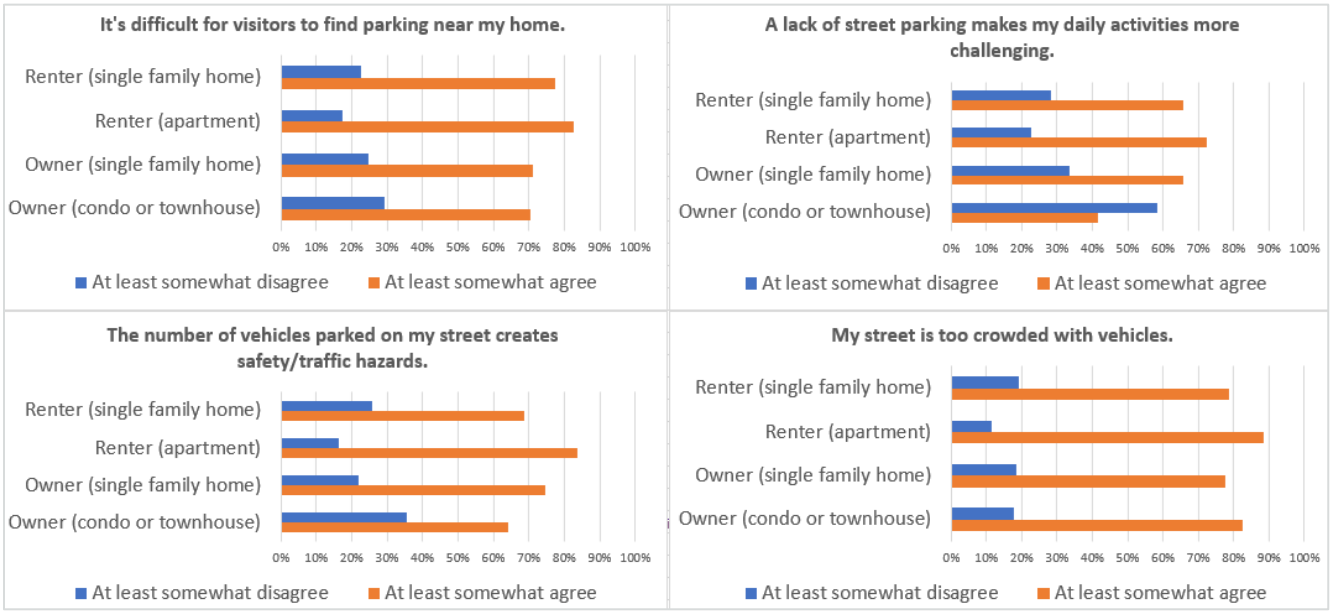
Perception of street as "too crowded" with vehicles: Even though only a bare majority of respondents personally had trouble finding a place to park, the large majority—approximately 79 percent—at least somewhat agreed that their street was too crowded with vehicles. While earlier questions and data provide insight into parking conditions, this result reveals how respondents feel about congested parking conditions and confirm most people both perceive crowded conditions and view them as unfavorable.

Who Experiences the Greatest Parking Challenges?

As shown in Figure 25, the survey results revealed that *apartment renters experience the greatest parking challenges* relative to other survey respondents. These residents were the most likely to **agree** with the following statements:

- "It's difficult for visitors to find parking near my home."
- "A lack of street parking makes my daily activities more challenging."
- "The number of vehicles on my street creates traffic/safety hazards."
- "My street is too crowded with vehicles."

Figure 25: Parking Challenges by Housing Situation

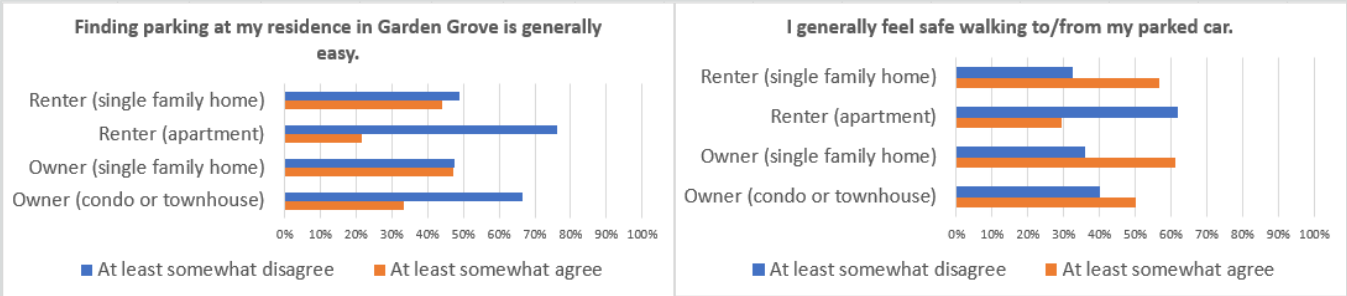


Source: Walker Consultants, 2023.

Similarly, as shown in Figure 26, those who indicated they rented their apartment were most likely to **disagree** with the statements below, while respondents who owned a single family home were most likely to agree:

- "Finding parking near my residence in Garden Grove is generally easy."
- "I generally feel safe walking to/from my parked car."

Figure 26: Positive Parking Experiences by Housing Situation



Source: Walker Consultants, 2023.

Desired Improvements

Respondents were asked to select up to three types of improvements that they wanted to see most. The top answers were:

1. Adding residential permit parking in areas with low parking availability (selected by 29 percent)
2. Reducing speed limits or introducing traffic calming measures (selected by 19 percent)
3. Adding/improving lighting (selected by 14 percent)

Many survey respondents who selected the "Other" option added an open-ended response that was duplicative of or expanded on one of the multiple-choice options. The remaining open-ended responses included a variety of additional suggestions, such as:

- Painting of red curbs at intersections to improve visibility.
- Creating blue curbs to reserve some on-street spaces for those with ADA accessibility needs.
- Increasing parking enforcement efforts or police patrols.
- Supporting public transit initiatives and improving bus service.
- Creating infrastructure improvements, such as protected bike lanes and repairs to sidewalk, that makes non-automotive travel easier and encourages households to live with fewer cars.
- Allowing more green space to be paved over for vehicle storage.

The full list of open-ended responses is included in Appendix B.

Parking Permits

Residential parking permits are a common management tool, and residents have shown they are familiar with permit programs in neighboring cities. As indicated in the section above, adding permit parking in areas with low parking availability was a popular response when participants were asked about their desired improvements.

Groups More Likely to Want Permits

- Understandably, the desire for a residential permit parking program was disproportionately prevalent among respondents who reported living in neighborhoods where it is difficult to find parking, although slightly over one-third of the respondents who desired a residential parking permit program did not report personally having trouble finding parking near their home.
- There was no clear correlation between income and the desire for residential permit parking. The income brackets most likely to select a permit parking program among their desired improvements were *$25,000 to $44,999* and *$45,000 to $64,999*. The income brackets least likely to want a permit parking program were *$85,000 to $104,999* and *Less than $25,000*.
- Homeowners and renters were about equally likely to select a permit parking program among their desired improvements.
- Respondents from the age brackets of 35-49 and 50-64 were slightly more likely than others to select a permit parking program among their desired improvements.
- Females were slightly more likely than males to express interest in a permit parking program.

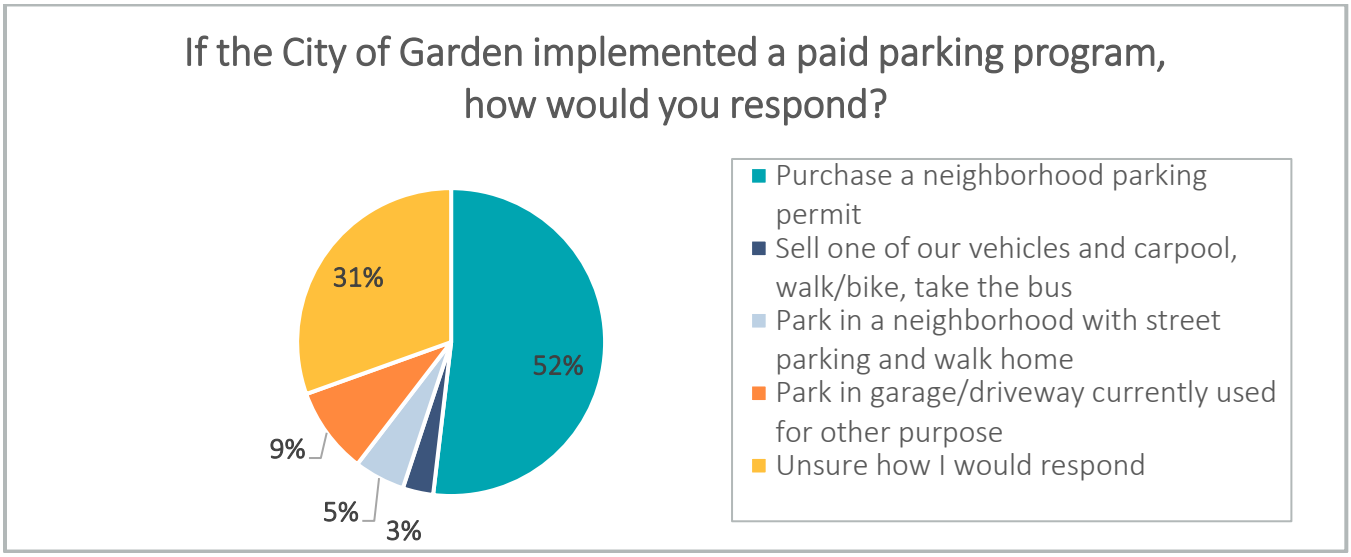
Anticipated Behavior in Response to a Permit Program

When asked how they might respond to a permit parking program, approximately 16 percent of respondents indicated that they do not use street parking. Of the remaining respondents:

- A substantial share—17 percent—indicated they would no longer park on the permitted street.
    - Three percent would sell one of their vehicles and use alternative transportation when needed.
    - Five percent would park on a street with parking availability and walk home.
    - Nine percent would park in a garage or driveway currently used for other purposes.
- The majority—52 percent—indicated that they would respond to a program by purchasing a permit.
- The remaining 31 percent were unsure how they would respond.

As shown in Figure 27 on page 73, these results reveal that *a permit parking program has the potential to reduce the number of vehicles parking on congested streets by somewhere between approximately 17 and 48 percent*, depending on permit costs. Seventeen percent of respondents indicated they would respond to permits by no longer parking on the permitted street, and an additional 31 percent were unsure how they would respond, indicating their decision would most likely depend on the cost of the parking permit.

Figure 27: Anticipated Behavior in Response to a Permit Program



Source: Walker Consultants, 2023.

Willingness to Pay for a Parking Permit

Another question asked participants how much they would pay for a residential parking permit. The average amount respondents would be willing to pay was $17 per month. Most respondents were willing to pay $25 per month or less, which would not be sufficient to recover the administrative costs of the program. This low willingness to pay suggests that many respondents may place a relatively low value on street parking convenience.

However, *approximately 18 percent of question respondents would already be willing to pay cost-recovery prices* ($46-50 per month, or $550-600 per year) for a residential parking permit. The number of people interested in permits even at cost-recovery prices may be higher in neighborhoods with the greatest challenges and will likely increase as the population grows and parking conditions become more congested.

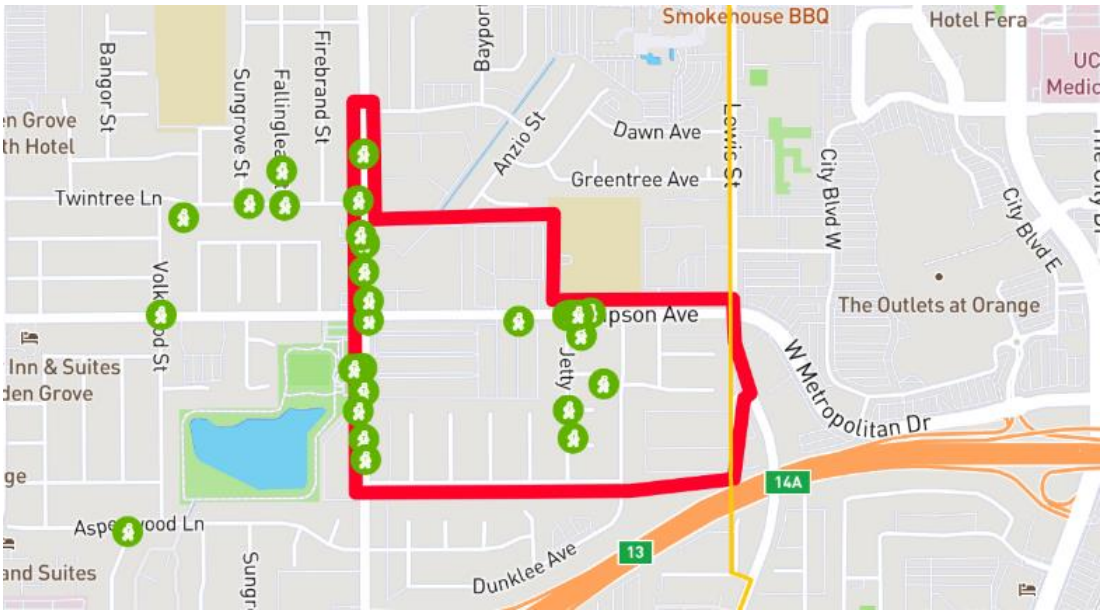
Map-Based Questions

The survey contained several questions designed to gather feedback that has a geospatial element. Survey respondents were asked to "pin" their home, work, and school locations on a map. These maps are included in Appendix B and demonstrate that the survey reached a broad geographic cross-section of residents. Respondents were also asked to note locations where they had experienced certain issues and would like to see specific improvements to address those issues. The survey asked respondents to identify locations for following issues:

- Lack of street parking
- Unclear where to park
- Speeding drivers
- Unsafe crossings
- Dangerous/missing sidewalks
- Lighting issues
- Safety issues

Respondents identified numerous locations throughout the City, including within the six study areas, where they had experienced these issues. Figure 28 shows an example of the map-based feedback provided; Appendix B includes figures showing the locations where each issue was noted in each study area and citywide.

Figure 28: Example of Map-based Feedback (Unsafe Crossings Identified in Study Area 3)



Source: IBI Group, 2023.

Art in the Park Event

The City of Garden Grove hosted its annual Art in the Park event on March 18, 2023, which celebrates works of art created by local students and provides families an opportunity to engage in a variety of art activities at Village Green Park. In partnership with the City of Garden Grove, the engagement team staffed a booth to introduce the project and promote the project survey. The event was attended by approximately 500 people, and the engagement team had 67 conversations with attendees over the course of the day.

In addition to directing attendees to the project survey, the team asked general questions to get a feel for the experiences of people in Garden Grove. Conversations with respondents were varied. Although many attendees reported having an extremely difficult time finding parking in their neighborhoods, others reported that they had little to no trouble. Figure 29 and Figure 30 display images of the Art in the Park Event.

Figure 29: Photo of Activity Booths at Art in the Park Event

Source: IBI Group, 2023.

Figure 30: Photos of Project Team Engaging with Art in the Park Attendees

Source: IBI Group, 2023.

Study Areas Direct Outreach

The technical team conducted direct outreach to the six study areas over the course of two days (April 10 and 12, 2023) by canvassing the areas and conducting semi-structured interviews with people in the area. The team spoke with 42 residents representing a broad cross-section of demographics, including several youth and elderly residents, several residents with limited physical mobility, some renters, some homeowners, and people from various racial and ethnic backgrounds. Most of the residents' households had at least one vehicle, but several did not.

Approximately 25 to 35 percent of the interviews were conducted in Spanish, and the rest were conducted in English. Only one resident contacted spoke neither English nor Spanish, and she was given a flyer with the project description and a QR code link to the survey that was also translated into Vietnamese and Korean. A total of 62 flyers were distributed, and some residents indicated they would also share the flyer or survey link with family members, friends, and neighbors.

Residents varied in the degree to which they perceived street parking scarcity as a problem. Residents at single family homes with numerous household vehicles often prefer to park some vehicles on the street, even when they have enough driveway and garage space to park them. This allows household members to come and go without coordinating driveway access with each other and guarantees convenient driveway parking is available for guests.

Some households currently pay $30-100 per month for an extra off-street parking space. Some households would be interested in paying this much for a guaranteed parking space but do not have the option available. Other households would rather continue walking than pay for more convenient parking.

Residents respond to congested curb parking with a variety of strategies, many of which are inefficient, waste time and fuel, and negatively impact neighborhood aesthetics and residents' quality of life.

Many people walk as a form of transportation, including to and from their parked vehicles, but barriers to a safe and enjoyable walking experience included: a lack of pedestrian crossings, missing sidewalks, speeding traffic next to parked or double-parked cars, a lack of ADA accessible sidewalk ramps, and parts of the street along the curb that flood during heavy rains.

Summaries of feedback from residents contacted in each study area are included in the sections below.

Study Area 1

The team spoke with seven residents in Study Area 1, including two on Keel Avenue, two on Sunswept Avenue, one on Morningside Avenue, one on Buena Street, and one on Clinton Avenue. All were renters, as the area was primarily multi-family housing. Study Area 1 is unique in that curb parking is currently prohibited. Therefore, part of the goal of conducting outreach in this study area was to understand how residents feel about the parking restriction and how people respond to it.

- Five of the residents contacted were in favor of allowing curb parking.
    - One long-time resident said their household rented an extra parking space from the apartment complex for $20-30 per month, but most other residents did not have that option. They said neighbors often park many blocks away, park in private off-street commercial parking facilities at risk of being towed, or pay other neighbors $60 or more each month to use their parking space.

Their household felt it was very difficult to have family over to visit due to the lack of parking, and they would like parking to be allowed on one side of the street. Sometimes people park illegally on both sides of Keel Avenue on weekends, making it hard for traffic to pass by.

  - One resident felt the City ignored the parking needs of residents with disabilities. Their household usually parks one car at a friend's house in another neighborhood and uses their other vehicle to shuttle home. They would be willing to pay $100 per month for an extra parking space if the option were available.
  - One resident currently rents an extra space from someone in a nearby building for $100 per month and said their household would appreciate being allowed to park on the street.
  - One resident did not have a car but needed his reserved parking space for a caretaker.
- 1 of the 7 residents did not have a car and felt neutral about allowing curb parking, but wanted sufficient loading and drop-off space to be reserved for area schools if curb parking was allowed.
- 1 of the 7 residents was against allowing curb parking, even though the current regulation was inconvenient for their household, because the restriction helped with traffic safety and visibility when children were crossing the street.

Study Area 2

The team spoke with ten residents in Study Area 2, including three on Clinton Avenue, two on Roxey Drive, two on Michael Avenue, one on Bordeaux Street, one on Tours Avenue, and one on James Avenue. Six lived in single-family homes, and four lived in apartment buildings.

- The four apartment residents were relatively content with the parking situation the way it is, although one person noted that parking on the street after 3:30 pm would often involve a walk of at least one block.
  - Two households had an equal number of off-street parking spaces and vehicles.
  - Two households have one more vehicle than off-street spaces and rely on street parking, often parking two or three blocks away. One person said they will walk a block or two further than necessary to park on an arterial street to avoid upsetting the homeowners who have residential parking only signs.
- The six single family home residents were more likely to be dissatisfied with street parking.
  - Some households had five or so vehicles. Although they usually had enough off-street parking space in their garage and driveway, they often preferred to park on the street so that one household member doesn't have to move their vehicle for another household to get out. Parking on the street when spaces were available also allowed them to save their off-street spaces if they were having visitors over.
  - Five of the six had experienced difficulties finding a place to park in front of their house.
    - These residents liked the idea of requiring residential permits to park on the curb, but they generally believed this should be a service to homeowners who pay property taxes. Several people mentioned Santa Ana's program.
    - Only one of these five thought they and their neighbors would be willing to pay cost-recovery fees for permits.

  - The resident on James Avenue was not dissatisfied with street parking availability. They noted that parents often park on their street to pick up children from school. Their only concern was that children were not always respectful of their property, and they wished the City would close and lock the gate through the fence at the end of the street.
  - Some residents thought it would be helpful if the City allowed residents or their guests to park at the end of their driveways, but one person pointed out that some corners do not have sidewalk ramps and those with disabilities sometimes rely on driveway ramps to descend from the sidewalk and cross the street.
- One resident noted that vehicles often speed down the street, and it did not always feel safe entering and exiting vehicles parked on some streets, including Roxey Drive.

Study Area 3

The team spoke with six residents in Study Area 3, including two on Jetty Street, one on Spinnaker Street, one at an apartment building on Haster Street, one at the Fairlane Mobile Lodge, and one at the Glenhaven Mobilodge.

- Everyone contacted reported having sufficient parking and no parking concerns.
  - Both mobile home parks included two spaces for every household.
  - One person rented an additional space for $50 monthly but noted that either there was a waiting list or this was no longer an option for new residents at the mobile home park.
  - One person said they used to have another vehicle in their household, which they would park several blocks away and walk home.
- One person expressed annoyance at trash and recycling bins being left out all week to restrict curb parking access.
- One person expressed annoyance that their landscaper had been given a “abandoned vehicle” warning after having been parked on the street for only two hours.
- Although they had sufficient parking themselves, the two mobile home park residents believed many of their neighbors would be very interested in additional parking options.

Study Area 4

The team spoke with six residents in Study Area 4, including two Arbor Glen Apartments residents on Buaro Street, one on Dungan Lane, one on College Avenue, one on Dunklee Lane, and one at the Del Prado Mobile Home Park off West Street.

- One apartment resident had an equal number of vehicles and parking spaces and no concerns.
- One apartment resident had more vehicles than parking spaces for their household and said many of their neighbors were in a similar situation. They said they would easily pay at least $30 per month for a permit guaranteeing a parking space and believed many of their neighbors would too.
- One homeowner had no concerns related to parking availability, explaining that their street had ample availability even when people had gatherings and parties. They said they had lived in the area for decades, and homes had always had large paved parking areas, that this was not necessarily a response to a scarcity of available on-street parking spaces.

- Two homeowners said it was difficult to find parking on their street in the evenings. They would be interested in a permit program, even if they did not need a permit themselves, but they did not believe people would be interested in paying cost-recovery prices.
- The mobile home park resident said their household had an equal number of parking spaces and vehicles but would sometimes park on the street when a convenient space was available to keep one of their off-street spaces for visitors. They believed a few additional spaces were available for rent but that they might have an extra monthly cost of $200 or so.

Study Area 5

The team spoke with eight residents in Study Area 5, including three on Percheron Road, two on Stuart Drive, two on Rockinghorse Road, and one on Lemonwood Lane. Seven lived in apartments, and one lived in a single family home.

- Everyone expressed difficulty finding parking in the neighborhood. People reported responding to parking difficulties or seeing others respond in the following ways:
    - Circling the area until a convenient curb space was found.
    - Two cars looking for parking together so the driver of one car can drive the other home.
    - Idling in a red curb space until a convenient legal space was vacated.
    - Parking several blocks away and walking home.
    - Standing in a vacant space to save it for a household member or visitor.
    - Using a motorcycle to keep a marked space reserved during the day for parking a primary vehicle upon return from work.
    - Getting on a waiting list to pay an apartment complex $50 or $100 per month for an extra off-street space.
    - Instructing daytime visitors to park in nearby private commercial lots.
    - Parking on a front lawn.
    - Other parking-related concerns included:
        - One resident without a car had previously had a garage, which she used for storage. The apartment manager then gave the garage to another resident who had a car and provided her with a smaller storage area. She did not think it was fair to pay the same price as others who had a garage included with their lease.
        - Sometimes cars are parked with “for sale” signs for extended periods of time without being used.
        - Some areas flood when it rains, making it difficult and unpleasant to walk home from parking several blocks away.
    - Suggestions and reactions to possible solutions included:
        - Two residents suggested reducing the length of red curb to free up additional parking spaces.
        - The homeowner on Percheron supported the idea of allowing residents at single family homes to park at the end of their driveways.

- People were divided in their interest in permits at cost-recovery prices.
  - Two people did not think residents would be interested or able to pay and would prefer to circle and walk.
  - Two people thought a $30 monthly fee would be very inexpensive for a street parking permit. One of them suggested the City charge at least $50 and use the extra revenue to improve road conditions (such as potholes, cracks, spaces that flood when it rains).

Study Area 6

The team spoke with five residents in Study Area 6, including three on Barclay Drive and two on Maureen Drive. Three lived in apartments, one was a homeowner, and one was visiting from another Garden Grove neighborhood.

- The person who was visiting from another Garden Grove neighborhood reported that street parking was usually full, so they frequently double parked if making a short visit.
- The homeowner reported they had enough off-street parking, but it was sometimes hard to back out of their driveway. They used to park in front of their own driveway to create safety for their children playing and biking there, but the City told them it was not allowed. They think end-of-driveway parking would be a fine way to guarantee an extra parking space. They also suggested a virtual system for allowing guests to obtain temporary permits.
- Two residents had enough off-street parking and did not think the area needed a permit system.
- One resident lived in a household with one more car than off-street space. She has to walk several blocks home late at night sometimes, and it feels dangerous and poorly lit. She was interested in a permit system and thought $30 monthly would be reasonable.
- Someone suggested the City extend the sidewalk on Barclay, where it ends abruptly. Children walk to school in the street between parked cars and speeding traffic, and it seems unsafe.

Community Meetings

The technical and engagement team held two community meetings in May 2023 to gather feedback from members of the public and present initial findings from the project's initial analysis, as well as some initial results from the parking survey. A slideshow presentation was followed by opportunities for members of the public to submit verbal and written comments.

Community Meeting 1 (In-Person) – May 10, 2023

The first community meeting was held at the City's Community Meeting Center and attended by approximately 25 members of the public. Photos are displayed in Figure 31 on page 82. Residents provided a variety of comments, with many of them falling into the following themes:

- Parking Permits: residents expressed strong support for a residential permit parking program as a means of regulating parking supply.
- Parking Enforcement: residents expressed support for increased enforcement of current parking restrictions.
- Safety: residents were concerned that the number of cars parking on the streets created safety hazards by impairing visibility at intersections or causing conflict between activities (such as trash pick-up or loading/unloading).
- Crime: the perception that overcrowded parking conditions were causing crime in neighborhoods.
- Land Use: concerns that regulatory changes permitting accessory dwelling units (ADUs), increasing population density, and private homes being operated as religious institutions in neighborhoods are increasing parking demand.

The comment cards completed by community members are included in Appendix C.

Figure 31: Photos of Presenter and Audience from Community Meeting 1

Source: IBI Group, 2023.

Community Meeting 2 (Online) – May 16, 2023

The second community meeting was held virtually using Microsoft Teams. Approximately 27 people attended, several of whom had also been present at the in-person meeting. Attendees provided a variety of comments that generally fell into the same categories as the in-person meeting, such as:

- **Parking Permits**: residents expressed support for a residential permit parking program as a means of regulating parking supply.
- **Parking Enforcement**: residents expressed support for increased enforcement of current parking restrictions and believed that many cars parked in their neighborhood did not belong to local residents.
- **Crime**: the perception that overcrowded parking conditions were causing crime in neighborhoods.

A full list of comments from meeting attendees is included in Appendix C.

Summary of Key Takeaways from General Public Outreach

Table 20 below summarizes key takeaways from the general public outreach completed for the project.

Table 20: Key Takeaways from General Public Outreach

Outreach Touchpoint	Key Takeaways
Parking Survey	• Most respondents experience parking challenges and perceive their street as too crowded with vehicles, and those who rent their housing are most likely to experience parking challenges. • People have safety concerns related to parking conditions; 75 percent perceive traffic/safety hazards related to the number of parked vehicles, and 38 percent do not always feel safe walking to and from their parked car. • Overall, street parking is used similarly and proportionately by renters and homeowners. • Approximately 12 percent of respondent-household-owned vehicles are in excess of the number of drivers in the household. Similarly, approximately 12 percent of household vehicles are driven weekly or less frequently. • Most garage space is not used for vehicle storage. • The most desired improvements were parking permits, reduced speed limits or traffic calming, and improved lighting. • There is no significant correlation between housing type or household income and the desire for a parking permit program. Those who currently have difficulty finding parking were most likely to express interest a permit option. • A parking permit program has the potential to reduce the number of vehicles regularly parking on congested streets by between 17 and 48 percent. The vehicles moved off street would be stored in garages, parked on less congested streets, or sold. • Approximately 18 percent of participants would be willing to pay cost-recovery prices for a residential parking permit ($46-50 per month, or $550-$600 per year).

Art in the Park Event	• Attendees expressed a range of opinions on how difficult parking is in their neighborhoods.
Study Areas Direct Outreach	• Residents at single family homes with numerous household vehicles often prefer to park some vehicles on the street, even when they have enough driveway and garage space to park them. • Some renter households currently pay $30-100 per month for an extra off-street parking space. Some would be interested in paying for a convenient dedicated parking space but do not have the option. • Some residents would rather continue walking than pay for more convenient parking. • Residents respond to congested curb parking with a variety of strategies, many of which are inefficient, waste time and fuel, and negatively impact neighborhood aesthetics and residents' quality of life. • Neighborhoods face various barriers to offering a safe and enjoyable walking experience for residents.
Community Meetings	• Attendees were broadly supportive of residential parking permits and increased parking enforcement. • Residents were broadly supportive of efforts to make their neighborhoods safer through improvements to pedestrian infrastructure or treatments that would improve visibility. • Many attendees perceived a link between high parking demand and crime in their neighborhoods.

Source: IBI Group and Walker Consultants, 2023.

05 Menu of Planning and Policy Options

Menu of Planning and Policy Options

Introduction

This chapter introduces parking management considerations and options for the six designated study areas in Garden Grove, that incorporate the local planning context, supply and demand findings, community feedback, and future growth expectations. The options are also intended to be consistent with the policy goals outlined by the Southern California Association of Governments (SCAG) for this. The On-Street Parking Supply and Demand chapter revealed that some residential areas in Garden Grove are experiencing high demand for street parking, and the Future Conditions appendix explored how demand for street parking could increase with new population growth and housing development in the coming years. An inability to find parking on their street has been a common concern community members identified during the outreach and engagement process.

An additional goal of SCAG for this engagement was attention to equity concerns. Many of the policy and planning options consider equity between residents who live in apartments or mobile homes, and those who live in single-family homes. Other options discuss equity between residents who own vehicles and those who do not. Planning for parking management with attention to equity also involves considering street safety, visibility, and accessibility for pedestrians.

Per the Scope of Work, the focus of this engagement is parking and curb management. We note that broader issues of zoning, including state regulations regarding the number of dwelling units per parcel, number of residents per household, houses of worship operating in residential neighborhoods, and minimum parking requirements, as well as issues of crime prevention, are beyond the Scope of Work.

The options presented are management strategies, planning and programming initiatives, and policies grouped into two categories. They are intended to help:

1) **Address existing parking issues.** Actions that could be taken that address existing parking and access challenges experienced by residents to accommodate their needs, while also considering potential impacts on broader quality of life issues including traffic, air quality, sustainability, and social equity.

2) **Prevent the exacerbation of parking issues in the future.** Strategies should also be pursued to facilitate a choice of modes of transportation in the City to avoid residents' reliance on driving for all trips. Consistent with local, state, and federal with policies with a focus on the health and well-being of all members of the community, from children to seniors, we include a consideration of active transportation and shared mobility solutions, so that population growth in the coming years is not accompanied by a corresponding increase and exacerbation of existing parking and traffic issues.

Per the goals of this engagement, some of the strategies will facilitate efficient use of existing curb resources and off-street parking supply, while others will help manage or reduce the demand for parking. Operational solutions tend to be far more cost effective and allow for flexibility, while large capital investments may have little or no effect on improving curb parking availability. Table 21 provides an overview of the parking and access options for consideration and notes their consistency with the General Plan. The subsequent sections explore each strategy in

more depth and provide support from existing conditions observations, community outreach findings, future conditions projections, and the City's existing planning documents.

Table 21: Summary of Parking and Access Options for Consideration for Garden Grove

Summary of Parking and Access Options for Consideration			
Strategy	Consistency with General Plan	Facilitates Efficient Use of Existing Parking Resources	Helps Manage or Reduce Parking Demand
Strategies to Address Existing Parking Issues			
1. Continue efforts to increase enforcement of existing parking regulations	X	X	X
2. Facilitate Shared Parking Agreements	X	X	
3. Explore a process for establishing Residential Parking Permit (RPP) districts only after current regulations are enforced and realistic RPP goals and limitations have been communicated and agreed to.	X	X	X
5. Unbundle parking[2]	X	X	X
Strategies to Prevent the Exacerbation of Parking			

[2] "Unbundling" parking means requiring that people have the option to purchase or lease housing and parking spaces separately.

Issues in the Future			
1. Unbundle parking	X	X	X
2. Establish transportation demand management (TDM) requirements[3] for new developments	X	X	X
3. Implement a Traffic Reduction and Transportation Improvement Fee for new developments	X	X	X

[3] Transportation demand management is a general term for strategies and programs that increase the efficiency of the transportation system by creating, improving, and promoting travel options (including active transportation and shared mobility) other than driving alone.

Addressing Existing Parking Issues

On many streets in the study areas, residents experience a lack of available street parking. This imbalance between parking demand and parking supply has no winners save the lucky few who can occasionally find a space easily. This is the "dead weight" loss to the community; no one benefits from the time, frustration, and fuel that residents spend circling an area in search of a place to park. When street parking is not available, residents and their visitors are inconvenienced, traffic increases (as drivers "cruise" in search of a parking space), and vehicle emissions increase from travel that is entirely superfluous. Additionally, the situation can sometimes create traffic hazards, as drivers looking for parking may be less attentive to the roadway. Some drivers give up on finding a legal space and park illegally, obstructing driver visibility at intersections or blocking pedestrian access to sidewalk ramps.

Community outreach revealed that residents currently use a variety of informal strategies to deal with existing street parking difficulties in their neighborhoods. These include:

- Having two vehicles circle an area searching for street parking, temporarily double-parking so that one driver can shuttle the other home after a space is found.
- Using a motorcycle to keep a marked space reserved for one's personal vehicle upon return.
- Idling for five to ten minutes at red curbs while waiting for a legal street space to open.
- Illegally parking at red curbs, on front lawns, or partially blocking driveways or sidewalk access ramps.
- Paying $100 per month to a neighboring household who had more parking spaces than cars for the use of an excess reserved off-street parking space. We note that the cost of the space was bundled with the neighboring household's apartment rent.
- Paving over front or side yards and green space to expand the driveway parking area.
- Parking or instructing visitors to park at off-street facilities of commercial properties without permission. (One commercial property reported having 8-10 illegally parked vehicles towed on a nightly basis.)
- Double-parking for short visits and deliveries.
- Having a household member stand in the street when a curb parking space opens to hold it for another household member or a visitor.
- Using trash and recycling bins or motorcycles to reserve street space and prevent others from parking in front of one's residence. Residents would then remove the bins or motorcycle to use the space upon their return.

The photos in Figure 32 on page 89 illustrate the use of informal parking strategies within the project study areas.

Current parking challenges, inefficiencies, and safety concerns can be alleviated through more efficient use of existing parking resources and through managing parking demand. The following five strategies to address parking issues involve either or both (1) increasing the effective parking capacity in each area and (2) managing parking demand to create a more efficient and predictable system.

Figure 32: Photos of Informal Parking Strategies Observed

Photo 1. Vehicles parked at red curbs.

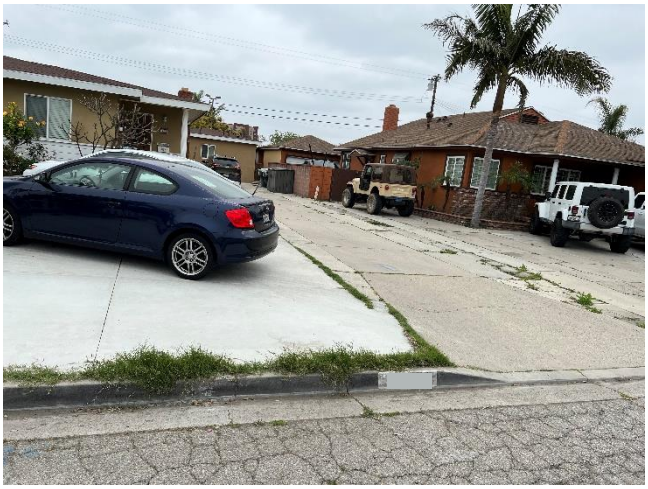
Photo 2. Motorcycle parked in a marked curb space.

Photo 3. Parked vehicles partially blocking a driveway.

Photo 4. Double parking to reserve a space.

Photo 5. Vehicle parked on a front lawn.

Photo 6. Large paved parking areas in front yards.



Source: Walker Consultants, 2023.

1. Continue Efforts to Increase Enforcement of Existing Regulations

Regardless of which parking strategies and policies are implemented, enforcement is the basis for parking management efforts to be successful, and the foundation for any additional parking management efforts to be made moving forward. In meetings, members of the public have expressed a strong concern regarding the lack of enforcement.

We highlight the crucial nature of effective parking enforcement with one important highlight; the City is currently responding to this concern. As noted in the Planning Context chapter, the City has made enormous strides in improving its parking enforcement efforts, hiring additional staff, and issuing significantly more citations. Yet, particularly for a city the size of Garden Grove, the effort must continue to be expanded to be successful, with a need to hire and train more staff. Limited staffing hours threaten the success of the growing parking enforcement effort, making it difficult even to sustain the level of enforcement seen at the beginning of 2023.

Explanation and Rationale

Parking availability can often be achieved "at the margin." Only a few problematic vehicles removed from the street can make the difference between available parking spaces and a drivers frustrating search for parking. During Walker's meeting with the Traffic Commission on November 1, 2022, it was mentioned that there are non-operational vehicles on the road, with expired tags, flat tires, cracked windows, etc. Similarly, sometimes commercial vehicles over the weight allowance are parked on the street. The City has a recreational vehicle (RV) and large truck municipal code section that requires these vehicles be parked in driveways, and far from schools. Enforcing existing regulations can improve the parking situation by preventing traffic hazards and freeing up spaces for legal parking. During intercept outreach, several residents mentioned having noticed some parked vehicles that seemed inoperable or that were moved only once per week or less frequently. Vehicles remaining in one space for seventy-two hours or more are in violation of existing regulations. This can be addressed by expanding enforcement.

Some residents were concerned that vehicles were not respecting red curb parking restrictions, creating hazardous conditions with low visibility. Others expressed that enforcement seemed arbitrary and unfair, as they had been warned by the City not to use trash and recycling bins to reserve the parking space in front of their home, but they noticed many other residents continued to do this.

The more management strategies the City pursues, the more enforcement may be necessary to ensure people are complying with regulations. In some areas, complaint-based enforcement may be sufficient, but areas that tend to experience more parking congestion will benefit from regular parking enforcement patrols.

Parked vehicle covered in debris, indicating infrequent use.

Based on our conversations with the City of Garden Grove Street Sweeping and Parking Enforcement Program's Senior Program Specialist, we observed that the City and its enforcement staff is making excellent progress in building an effective city-wide parking enforcement program to deal with parking scofflaws too numerous for the city to enforce on a regular basis. Increasing the amount of staff time that is dedicated to parking enforcement would help improve the parking situation in residential neighborhoods. This was also a recommended strategy in Garden Grove's 2017 Downtown Parking Management Strategic Plan. One or more dedicated parking enforcement roles could have co-benefits for commercial areas.

Supportive General Plan Policies

Continuing efforts to increase enforcement of existing regulations supports the General Plan policies below:

- LU-2.8: Identify parking strategies that can alleviate on-street and off-street parking supply challenges within residential neighborhoods.
    - *Providing resources for regular enforcement of the City's abandoned vehicle regulations will encourage owners of infrequently used vehicles to seek off-street parking, increasing the effective capacity of street parking.*
- CIR-IMP-7E: Consider the application of parking management tools that may include, but not be limited to: parking fees, provision of peak period street parking, preferential parking, establishment of parking zone permit programs, park and ride lots and shuttle service.
    - *Increasing the number of Parking Control Specialists will allow the City to administer and enforce new programs, such as those mentioned in the policy above (and discussed elsewhere in this report).*

Implementation

At the time of Walker's outreach, the City of Garden Grove Street Sweeping and Parking Enforcement Program included four part-time civilian parking enforcement specialists limited to 1,000 hours per person per fiscal year, but the department was seeking to hire enforcement specialists and procure additional budget to support them.

A key performance indicator for this strategy could be the number of staff hours dedicated to enforcement.

The expansion of a focused and dedicated parking enforcement effort will take time. We recommend for consideration that, as a foundation of the parking management effort, the City increase enforcement staff to:

- Seven (7) Part-time Parking Control Specialists;
- Two (2) Full-time Parking Control Specialists; and
- Two (2) Part-time labor offset positions.

2. Facilitate Shared Parking

Explanation and Rationale

There are some available parking spaces in or adjacent to the areas studied. Shared parking agreements can facilitate the efficient use of existing parking resources. Different land uses often experience peak parking demands at different times of day and days of the week. For example, offices and schools may experience peak demand during weekday business hours, while residential buildings have their highest parking demand overnight. Some property owners may be willing to enter an agreement that allows others to use their parking outside of certain established hours. If adequately compensated, schools, offices, or other commercial establishments may be willing to allow nearby residents to park in the evenings and on weekends. If the City wants to increase the effective parking supply in an area, facilitating and promoting shared use agreements for owners to lease private parking spaces—including spaces that are not in excess of what the code requires—during hours when those parking spaces would otherwise typically go unused can be a relatively cost-effective and environmentally friendly way to do so.

Shared parking agreements allow existing off-street parking resources to be efficiently utilized. Some people appreciate having additional parking options, while others appreciate the opportunity to monetize excess parking when it is not in use. Developing shared parking agreements in strategic locations can also reduce the demand for street parking.

Facilitating the shared use of larger off-street lots: Housing developers may not always find it feasible to provide as many parking spaces as are currently desired or have once been required, but they may appreciate alternative options to provide access to off-street parking as an amenity for their residents. At existing multi-family housing developments with limited off-street parking, property managers or City staff can help their residents by facilitating shared use agreements with nearby property owners who have parking spaces that could be made available to residents, at least overnight when needed. Establishments with parking facilities that are vacant much of the time may appreciate new opportunities to monetize their parking supply.

Facilitating individual parking space rentals: The City can further increase the effective parking supply by encouraging households who have excess driveway space or establishments who have off-street parking they do not use, particularly in the evenings, to lease their spaces via online platforms. Some platforms allow for hourly or daily rentals, while others facilitate monthly rentals. These services are especially popular in more urban areas, but even in Garden Grove, we found that some parking spaces are already being leased this way for approximately $100 to $150 per month. Making more residents aware of the opportunity to rent out their parking spaces could create competition among suppliers and result in even more affordable options. Encouraging residents in need of parking

to look for unused parking spaces for rent on the private market can create a valuable source of income for some, and convenient parking options for others. Helping potential buyers and sellers connect with each other could increase the citywide effective parking supply by hundreds of spaces.

Supportive General Plan Policies

Facilitating shared parking supports the General Plan policies below:

- LU-2.8: Identify parking strategies that can alleviate on-street and off-street parking supply challenges within residential neighborhoods.
    - Shared parking agreements can make parking spaces during times they would otherwise go unused (e.g., commercial parking can be shared with residents in the evenings and overnight) which can increase the effective supply of parking in residential neighborhoods.
- LU-IMP-5C: Encourage commercial center owners to consider lot consolidation, parcel assemblage, and parking /reciprocal access agreements.
    - Facilitating shared parking includes encouraging commercial center owners to enter agreements that allow resident parking during times the parking spaces would otherwise be empty.
- CIR-7.3: Continue to evaluate the City's zoning ordinance to ensure that adequate parking, and access to that parking, is provided for all land uses.
    - Updating the zoning ordinance to better facilitate shared parking agreements will increase access to parking that would otherwise be underutilized.
- CIR-IMP-7E: Consider the application of parking management tools that may include, but not be limited to: parking fees, provision of peak period street parking, preferential parking, establishment of parking zone permit programs, park and ride lots and shuttle service.
    - Shared parking agreements are a management tool that can include parking fees and permits for users with access to the shared parking facilities.
- H-4.5: Parking. Review and update parking standards to balance the needs of providing adequate and flexible parking requirements, ensuring parking does not create spillover impacts to residential neighborhoods, and allow innovative and creative approaches to provide parking for all residential projects.
    - Facilitating shared parking agreements creates more flexibility and new options for both parking facility owners and nearby residents. When existing parking facilities help absorb parking demand in congested parking areas, this reduces parking spillover to the surrounding neighborhoods.
- H-5.5: Equitable Land Use Plans. Ensure updates to land use plans, zoning maps, and funding policies are equitable and bring additional resources to traditionally under-resourced neighborhoods and create affordable housing in high resource neighborhoods.
    - Shared parking agreements create a more efficient parking system, which can reduce potential opposition to new affordable housing. Shared parking agreements can also increase the efficiency

of land use, allowing more land to be used for housing, and less land for parking lots that may often sit empty much of the time.

Implementation

The City could help facilitate shared use agreements by conducting outreach to property owners or managers and providing model agreements and administrative assistance. *During the community outreach process, multifamily housing property managers consistently expressed the desire to be able to offer more parking options for their residents and expressed a willingness to help coordinate parking agreements.* The City's role would primarily be one of coordination—identifying areas with parking challenges and helping housing developments and neighboring business or commercial property owners enter mutually beneficial agreements. The City could also incentivize shared parking agreements by offering public enforcement of private facilities, which may require a public ordinance, development of a parking enforcement application form, and clear signage.

It may not be worthwhile for the City *itself* to enter shared use agreements and administer a shared parking program, compensating property owners for allowing residential use of off-street facilities during certain hours. Such a level of public involvement may be appropriate only after the City has already taken steps to administer and enforce on-street parking programs, if it is determined that additional supply is necessary to ensure equitable access to transportation. However, if there is available on-street parking within walking distance of neighborhoods with parking difficulties, it makes sense to verify full utilization of the public on-street parking supply in the surrounding areas before investing staff time and public resources in opening additional off-street parking for residential use.

A key performance indicator for a shared parking program would be the number of private parking spaces made newly available to residential users via a shared parking arrangement.

Instances of Similar Programs

In the City of Long Beach's older neighborhoods where parking for residents was scarce, an informal parking program evolved whereby small businesses would allow residents returning home in the evening to park in their small commercial parking lots behind their businesses as a courtesy, provided that the spaces were vacated when businesses opened in the morning. More recently, we have heard about individual transactions between residents and businesses in Long Beach for residents looking for evening parking.

Although it is for the purpose of providing public parking in the business district, the City of San Clemente has had a formal program for many years whereby the City leased excess parking from businesses in the commercial core to make those spaces available to employees or the public.

The core of San Clemente's downtown was experiencing parking shortages at peak times. When the City studied the parking supply it found that although the public parking lots were at or near capacity there was a surplus of 400 spaces in the private parking lots. Rather than constructing new parking resources, which is expensive and potentially were not walkable to all locations where parking was needed, San Clemente developed the Parking Lot Lease Program "program." The cost is equivalent to maintaining a parking structure without the capital costs for the purchase of land and improvements. Put simply, the program opened the surplus parking in private lots by converting underutilized private parking lots to public lots, thereby increasing their usage and available parking downtown. We are envisioning something similar, albeit for residential parking, for Garden Grove, in commercial parking lots located near residential neighborhoods.

The program came about as a result of complaints by downtown merchants that there was not an adequate supply of parking in the downtown area. An analysis concluded that the public parking spaces were heavily utilized while the private parking spaces, although in convenient locations, were not heavily utilized. The private parking lots were averaging 50% capacity utilization during peak demand periods. At the same time the public parking resources (public lots and public street parking) were nearly 100% utilized. The perceived deficiency of parking in downtown was actually a lack of available and convenient *public* parking, rather than a critical shortage of parking overall. Walker recommended that the City increase its effective supply of parking, and the perception of available parking, by making the underutilized private parking lots open to the public. It was understood that 100% conversion of private lots was not necessary. Rather, the conversion of several key private lots to public close to the downtown core was the goal.

The challenge in leasing the private lots was to persuade property owners of the benefits of leasing their private parking lots. The City was able to identify several strong incentives that property owners wanted. Executed leases often included the following terms (refer to attachment 5 for sample lease):

- Rental rates approximately twenty years ago began at approximately $350.00/month/10 spaces (but have increased to keep up with inflation and other costs); and
- City funded parking lot improvements including slurry seal and restriping; and
- City maintenance of parking lots; and
- City parking enforcement (which owners are reluctant to do because they do not want to offend their customers); and
- City hold harmless and indemnify private property owners from liability resulting form public use; and
- Wayfinding signage identifying the private lots as public lots; and
- Lease term of 1-year with automatic 30-day renewal thereafter (short term leases are more appealing to property owners who are considering future development of their property).

The terms of the lease proved to be enticing to private parking lot owners. Since the adoption of the program in 2003, nine property owners have participated in the program for an increase of 120 public spaces to the previously pool of 803 public parking spaces in the downtown, resulting in a 15% increase in the effective supply of public parking. Recent Walker studies (2006, 2008 and 2010), confirm that the privately-owned lots that have been converted to public lots are now more effectively utilized (averaging 80% utilization).

This program demonstrates how public parking systems can increase their effective supply of public parking without a large commitment of public dollars. This program is unique because rather than increasing the overall parking supply by way of physical construction, better management of parking resources is employed by making better use of private parking supply by converting private lots to public use. The program can be successfully implemented in other communities that have an underutilized private parking supply. It requires that the City take initiative in opening private parking lots for public use and then trusting in the ability of entrepreneurial property owners to see the benefits of the program.

Business Outreach Feedback

Residential housing managers spoken to were generally willing to participate in and help coordinate shared parking agreements. Commercial property owners, however, were more hesitant to share their parking facilities. If the City plans to assist with facilitating shared parking agreements, it is worth considering business outreach feedback, which revealed various concerns business owners have related to shared parking agreements.

For example, the owner of one commercial property with excess parking near Study Area 4 had previously entered an agreement leasing unused parking spaces to a nearby housing development for $20 per stall per month. At this price, the owner expressed it was not worth the trouble. Trash was often left in the parking lot, and some residents threatened lawsuits after their friends also parked in the lot without permission and had their vehicles towed. The property owner said that if they were to reconsider an agreement to share their extra parking, they would need the spaces to be clearly designated and kept clean and well-maintained, as the parking can create wear and tear on the property. They would also need any agreement to include a hold harmless clause.

Another manager of a commercial property in Study Area 4 expressed reluctance to share parking with neighborhood residents, due to a history of residents abusing the commercial parking facilities and parking without permission. The manager's interest in shared parking would primarily depend on the program size and potential profit. It was noted that some spaces might soon be permanently leased for electric vehicle charging at $250 per month per stall. This individual expressed that what would most encourage their participation would be if the City would expedite the planning review process for other commercial developments on the property.

Unused parking stalls behind the Harbor Town and Country Shopping Center.

Empty parking spaces behind the Garden Grove Plaza.

3. Explore a process for implementing Residential Parking Permit (RPP) districts, only after current parking regulations are regularly enforced and RPP goals and limitations have been established and communicated to residents, staff, and elected officials.

Explanation and Rationale

When there is a problem with parking at the curb, the most effective way to address the problem is at the curb. Residential Parking Permit Districts have the potential to reduce curb parking congestion; however, this strategy requires significant enforcement resources. As noted, over this past year, the City has taken the important step of increasing staff capacity and expanding enforcement but would need additional capacity even to fully enforce the most basic parking regulations, such as street sweeping violations, red curb violations, and abandoned vehicles.

We have heard from some residents an interest in establishing a residential parking permit program. However, such a program can have varying success, comes with a significant cost, and, may have unintended consequences if important considerations are neglected.

Considerations and Caveats for a Residential Parking Permit (RPP) Program

Residents often imagine that a residential parking permit program will mean residents can park easily in front of their own home, while others are prevented from doing so. Often, the residents' expectation is that the program be provided at low- or no cost to the resident and that it allows residents to obtain as many permits as they would like. Residents do not expect restrictions or constraints on their own parking behavior. For this reason, expectations should be made clear regarding the benefits and pitfalls of the program, for all stakeholders.

In the paragraphs below, we note some of the considerations and challenges regarding the establishment of a traditional RPP program in Garden Grove. In light of these considerations, a possible RPP implementation approach is detailed in Appendix D, only if the City were ready to move forward with an RPP, noting the significant caveats raised in this report. There are policy decisions for which many involved parties would need to form consensus to proceed and other concerns which should be noted. Our first and primary caveat is that the City must fully establish its existing enforcement regimen prior to embarking on a more intensive RPP program. Otherwise, the RPP is not likely to succeed.

1. *The ability to enforce parking regulations and restrictions must be the foundation of any expanded City parking management program, including a potential RPP program. As such, the basic enforcement program should be fully implemented, staffed, effective, and given sufficient time for evaluation prior to the creation of any additional rules, restrictions, or programs.*

Numerous policy and enforcement measures, and a significant increase in staffing, must be in place for an RPP to provide the benefits that residents are seeking. As noted in the earlier section, an expansion of the City's parking enforcement program was effectively launched in mid-2022. The City is actively working to fully enforce current regulations. The effort should be brought to full City staffing prior to any significant new regulations being codified

and implemented. Creating, overlaying, and implementing a new enforcement program and regimen while the existing system is still in the process of being implemented would be premature and therefore challenging.

Based on data reported, and conversations with both City staff and some members of the public, our professional opinion is that significant progress is being made. Parking enforcement is a new and difficult program to implement in largely suburban communities of Southern California; many cities in the region are finding additional enforcement is necessary but face implementation challenges. Establishing a robust and effective parking program requires expertise, time, proper staffing, and resources. Recruiting parking enforcement staff can be challenging anywhere in California, and it has been made even more difficult by recent conditions in the labor market. Staffing levels should allow for the enforcement of existing parking regulations before new programs are developed, in part to help uncover the extent to which additional regulations and programs are necessary.

2. *There will be limits, restrictions, and a cost for residential permits, or the parking availability problem will not be solved. How do we decide eligibility?*

Residential parking issues are often not the result of parking spillover from elsewhere but are "homegrown" within the neighborhood. This means that, in certain areas, managing residential street parking could require a method for restricting permit availability even for those who live *within* residential parking permit district boundaries, rather than simply delineating between drivers who live within or outside of the district.

Even where an RPP district could prevent parking spillover from other locations, there is no guarantee parking congestion would improve, due to a phenomenon known as "latent demand." Once residents observe the availability of more parking spaces on the street, people tend to move more of their vehicles there, if not restricted somehow. For example, driveways and garages currently used for parking cars because of the current lack of street parking may become storage or recreational uses. When this happens, parking availability does not improve, but instead becomes a way for RPP district residents to gain greater access to the public street while preventing other members of the public from doing so.

Residential permits can be allocated in many ways, including eligibility per household, per bedroom, per licensed driver, or based on the extent to which a residence already has off-street parking spaces.[4] Permits may also be allocated based on price, as explained in Appendix D. In any case, restricting allocation is necessary so that the permit program achieves its goal of allocating a scarce resource, the finite amount of space along the curb.

3. *Who pays for a residential parking permit program—the residents who benefit, or the taxpayers at large?*

Additional enforcement, permitting, and administrative resources come at an additional cost. The cost is so great that many cities rely on their general fund to cover a substantial portion of the program's costs. However, while

[4] Some communities require residents to prove that they are using their garage or driveway to park before getting a permit. For example, in Pasadena, staff perform an inspection to confirm the number of parking spaces on the property and that parking spaces are not used for alternative purposes such as storage. This strategy helps to ensure that off-street parking is fully utilized before residents park on the street. Permits are only issued if the applicant has more vehicles registered to an address within the district than there are off-street spaces at that address. For example, if an applicant has three vehicles registered to an address and has two off-street parking spaces at that address, the city will issue only one permit to park on the street, as only one vehicle exceeds the off-street capacity available to the applicant. This model nudges residents to make full use of their off-street parking before being issued a permit to park on the street. Thus, only the vehicles that cannot be accommodated off-street are allowed a permit to park on the street.

such a policy arguably is inequitable (for all taxpayers to pay for the benefit of a residential parking permit district for some), the full cost of a parking permit district may be unacceptable to residents. As noted in more detail later in this report, a 2015 study conducted by the City demonstrated cost recovery informed calculations that the initial district formation cost would be $215 per permit holder, and the cost of covering annual operations would be $320 per permit holder, or $27 per month, all in 2015 dollars. Eight years later, with current labor shortages, we would expect the amount to be significantly more.

4. *All residents have a right to parking on a public street.*

The street is a public space. An opinion of the State of California Attorney General reinforced the legal basis that renters and homeowners have an equal right to public parking. In April 2016, the California Attorney General issued an opinion that local authorities may not institute preferential parking regulations that differentiate between residents based on the residents' dwelling type.[5] Once access to permits is available to all, we see the need to ration or allocate permits in a way that balances supply and demand.

Furthermore, public engagement revealed that residents who rent apartments are already the most likely to experience parking challenges in the City. If a residential parking permit district were created with boundaries around lower-density neighborhoods, it would create even more of a disparity between these groups. If permit parking is ever implemented, districts should not be drawn for the purpose of prioritizing parking for certain residents over others, but rather with the purpose of managing demand in the most congested areas of the City. Permits should be accessible to the residents with the greatest need, regardless of their dwelling place or type.

While business-related or recreational vehicles may not be allowed to park on neighborhood streets, once again, those are regulations already in effect, and simply need active enforcement, likely not additional regulations.

5. *Permit districts can result in parking spill over into other neighborhoods from the restricted areas.*

An often-noted consequence of restricting parking availability in one area is the spillover of parked cars into another area, which may then attempt to form its own parking district. The effect can trigger a rush to parking districts across a city, as has occurred in the City of Anaheim, where the entire city is eligible for residential parking permit districts with dozens of eligible districts mapped, or in the City of Huntington Beach, which has dozens of residential parking permit districts in effect. The City of Santa Ana has also faced challenges with a large parking permit program that continues to be the focus of residents who point to a lack of parking availability on the street. It is worth acknowledging this "ripple effect" through which parking management in one area can end up resulting in additional resources required citywide.

6. *A methodology for approval by neighborhood residents must be agreed upon.*

A consensus is required to determine the process by which a preferential parking district is established. For example, in the City of Whittier, this starts with a petition signed by no less than two-thirds of all property owners of record and/or lawful lessees of properties comprising all developed frontage of the street or streets proposed for inclusion in the district. However, this percentage may vary based on the City. Further, many cities require verification of actual parking availability challenges on the street (a determination of the percentage of parking spaces occupied at typically busy times), to warrant the beginning of the parking permit program process.

[5] This regulation is clarified under California Vehicle Code section 22507.

RPP District Challenges and Potential Benefits

RPP districts are often meant to prioritize resident parking over commercial, commuter, or visitor parking. It is less common to see RPP districts implemented simply because there is more resident demand for curb parking than there are available spaces on a street, as is the case in some of the study area streets in Garden Grove. In such instances, it also tends not to be effective, unless permits are priced at market rate, rationed, or both. However, if the residential parking demand is high enough to create significant challenges, then the opportunity to improve the quality of life for residents, improve the aesthetic appeal and safety of neighborhoods, reduce parking search time and the greenhouse gas emissions from cruising for parking, and encourage the use of sustainable transportation modes can also be a valid reason for establishing an RPP district.

RPP districts may help with both facilitating the efficient use of existing parking resources and with managing demand. Creating an avenue for RPP district formation will help the City be prepared to manage residential street parking once certain criteria are met, and the City could enforce program regulations. If the purpose of creating a RPP district is to improve the parking situation by bringing supply and demand into equilibrium, the best way to achieve this is through setting a price or regulation that opens up one to two parking spaces per block face. Many vehicles are stored on the street because it is easy, free, and there is no incentive for a car owner to do otherwise, even while his or her neighbors are in great need of parking spaces.

It is fair for all residents of the City that if there is enough parking demand to warrant establishing an RPP district, demand should result in permit prices that achieve cost-recovery of administrative and operational expenses. Whether or not even this fee will create adequate availability on the street is at times another question. There are advantages and disadvantages to the cost-recovery approach, as well as practical considerations. Some of the benefits and challenges of RPP districts are summarized below.

Challenges

- Requires a strong parking enforcement effort for basic residential parking regulations as a foundation.
- Requires significant staff time to administer the RPP program.
- Requires significant staff time to enforce the RPP regulations.
- Lack of precedent for establishing residential parking program implementation details and parking regulations that improve parking congestion without compromising equity.
- Can upset residents in surrounding unregulated areas with excess parking available that may experience parking “spillover” from drivers in RPP zones looking for free parking.
- Market rate or cost-recovery prices may be perceived as inequitable; drivers not willing or able to purchase a permit may prefer at least having a chance to sometimes find or wait for free parking on their own street.

Potential Benefits

- Predictable and efficient parking availability and allocation for users, if an effective program is in place.
- Possible improvement in perceptions of safety and aesthetics.
- Reduces traffic/vehicle miles traveled and emissions from cruising and may create an incentive for some people to choose options other than parking on the street, from fully utilizing their off-street parking spaces to considering alternative modes of transportation
- Complements unbundled off-street parking (discussed later in the report).

- Could eventually generate revenue to fund sustainable transportation improvements initiatives, such as sidewalk curb cuts and ramps, if fees become high enough, depending on possible state laws regulating RPP uses of funds.

Additional practical considerations include the staffing and cost to enforce the program, developing RPP district boundaries, RPP eligibility, determining equitable and effective permit allocation, and setting prices.

Community Outreach and Previous Study Feedback

The project team heard some strong support for residential parking permits, as noted in the Outreach and Engagement chapter. However, not everyone was interested in RPPs, and RPPs are not appropriate for every neighborhood. Nor would every neighborhood be willing to pay cost-recovery prices for on-street parking management. One homeowner expressed that property taxes should provide benefits to residents, including a free or low-cost program restricting street parking permits to home*owners* who live on the street. However, a previous study done in 2015 by Garden Grove Public Works staff concluded that this type of restrictive permit program would (1) cost the City money, (2) unfairly restrict access to public space, and (3) worsen parking challenges in surrounding neighborhoods.

Not all residential permit parking programs are equal, however, and there may be places where a different type of RPP program is appropriate. When contacted by the project team via in-person intercept survey[6], many renters, homeowners, and apartment complex managers expressed an interest in a permit program to help manage congested on-street parking areas, and they suggested that they and their neighbors would be willing to pay for this option. One apartment resident in Study Area 5 lived in a household with two vehicles and only one off-street parking space, so they often parked several blocks away and walked home. When asked whether they and their neighbors might be interested in a street parking permit program that achieved cost-recovery for the City, they responded that if the City were to offer such a program, a monthly fee of $30 would be very inexpensive (some neighbors paid $50 or $100 to rent an additional off-street space) and they suggested that if the City implements a permit program, that the permits should have a monthly cost of at least $50, and any excess revenue could be used to improve road conditions in the area. They pointed out potholes, cracks, and spaces that flooded when it rains—creating unpleasant conditions for pedestrians, including for those who walked home from parking a vehicle several blocks away.

Given the cost and effort to establish and enforce a program, residents' willingness to pay for such a program would likely be crucial for its success.

Previous Staff Study on RPP Cost and Feasibility

In 2015, Public Works staff prepared a memo analyzing the cost and feasibility of implementing a residential parking permit program. A study was done based on a hypothetical block with 15 residential parcels, considering the administrative procedures and costs necessary to (1) form and (2) operate an RPP district.

1. Initial implementation actions for district formation included:

[6] An intercept survey is a research method used to gather onsite feedback from a target audience. The target audience for this study was those who live in, manage property in, own businesses in, work, or otherwise visit the project study areas.

- Initial Traffic investigation
  - Traffic Engineering and Police Department – 3 site visits
    - Assess parking capacity
    - See if parked vehicles belong to residents
    - Set preliminary boundaries and parking times
  - Code Enforcement - review of off-street parking at properties generating parking demand
- Neighborhood and Stakeholder Meeting
  - Mailing notices advising of the meeting
  - Community meeting with Traffic Engineering, Police Department, and Code Enforcement
- Ballot Mailing and Processing
- Public Hearing with Traffic Commission for recommendation to City Council
- Staff Report and Draft Resolution
- Sign Installation
- Permit Issuance

The study estimated the district formation costs at $7,600, which for a full cost-recovery program, would equate to a first-year cost of approximately $500 for each of the 15 parcels on the block.

2. Operational actions included:
   - Parking enforcement and citation processing
   - Administration
     - Annual permit renewals
     - Temporary permit issuance
     - Ongoing map revisions
     - Customer service calls
     - Database and record keeping

   The study estimated the annual operational costs (minus estimated citation revenue) at $11,145, which for a full cost-recovery program, would equate to an annual cost of approximately $700 for each parcel on the block.

Analysis: The study provides cost estimates that are a useful basis for an updated analysis of potential cost distribution. Providing parking permits to every resident on a street with congested parking in many cases would not improve the situation or reduce parking search times if most vehicles belonged to residents, as is likely the case in many of the residential study areas. Instead, the best practice is to limit the number of permits sold to the number of curb parking spaces available. In this case, it makes sense to charge only those residents who choose to purchase a permit. Sample study area blocks with approximately 15 parcels had curb parking inventories of approximately 35 spaces. In this case, *the initial district formation cost would be $215 per permit holder, and the cost of covering annual operations would be $320 per permit holder, or $27 per month.*

If curb parking on a street is already fully or nearly fully occupied overnight, distributing permits equal to the number of spaces available would be unlikely to significantly alter the parking demand in surrounding areas because when curb parking is full on one street, the surrounding streets are *already* experiencing spillover parking demand. Permits would simply create a more predictable and efficient system.

4. Unbundle Parking

Explanation and Rationale

Due to the historical inclusion of minimum parking requirements throughout the City's development code, including in areas where, per state law, minimum parking requirements are no longer in effect, the once-required parking spaces are typically "bundled" in with the rent, lease, or purchase price of a property. Garden Grove Municipal Code Section 9.12.040.190-C states that the parking must be bundled with the dwelling unit for the sole use of the occupants. The code prohibits a required space from being rented or occupied by the vehicle or property of a person not residing in the unit for which it is allocated. People often do not have the option to purchase or lease housing and parking spaces separately. The "opt-in" nature of parking in the lease or sale of the residential property has unintended consequences.

This bundling of parking reduces choices and flexibility for property owners and residents. Some households have more parking spaces than vehicles; for example, 12.8 percent of households in Study Area 4's census tract have zero vehicles, as do 14.1 percent of households in Study Area 1's census tract. This means at least some off-street parking spaces may sit empty most or all of the time, when they could be used by other residents in the apartment complex or neighborhood.

Parking spaces also increase the value and rental cost or purchase price of housing, requiring households with low vehicle ownership to pay for something they cannot use. While some may say this is a result of market forces, the inability to rent parking spaces or housing "à la carte" is better explained as a natural consequence of minimum parking requirements. This can unfairly burden those without vehicles –often lower income residents – with a "must take" in the form of parking spaces, which are often needed by someone else.

Some researchers have estimated that bundled parking increases housing costs by an average of $142 per month, or about 17 percent.[7] Households who could live with fewer vehicles have no incentive to do so, when they have already been forced to pay for the sunk cost of parking included with their lease.

When parking is unbundled, some people appreciate the opportunity to save money by reducing their car ownership and use, and additional parking spaces become available for others who need them.

Incentivizing or requiring parking to be unbundled from housing rentals makes the system more efficient. It removes the perverse incentive of an effective "subsidy" for car ownership, improves equity outcomes for households with low vehicle ownership, and can effectively increase the parking capacity in a neighborhood by dozens or hundreds of spaces, by allowing all residential off-street parking spaces to be allocated to someone who needs and values them.

Currently, some, likely most, households with extra parking spaces bundled in with their rent leave the spaces empty most of the time and use them only if they occasionally have visitors. Many will use the space for storage,

[7] Gabbe, C. J., & Pierce, G. "Hidden Costs and Deadweight Losses: Bundled Parking and Residential Rents in the Metropolitan United States," Housing Policy Debate (2017) 27: 219-229.

either of seldom-used vehicle or for household goods or sometimes recreation. While some households with extra parking have already taken it upon themselves to find neighbors who could use the space and rent to them, requiring parking be unbundled from housing can further decrease the prevalence of spaces sitting empty due to low vehicle ownership and increase the ease of finding off-street parking to rent. If implemented alongside other complementary strategies, unbundling will also help to relieve parking pressure on the street.

Supportive General Plan Policies

A requirement that the cost of parking be unbundled from the cost of housing in rental properties and new developments supports the General Plan policies below:

- LU-2.8: Identify parking strategies that can alleviate on-street and off-street parking supply challenges within residential neighborhoods.
    - When parking is unbundled, off-street spaces that are currently unused may be made available to others who need them, increasing the effective parking supply.
- CIR-7.3: Continue to evaluate the City's zoning ordinance to ensure that adequate parking, and access to that parking, is provided for all land uses.
    - When parking is unbundled, off-street spaces that are currently unused may be made available to others who need them, increasing the effective parking supply.
- AQ-2.2: Promote and encourage ride sharing activities within the community.
    - When parking is unbundled, its cost and value will be made visible, and residents who are able to consider alternatives, including ride sharing, will have an incentive to do so.
- H-5.5: Equitable Land Use Plans. Ensure updates to land use plans, zoning maps, and funding policies are equitable and bring additional resources to traditionally under-resourced neighborhoods and create affordable housing in high resource neighborhoods.
    - Given research showing how bundled parking increases housing costs, unbundling parking from housing can help make housing more affordable. Low-income residents who do not own a vehicle will have additional resources to help them meet their other needs.

Implementation

Requiring unbundled parking is a short-term strategy that would involve a minimal cost to implement. Some staff time would be necessary for developing an ordinance and overseeing administration. For rental properties, unbundling can be required at lease change. A code change can make unbundled parking a condition of new development projects, to ensure the efficient use of any parking provided. The City may wish to mail notices to all owners and renters at properties where unbundling would be required. Monitoring compliance is unlikely to generate material additional workload for City staff. Enforcement can be handled on a complaint basis through the City's website.

Off-street residential parking area with vacant spaces.

Unbundling parking is most feasible when complementary strategies are in place to manage demand for on-street parking. If the cost of off-street parking is unbundled while on-street parking remains unmanaged and completely unregulated, some residents who might have otherwise parked in an off-street space bundled with their unit may attempt to find free street parking to save money, resulting in lower off-street utilization and greater pressure for street parking.

To avoid unintended consequences, the costs of off-street and on-street parking should be allowed to reach an equilibrium where supply and demand are balanced. To prevent the underutilization of off-street spaces, the City should allow property managers to set prices based on the parking supply and demand at their location. In places where on-street parking is even slightly congested, some residents will typically be willing to pay at least a small fee for the guarantee of a convenient off-street parking space. The complementary solution of on-street parking demand management is introduced elsewhere in this report. Once the appropriate complementary solutions are in place, a key performance indicator for this strategy could be the number of housing units with unbundled parking.

When parking is also unbundled for commercial or institutional land uses, this may facilitate new opportunities for shared parking and increase the potential for more efficient use of the existing parking supply. For example, if a commercial tenant determines that their establishment does not need as much parking as would have otherwise been included in a lease, the property owner may create new agreements with others who would use the parking based on a financial incentive to do so. Shared parking is further explored in an earlier section.

Forestalling Future Exacerbation of Parking Issues

Many areas of Garden Grove—including parts of Study Area 1 and Study Area 2—fall within a half-mile of high-quality public transit, where state law AB 2097 now prohibits cities from imposing minimum parking requirements (refer to the *Impact of AB 2097* section on page 28). This means that, in many parts of the City, (1) some new housing may be built with fewer off-street parking spaces than currently required. During intercept surveys, several residents observed that street parking has become more difficult in recent years and decades, compared to when they first moved to Garden Grove. Although the City is no longer allowed to impose costly parking mandates in all areas, it can still use strategies that address the transportation impact of new development in other ways, providing transportation access while reducing the need for vehicle ownership in the future. Alternative strategies can improve access to transportation at a small fraction of the cost of developing mandated off-street parking facilities.

If status quo practices are maintained, any existing parking and traffic issues experienced throughout the City will only be exacerbated in the coming years. Recognizing these realities, it makes sense for the City to pursue strategies that will enable and encourage current and future households who are able to do so to reduce their vehicle ownership. In addition to direct parking management, this means increasing access to active transportation and shared mobility options.

Accommodating the City's projected population growth while prioritizing livability requires creating an environment in which sustainable travel options are more widely seen as viable alternatives to driving alone. This section explores options for development standards and transportation impact fees that can help manage parking demand while also shaping a more sustainable transportation future.

4. Unbundle Parking

This strategy was already discussed in the "Addressing Existing Parking Issues" section above, as a way to prevent bundled off-street spaces from going unused due to low vehicle ownership. However, it is also worth mentioning here as a strategy to forestall the exacerbation of parking issues in the future, because making the cost of parking separate and visible to drivers may encourage some households to reduce their vehicle ownership.

5. Establish Transportation Demand Management (TDM) Requirements for New Residential Development

Explanation and Rationale

Traffic demand management (TDM) planning involves creating, improving, and promoting travel options other than driving alone, including active transportation and shared mobility. When residents see sustainable travel options as viable alternatives to driving alone, many households may choose to save money by reducing their vehicle ownership, which can help mitigate parking challenges for those who do own vehicles. Just as decades of minimum

parking requirements helped support a system in which driving became the most convenient, attractive, or even cost-effective mode of travel, TDM requirements can help make other options more accessible as well. Several benefits of TDM include:

- Improves travel options for those who can't afford a private vehicle.
- Allows residents to get exercise and improve their health as they travel.
- Decreases air pollution and greenhouse gas emissions.
- Benefits those who drive by helping reduce parking and traffic congestion.

As required by state law, Garden Grove already has a TDM requirement for employers (refer to Chapter 10.10 of the Garden Grove Municipal Code). Developments expected to employ 250 or more people must submit a TDM plan with the goal of implementing programs, plans, or policies designed to encourage changes in individual travel behavior and reduce drive alone trips.

A few residential developments in Garden Grove may benefit from SB 743, as environmental review now requires TDM strategies for projects expected to increase per capita VMT. However, standard implementation (as outlined in the City's Traffic Impact Analysis Guidelines) involves map-based screening, where projects in lower-than-average VMT areas or near transit can "screen out" of further analysis and potential mitigation. This may encourage developers to locate projects in infill areas or near transit, but it does little to encourage people who live in transit priority areas to actually ride transit, walk, or bike. **Currently, TDM is triggered only outside the areas where it would best synergize with existing development patterns and have the greatest potential to reduce solo driving.** To promote the use of sustainable transportation modes in transit priority areas, a more proactive and extensive TDM approach is necessary.

With a potential 40 percent increase in the number of housing units—some of which may be located in "high quality transit areas" where, as explained on page 28, the City can no longer legally require parking—TDM requirements can result in improved travel options and reduce the number of vehicles vying for a limited number of on-street parking spaces. Strategies taken by developers to reduce vehicle travel could include both *programmatic measures*, such as sponsoring a car share program or providing their residents with transportation allowances for transit passes, and *site improvements*, such as providing secure parking and charging for e-bikes and electric scooters.

There are at least two possible options for requiring new residential developments to submit TDM plans:

1. TDM requirements based on the number of units in the development.
2. TDM requirements based on the number of parking spaces proposed, where projects with more parking must also provide more TDM measures, in order to help mitigate the negative traffic and environmental impacts associated with parking.

The first option simply focuses on expanding the travel choices available. The second option has a stronger focus on reducing vehicle ownership and vehicle miles traveled. This second strategy may be more appropriate in areas without parking minimums, where residents have access to public transit. Research has shown that parking access was three times more influential a variable on transit use than living in a neighborhood with good transit access.[8]

[8] Millard-Ball, A., West, J., Rezaei, N., & Desai, G. 2021. What Do Residential Lotteries Show Us About Transportation Choices? *Urban Studies.*

This is because when vehicle storage is freely available, inexpensive, or included in rent, residents are less likely to explore other options, even when tremendously inconvenienced by a lack of available street parking. When parking is not subsidized and is available at market rate, however, households are more likely to consider owning fewer vehicles and using public transit for some of their trips. After a Parking and TDM ordinance was adopted in Cambridge, drive-alone rates fell throughout the city, even while they increased throughout the rest of the state.[9] When fewer people choose to drive and more residents use transit, a virtuous cycle ensues: increased transit ridership facilitates service improvements, service improvements further increase ridership, and so on. The photos in Figure 34 on page 114 highlight the potential for TDM improvements in Garden Grove.

[9] Mayors Innovation Project and State Smart Transportation Initiative, Modernizing Mitigation: A Demand-Centered Approach, 2018.

Figure 33: Photos Highlighting the Potential for TDM Improvements in Garden Grove

Pedestrians crossing mid-block due to inadequate pedestrian infrastructure.

Potential TDM site improvement to create mid-block pedestrian crossings to increase residents' sense of safety and interest in walking.

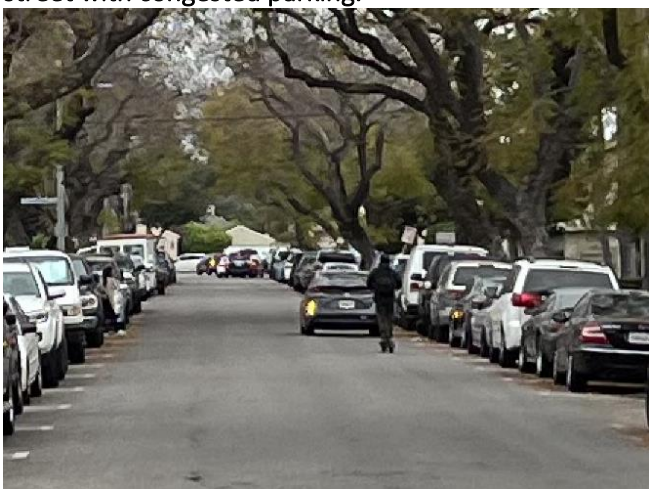
People boarding the bus and using the bus bike rack at an OC Bus Stop.

Potential TDM programmatic measure to promote or subsidize the use of modes other than driving alone, to increase awareness and use of these modes.

Bicyclist riding on the sidewalk due to lack of bicycle infrastructure.

Potential TDM site improvement to create designated bike/scooter lanes and secure parking/charging areas to increase the attractiveness of these modes.

Scooterist sharing a travel lane with vehicles on a street with congested parking.



Potential TDM site improvement to create designated bike/scooter lanes and secure parking/charging areas to increase the attractiveness of these modes.

Source: Walker Consultants, 2023.

Supportive General Plan Policies

Establishing TDM requirements for new residential development supports the General Plan policies below:

- LU-2.8: Identify parking strategies that can alleviate on-street and off-street parking supply challenges within residential neighborhoods.
    - Site-specific TDM requirements can make alternatives to driving more viable, which can decrease parking demand and vehicle ownership, increasing the effective supply of parking.
- AQ-2.2: Promote and encourage ride sharing activities within the community.
    - Incentive programs or shuttles that encourage ride sharing can be one of the options available for residential developers to satisfy their TDM requirements.
- AQ-2.3: Continue to improve existing sidewalks, bicycle trails, and parkways, and require sidewalk and bicycle trail improvements and parkways for new development or redevelopment projects.
    - These improvements can be some of the options available for residential developers to satisfy their TDM requirements.
- AQ-3.1: Cooperate and participate with regional and local efforts to develop an efficient transportation system that reduces vehicle trips and vehicle miles traveled.
    - TDM requirements can make alternatives to driving more viable, reducing vehicle trips and vehicle miles traveled.
- AQ-3.2: Cooperate in efforts to expand and promote the use of bus, rail, and other forms of transit within the region in order to further reduce pollutants.
    - Some options for fulfilling TDM requirements can promote the use of transit in the region.
- H- 4.5: Parking. Review and update parking standards to balance the needs of providing adequate and flexible parking requirements, ensuring parking does not create spillover impacts to residential neighborhoods, and allow innovative and creative approaches to provide parking for all residential projects.
    - TDM requirements increase the viability of travel options other than driving alone, potentially facilitating greater flexibility in parking requirements and reducing the amount of parking supply necessary to minimize spillover.
- H-5.5: Equitable Land Use Plans. Ensure updates to land use plans, zoning maps, and funding policies are equitable and bring additional resources to traditionally under-resourced neighborhoods and create affordable housing in high resource neighborhoods.
    - Requiring new residential projects to implement site-specific TDM measures can improve the area for existing neighborhood residents as well, including in under-resourced neighborhoods. Focusing more on TDM requirements and less on parking requirements can also increase the viability of

many potential housing developments, where land constraints limit surface parking and affordability constraints limit underground parking.

Implementation

Requiring TDM measures for all new residential development projects involves creating an ordinance and resources that make the requirements or TDM options clear to developers. One way to do this is to create a list of possible TDM measures and assign a point value to each. The number of "points-worth" of TDM measures can be based on the floor area of the development or, in areas not subject to minimum parking requirements, the number of parking spaces provided. This approach gives developers flexibility in how they will comply with the requirements. Steps in this process include:

- Create a list of on-site amenities and programmatic measures that could help make alternative transportation options more accessible to residents and reduce parking demand.
    - Examples include: vehicle share programs and partnerships, secure bike and scooter parking and charging, e-bike subsidies, transit passes, transit shelter improvements, real-time transit information, sidewalk improvements, protected bicycle lanes, pedestrian crossings, delivery-supportive amenities, rideshare incentives, emergency ride home programs, financial incentives, shuttle programs, providing transportation information, or contributing to a citywide sustainable transportation fund.
- Determine a point value for each TDM option.
- Determine whether there will be a minimum size for residential projects to which the TDM requirements shall apply. For example, the City of Belmont's TDM Plan assigns points to residential projects based on the number of proposed units, beginning with the smallest category of 6-12 units.
- Establish guidelines for how many "points-worth" of TDM measures must be included for projects of certain sizes or with certain numbers of parking spaces provided.
    - In areas subject to minimum parking requirements, basing TDM requirements on the number of units or square footage may be most appropriate.
    - In areas not subject to minimum parking requirements, basing TDM requirements on the total number of parking spaces proposed, or the average number of spaces per unit, can help mitigate the traffic impact of the additional parking. It can also encourage developers to consider using land in a way that supports sustainable growth and incentivizes residents to reduce their private vehicle ownership.
- Monitor compliance with the TDM requirements to ensure that TDM measures are being effectively implemented and achieving their intended goals. Monitoring compliance involves:
    - *Developing monitoring metrics:* Develop metrics that will be used to monitor compliance with the TDM measures. Examples include tracking the number of transit passes distributed, the number of bike parking spaces utilized, or the number of carpoolers registered.
    - *Assigning responsibility:* Assign responsibility for monitoring compliance to a specific person or department. This could be a TDM coordinator, a transportation planner, or depending on the nature of the monitoring, even an additional responsibility of a Parking Control Specialist.
    - *Collecting data:* Collect data on the implementation of TDM measures through regular surveys, transportation mode share analysis, and parking utilization studies. This data should be used to

evaluate the effectiveness of the TDM measures and identify areas for improvement or adjustment to the requirements or their point values.
    - *Identifying non-compliance:* Based on the monitoring metrics and data collected, identify any areas where compliance is lacking and take corrective action.
    - *Providing feedback:* Provide feedback to developers and residents on compliance with the TDM measures. This feedback can be used to improve the effectiveness of the TDM measures and encourage continued compliance.
    - *Revise the TDM Plan:* Revise the TDM Plan as needed based on the results of the monitoring and evaluation process. This will ensure that the TDM measures remain effective and up-to-date.
- Communicate the program's rationale, goals, and benefits to the public. Successful communications can increase awareness of and support for parking management and access programs.

6. Implement a Comprehensive Traffic Reduction and Transportation Improvement Fee for New Development

Explanation and Rationale

The previous section was *site-specific*, requiring on-site infrastructure or programmatic TDM elements that could help reduce vehicle ownership and single occupancy vehicle travel at new residential developments. However, the extent to which residents are willing and able to use alternative transportation options and to which neighborhoods are protected from increases in traffic and parking congestion also depends on the quality of shared mobility services and active transportation infrastructure *citywide*.

Establishing a Traffic Reduction and Transportation Fee for new residential developments can help fund citywide projects that improve connectivity and create access to more destinations. This strategy is currently used by several cities in California, including Pasadena and Santa Monica.

- The City of Santa Monica has a Transportation Impact Fee program that requires developers to pay a fee based on the number of units for residential development projects. Establishing this program required a nexus study demonstrating the relationship between the expected transportation impacts of new developments and the fees required to address those impacts through transportation improvements and trip reduction strategies. For example, the transportation impact fee revenues may fund sidewalk improvements, bike parking, transit improvements, and new bicycle and transit lane striping. Santa Monica directs transportation impact fees toward projects that reduce vehicle traffic, which also helps manage parking demand.
- The City of Pasadena also collects a "Traffic Reduction and Transportation Improvement Fee" to offset the transportation impact of new developments and uses these funds to improve pedestrian and bicyclist infrastructure and increase transit service frequency. Pasadena also requires new projects to submit transportation plans for individual sites based on project size, and the fee expands on this by funding already-planned projects or programs at a larger scale and helping the City make improvements where they will have the greatest impact. Rates are set by the number of units for residential developments.

We note that the City already has similar fees in its ordinance that ensure development projects are responsible for a fair share of other public infrastructure costs—including Park Facilities Fees, Drainage Facilities Fees, and Transportation Facilities Fees. The Transportation Facilities Fee already includes projects that support sustainable transportation, including the Harbor Corridor Transit Improvements and the Pacific Electric Right-of-Way Bike/Ped Trail. The current ordinance is in effect through 2030; when the ordinance is updated, the City could include an even more comprehensive list of sustainable transportation projects, including pedestrian improvements, bikeway improvements, transit improvements, bicycle parking, traffic calming, street reconfiguration, and wayfinding.

Supportive General Plan Policies

Implementing a comprehensive Traffic Reduction and Transportation Improvement Fee for new development supports the General Plan policies below:

- LU-2.8: Identify parking strategies that can alleviate on-street and off-street parking supply challenges within residential neighborhoods.
    - Citywide transportation improvements that support walking, biking, ride share, and shared mobility can make these alternatives to driving more viable, which can decrease parking demand and vehicle ownership, increasing the effective supply of parking.
- AQ-2.2: Promote and encourage ride sharing activities within the community.
    - Fee revenue can be used for initiatives such as ride matching programs and other programmatic elements that promote shared mobility.
- AQ-2.3: Continue to improve existing sidewalks, bicycle trails, and parkways, and require sidewalk and bicycle trail improvements and parkways for new development or redevelopment projects.
    - A Traffic Reduction and Transportation Improvement Fee could ensure development projects contribute their fair share toward citywide connectivity of active transportation infrastructure.
- AQ-3.1: Cooperate and participate with regional and local efforts to develop an efficient transportation system that reduces vehicle trips and vehicle miles traveled.
    - A Traffic Reduction and Transportation Improvement Fee would help improve the system, increasing the viability of drive-alone alternatives and reducing vehicle trips and vehicle miles traveled.
- AQ-3.2: Cooperate in efforts to expand and promote the use of bus, rail, and other forms of transit within the region in order to further reduce pollutants.
    - Fee revenue can be used to help fund transit improvements.

Implementation

Creating a Traffic Reduction and Transportation Improvement Fee for new development requires a nexus study demonstrating the connection between new development and its impact on city infrastructure, proposing a fee level, and providing a justification for the proposed fee level. The study must show that the fee is "roughly proportional" to the expected impacts of the project. Justification may be based on factors such as the estimated number of vehicle miles traveled (VMT) associated with new developments and their fair share contribution to citywide projects.

In Pasadena, for example, the Traffic Reduction and Transportation Improvement Fee was $10,257.02 per new single family dwelling unit and $3,971.48 per multi-family dwelling unit in 2023. The fees have a built-in inflation factor and are updated annually based on the Consumer Price Index.

The current Transportation Facilities Fees for residential developments in Garden Grove are shown in Table 22 below. The current ordinance expires in 2030; when the ordinance is updated and a new nexus study is required, fees may be updated in accordance with the fair share contribution determined appropriate for new developments.

Table 22: Transportation Facilities Fee for New Residential Development in Garden Grove

	Year 1	Year 2	Year 3
Single Family Dwelling Unit	$800	$1,200	$1,600
Multi Family Dwelling Unit	$600	$800	$990

Source: City of Garden Grove, 2016.

In the next nexus study, Garden Grove should identify priority projects from existing infrastructure and transportation service plans that will be funded by the fee and help improve connectivity, safety, and access throughout the City. These may include:

- Pedestrian improvement projects
- Bikeway improvement projects
- Transit improvement projects
- Bicycle parking projects
- Traffic calming projects
- Street reconfiguration projects
- Wayfinding improvement projects
- Citywide TDM projects

Supporting the build-out of a sustainable transportation network can help reduce parking demand and prevent the exacerbation of current parking issues, while also delivering many co-benefits, including supporting the financial well-being of residents, public health and wellness, reduced emissions, reduced traffic congestion, improved air quality, and fiscal sustainability for the City.

Appendices

Appendix A: Future Conditions

Introduction

The future of parking and access needs in Garden Grove's residential neighborhoods depends on the ability of the existing and future parking supply to be used efficiently to accommodate parking demand. This supply may include the residential off-street parking spaces in the form of surface and garage spaces for single family and multifamily residential properties, the use of curb parking spaces, a focus of this study, and the possibility of using nearby parking in governmental or commercial parking spaces, such as parks, schools, or offices and shopping centers. While parking spaces are the point of access to a neighborhood when driving, the dominant mode of travel in Garden Grove, curb space is finite and on-site parking is land and capital intensive. Leveraging other modes of transportation, from walking for short trips to bicycling, transit, transportation demand management initiatives, and infrastructure investments to support travel by modes other than driving alone can be a cost effective way to augment parking supply.

This section's intent is to assess how future development and population growth trends in the City of Garden Grove may impact what has been identified as the current issue the areas under study; street parking demand in residential neighborhoods and the resulting projected need for public parking management in the long-term.

New multifamily housing, a significant amount of which is required by the State of California's Regional Housing Needs Assessment (RHNA), population shifts, transportation service and infrastructure decisions, and other factors will impact parking demand both in quantity and in how they are distributed throughout the city. Streets within the six study areas may be affected by new development and growth both within the study area boundaries and in the surrounding areas. To project future public parking supply and demand for the city, the analysis in this chapter considers a planning horizon that extends to 2045, the same horizon used in SCAG's population growth projections. The analysis includes the following three scenarios for each of the six residential study areas:

- Base growth; status quo management
- Conservative growth; status quo management
- Aggressive growth; status quo management

A base growth scenario is developed based primarily on the City's population growth projection, with consideration also given to the potential for future housing developments in each area and assumptions related to the associated off-street parking provision. The base scenario is then adjusted to explore the potential impact of more conservative or aggressive population growth and development. Each of these scenarios assumes status quo parking and travel demand management practices will be maintained. The scenarios do not account for the possibility of developing more proactive policies and practices to help manage parking demand and support the use of alternative modes of transportation in the future.

Residential Parking Demand—Model Development Approach

Understanding the factors of existing residential parking demand, supply, and demand distribution is necessary to be able to model how a variety of different assumptions for future conditions—inputs related to population growth, housing development, and off-street parking provision—might affect the demand for street parking in residential neighborhoods. This section uses existing data and develops assumptions to build a model for projecting future conditions. It includes the following subsections:

1. Factors of Residential Parking Demand
2. Factors of Residential Parking Supply
3. Factors of Residential Parking Demand Distribution

Factors of Residential Parking Demand

Analyzing the future demand for residential street parking requires first understanding, and then adjusting, the factors responsible for the existing street parking demand. Major factors that affect street parking demand in residential neighborhoods include:

- The number of residents
- Their vehicle ownership rates
- The number of off-street parking spaces

In some places, commercial and retail development could also create demand for residential street parking, but this was not found to be significant factor affecting peak demand in the six study areas. It is possible that some vehicles other than those belonging to residents park in the study areas during the day, but this is more than offset by the number of resident vehicles that leave during the day. Peak parking demand in these neighborhoods occurs overnight.

To estimate the number of residents, vehicles, and off-street spaces in each study area, Walker consulted Replica data, a proprietary data set that includes information related to mobility, land use, people, and economic activity from location-based mobile apps, connected vehicles, and demographic data from public and private sources. Replica offers the data sets at a variety of geographic levels, including by city, by census tract, and by census block group. Data can also be provided for a custom geography, given that the designated area is large enough to produce an accurate estimate. For this study, Walker created a custom geography for each of the six study areas and obtained the inputs shown in Table 1, in order to calculate the number of households at each vehicle ownership level in each study area:

Table 1: Population, Households, and Household Vehicle Ownership by Study Area

Study Area	Population	Average Household Size	Number of Households	Household Vehicle Ownership Approximate % (Number of Households)			
				0 cars	1 car	2 cars	3+ cars
1	3120	3.66	853	6.8% (58)	20.0% (171)	32.5% (277)	40.8% (348)
2	1890	4.35	434	0.2% (1)	15.8% (69)	28.6% (124)	55.4% (240)
3	2260	4.16	543	3.7% (20)	14.0% (76)	35.4% (192)	46.8% (254)
4	2380	4.60	517	1.1% (6)	20.1% (104)	29.4% (152)	49.5% (256)
5	1050	3.65	288	5.4% (16)	20.1% (58)	34.2% (98)	40.3% (116)
6	1340	3.50	383	8.6% (33)	18.9% (72)	34.2% (131)	38.4% (147)

Source: Data – Replica, Calculations and table – Walker, 2023.

Using the total number of households in each vehicle ownership level multiplied by the number of cars (with an assumption of an average of 4 vehicles per 3+ vehicle household) results in the estimates shown in Table 2 of the total number of resident vehicles in each study area:

Table 2: Existing Peak Parking Demand for both On-Street and Off-Street Parking by Study Area

Study Area	Number of Resident Vehicles
1	2117
2	1279
3	1477
4	1432
5	719
6	923

Source: Data – Replica, Calculations and Table – Walker, 2023.

Factors of Residential Parking Supply

Major factors that affect residential parking supply are:

- The number of single-family dwelling units and parking requirements/provision
- The number of multi-family dwelling units and parking requirements/provision
- Street parking inventories and regulations

To estimate of the number of residential off-street parking spaces in each study area, Walker first consulted Replica data providing the approximate number of single family and multifamily housing units in each area, as shown in Table 3. The following estimates are used:

Table 3: Single-Family and Multi-Family Dwelling Units by Study Area

Study Area	Single-Family Dwelling Units	Multi-Family Dwelling Units	Percent Single-Family	Percent Multi-Family
1	46	773	6%	94%
2	223	184	55%	45%
3	154	416	27%	73%
4	182	366	33%	67%
5	59	198	23%	77%
6	109	302	27%	73%

Source: Data – Replica, Calculations and Table – Walker, 2023.

Walker then consulted Garden Grove's parking requirements for various types of residential developments. Historically, Garden Grove has required a minimum of between four and eight spaces for single family homes—four spaces for homes with one to four sleeping rooms, six spaces for homes with five to seven sleeping rooms, and eight spaces for homes with over seven sleeping rooms. Minimum parking requirements for multiple family dwelling units generally ranged from 2.5 spaces per unit, for units with fewer than three sleeping rooms and non-adjacent to an arterial street, to 3.5 spaces per unit, for units with three or more sleeping rooms, in a building with fewer than 50 total units adjacent to an arterial street.

Requirements for mixed use development units with zero or one sleeping room were slightly lower—2 or 2.25 spaces per unit. However, many of the multi-family housing developments in Garden Grove were built before these parking requirements were developed. Conversations with Garden Grove Planning Division staff and intercept survey fieldwork in the study areas revealed that the actual average parking supply in existing apartment buildings may be two spaces per unit or fewer. Fieldwork observations also suggested that the average parking supply for single family dwelling units may be higher than parking requirements would suggest, as many households have paved additional driveway space.

Based on the minimum parking requirements detailed above, Walker used the following assumptions for average off-street parking supply:

- 5.5 spaces per single-family dwelling unit
- 1.75 spaces per multi-family dwelling unit

Combining the number of dwelling units of each type and the off-street parking supply assumptions above yielded the estimates displayed in Table 4 for each study area. Table 4 also includes the on-street parking inventories provided by Walker's partner, Arcadis IBI Group, a firm with expertise in digital curb mapping.

Table 4: Parking Supply by Study Area

Study Area	Single-Family Spaces	Multi-Family Spaces	Total Off-Street Supply of Parking Spaces	On-Street Supply of Parking Spaces
1	253	1,353	1,606	301*
2	1,227	322	1,549	822
3	847	728	1,575	830
4	1,001	641	1,642	957
5	325	347	671	220
6	600	529	1,128	535

*Street parking is currently prohibited in Study Area 1.
Source: Walker Consultants, 2023.

Factors of Residential Parking Demand Distribution

From the total number of vehicles in each area, the estimate of off-street residential spaces, and the street parking occupancy data collected from in-person observations, we can estimate the share of resident-owned vehicles using the public street as a parking resource. This ratio may then be used for base scenario street parking demand projections and altered for alternative scenarios.

Table 5: Share of Vehicles Parked On- and Off-Street in each Study Area

Study Area	Total Vehicles Estimate	Street Parking Occupancy (Observed)	Off-Street Parking Occupancy	Share of Vehicles Parked On-Street in the Study Area	Share of Vehicles Parked Off-Street
1	2117	14	2103	1%	99%
2	1279	479	800	37%	63%
3	1477	520	957	35%	65%
4	1432	460	972	32%	68%
5	719	217	502	30%	70%

6	923	347	**576**	**38%**	**62%**

Source: Walker Consultants, 2023.

Table 3 provided the share of single-family vs. multi-family dwelling units for each study area, and assuming equal occupancy rates, we can use the number of households column from Table 1 to estimate the total number of households in each type of dwelling unit. Table 1 also included the total number of households at each vehicle ownership rate. Under the conservative assumption that *all households with lower vehicle ownership are in multi-family housing units and households with higher vehicle ownership are in single-family homes*, we can estimate the number of households at each vehicle ownership category in each dwelling unit type. This assumption helps us attribute the approximate number of off-street residential parking spaces that are vacant due to low vehicle ownership, but if households with vehicle ownership on the lower end of the spectrum also live in single-family units, even more unused off-street parking could be attributed to lack of vehicle ownership. Table 6 displays the resulting estimates.

Table 6: Estimated Households per Study Area by Vehicle Ownership Category and Type of Dwelling Unit

Study Area	Households in Single-Family (SF) Unit	Households in Multi-Family (MF) Unit	Total 0 car Households		Total 1 car Households		Total 2 car Households		Total 3+ car Households	
			SF	MF	SF	MF	SF	MF	SF	MF
1	51	802	58		170		277		348	
			0	58	0	170	0	277	51	297
2	239	195	1		69		124		240	
			0	1	0	69	0	124	239	1
3	147	396	20		76		192		254	
			0	20	0	76	0	192	147	107
4	171	346	6		104		152		256	
			0	6	0	104	0	152	171	85
5	66	222	16		58		98		116	
			0	16	0	58	0	98	66	50
6	103	280	33		72		31		147	
			0	33	0	72	0	31	103	44

Source: Data – Replica, Calculations and Table – Walker, 2023.

These results from Table 6—the number of households at each vehicle ownership level in each housing type—are then combined with the estimates from page 4, of the average off-street parking supply for each housing type. This calculation yields insight how many off-street residential parking spaces may be vacant due to low vehicle ownership, shown in Table 7, and by extension, also suggests the number of off-street residential spaces vacant due to the use of the street as a parking resource, shown in Table 8.

Table 7: Estimated Off-Street Spaces Vacant due to Low Vehicle Ownership

Study Area	Unused Spaces for 0 car Households		Unused Spaces for 1 car Households		Unused Spaces for 2 car Households		Unused Spaces for 3+ car Households		Total Unused Spaces Due to Lack of Vehicle Ownership
	SF	MF	SF	MF	SF	MF	SF	MF	
1	0	102	0	128	0	0	64	0	306
2	0	2	0	51	0	0	298	0	411
3	0	35	0	57	0	0	183	0	312
4	0	10	0	78	0	0	213	0	344
5	0	27	0	43	0	0	83	0	170
6	0	58	0	54	0	0	129	0	267

Source: *Data – Replica, Calculations and Table – Walker, 2023.*

Table 4 included estimates of total off-street parking supply. Table 5 included calculations of the approximate number of vehicles parked off-street. We then subtract the estimates of vehicles parked off-street from the off-street supply estimates to calculate estimates of vacant off-street residential spaces in each study area. Table 7 provided estimates for the number of spaces that are due to a lack of vehicle ownership, and subtracting this column from the total vacant off-street residential spaces yields the estimated number of off-street spaces vacant due to a preference for street parking (see Table 8). However, the estimate of vehicles parked off-street in Study Area 1 is higher than the total estimated number of off-street spaces. This could mean that residents are sharing their unused reserved spaces with other residents; it could also mean some residents are parking on streets outside of the study area where parking is not prohibited.

Table 8: Vacant Off-Street Spaces Due to Lack of Vehicle Ownership vs. Use of Street Parking

Study Area	Total Off-Street Supply of Parking Spaces	Vehicles Parked Off-Street	Vacant Off-Street Residential Spaces	Vacant Due to Low Vehicle Ownership	Vacant Due to Preference for Street Parking
1	1606	2103	0	0	0
2	1549	800	749	411	338
3	1575	957	618	312	306
4	1642	972	670	344	326
5	671	502	169	170	0
6	1128	576	552	267	285

Source: Walker Consultants, 2023.

From Table 8, we can calculate the share of the total supply of off-street residential parking in each study area that may be vacant because residents in a dwelling unit have more reserved parking spaces than vehicles. This is shown in Table 9.

Table 9: Share of Off-Street Parking Spaces Vacant Due to Low Vehicle Ownership

Study Area	Total Off-Street Parking Spaces	Number Vacant Due to Low Vehicle Ownership	Share Vacant Due to Low Vehicle Ownership
1	1606	0	0%
2	1549	411	27%
3	1575	312	20%
4	1642	344	21%
5	671	170	25%
6	1128	267	24%

Source: Walker Consultants, 2023.

Understanding how many vehicles are associated with each study area, where they are parking, and where and why there are empty spaces is a necessary foundation to be able to model how a variety of different assumptions and inputs for future conditions—related to population growth, housing development, and parking management practices—might affect the demand for street parking in residential neighborhoods.

Future Conditions: Base Growth Scenario

Future Parking Demand

The base scenario provides an estimate that assumes a moderate rate of growth and development and no significant changes to the City's parking and transportation demand management practices. For this scenario, we assume vehicle ownership growth to be directly proportional to population growth. We can calculate the future residential parking demand for each study area by using the total vehicles column from Table 2 and multiplying by SCAG's projected population growth rate of 5.5 percent by 2045, or a slight adjustment to this growth rate based on the potential for new housing development in each area.

The use of the average growth rate of 5.5 percent for each of the six study areas would assume an even distribution of growth. The site analysis in the City's Housing Element Update reveals that each of the study areas and/or their surrounding neighborhoods can accommodate some housing growth, but some areas seem like more likely candidates than others for new development, which could be assumed to roughly correlate with the number of new residents and vehicles. Figure 1 displays the inventory of residential sites from the Housing Element Update with an overlay of the six study areas. Growth rate adjustments in Table 10 below are based on the following considerations:

- **Study Area 1:** This area does not have any vacant or underutilized parcels or SB 9 duplex sites. Population and vehicle growth may occur at a slower rate than the City average.
- **Study Area 2:** This area has several SB 9 duplex sites and some underutilized residential land. Growth in parking demand may occur at approximately the average rate.
- **Study Area 3:** This area does not have any vacant or underutilized parcels or SB 9 duplex sites. There is one underutilized residential area across from the study area. Growth in parking demand may occur at a slower rate than the City average.

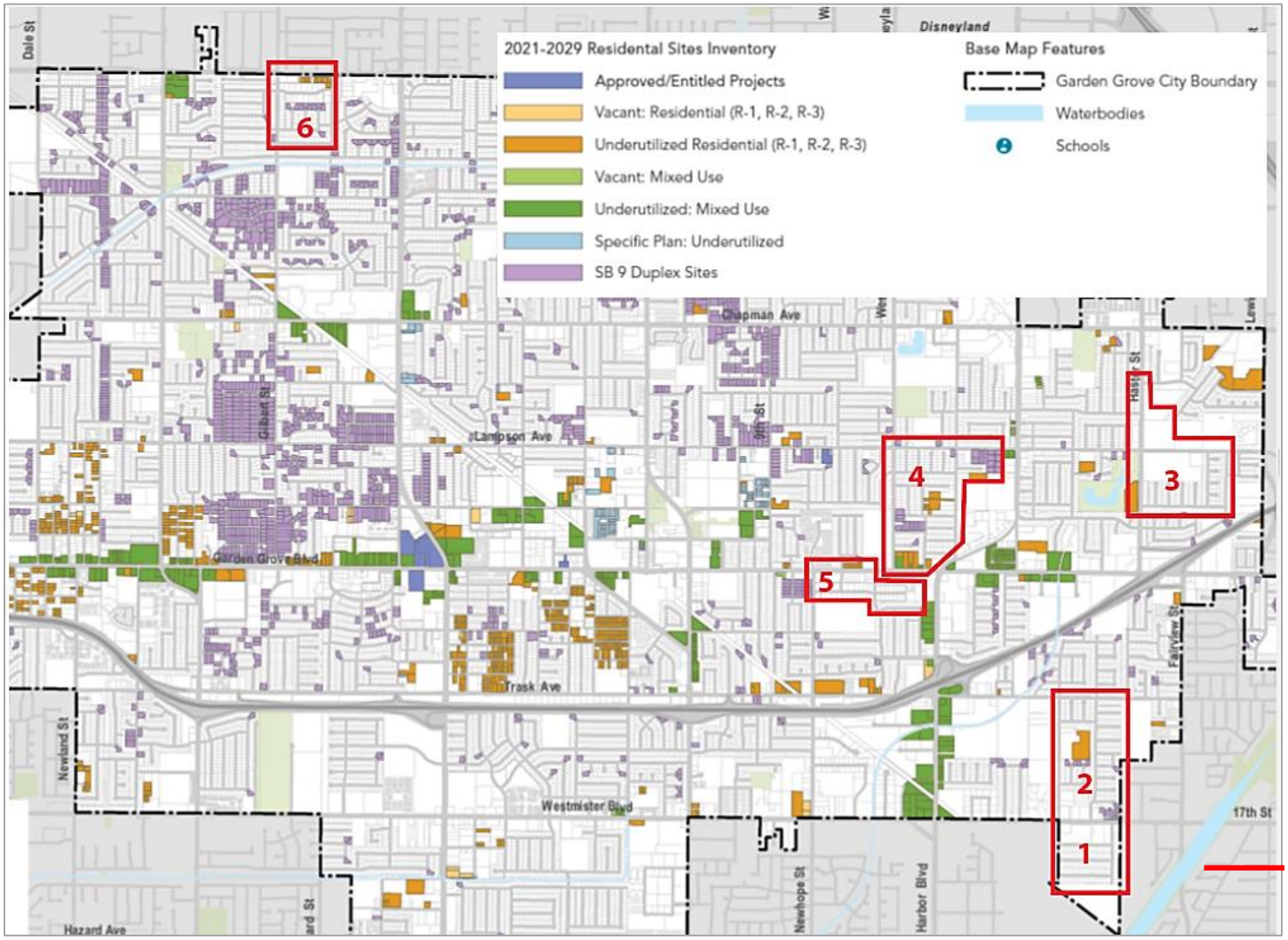
- **Study Area 4:** This area contains multiple underutilized residential and mixed use parcels, as well as many potential SB 9 duplex sites. Growth in parking demand may occur at a faster rate than the City average.
- **Study Area 5:** This area does not have any vacant or underutilized parcels or SB 9 duplex sites; however, it is immediately adjacent to underutilized residential and mixed use parcels and SB 9 duplex sites. Growth in parking demand may occur at approximately the average rate.
- **Study Area 6:** This area has several SB 9 duplex sites and some underutilized residential land. Growth in parking demand may occur at approximately the average rate.

Table 10: Base Scenario Future Parking Demand by Study Area

Study Area	Total Vehicles (Current)	Growth Rate	Total Vehicles (2045)
1	2117	3%	2181
2	1279	5.5%	1349
3	1477	3%	1521
4	1432	10%	1575
5	719	5.5%	759
6	923	5.5%	973

Source: Walker Consultants, 2023.

Figure 1: Garden Grove RHNA Sites



Source*: RHNA Sites Inventory Map – Garden Grove 2021-2029 Housing Element, 2022; Study Area Overlay - Walker Consultants, 2023.*

Future Parking Supply

In the base scenario, street parking supply remains constant. Off-street parking supply increases slightly as new housing developments are built that include parking. Some types of housing development may be more likely to include new parking than others. As explained in the background chapter of the report's section on AB 2097, all six study areas are within one-half mile of "high quality public transit" where minimum parking requirements may no longer be imposed. As a result, small scale new developments, including Accessory Dwelling Units (ADUs) and duplexes may be unlikely to include additional parking spaces on-site if there is free parking available on a nearby street. However, larger multi-family housing developments that rely on lender funding can be expected to continue including parking in quantities at or near the previous minimums, as many lenders believe this will make new units more marketable to higher-income buyers and reduce the financial risk of investment. This has been the case even in many neighborhoods with highly accessible active transportation infrastructure and public transit, and it is especially true for more automobile-oriented communities.

The Housing Element Update plans for housing development of the following types:

- ADUs and Duplexes
- Residential Recycling of Underutilized Sites

The Housing Element includes a plan so that 19,168 new housing units could feasibly be built by 2029; however, as this would represent an increase of nearly 40 percent over the number of existing housing units in the City, the base scenario assumes a more moderate pace of development, based on trends from recent years where possible.

ADUs and Duplexes

Citywide, an average of 256 ADUs were built each year between 2018 to 2021. If all ADUs were built on single family parcels, this would translate to approximately 1 ADU per 100 single family homes; however, some ADUs are also built on multi-family parcels, including over land previously used for parking.

Growth may accelerate initially or continue at the current rate for a while and then slow somewhat, as more interested residential property owners have already taken advantage of the opportunity. If the growth is evenly spread throughout the City, assuming, for example, an average of 1 new ADU per 200 single family homes between now and 2045 could result in total new ADU development ranging from 5 ADUs in Study area 1 (which has fewer single family parcels) to 25 ADUs in Study Area 2. Assuming a portion of the anticipated ADUs will be built on multi-family parcels may slightly increase the low-end estimate, for Study Area 1, and slightly decrease the high-end estimate, for Study Area 2. Although some people developing an ADU may want to include an additional off-street parking space, ADUs are generally less likely to be built with additional parking, and some may even be built on land previously used for parking.

Passed in 2022, SB 9 requires that duplex development be allowed in areas zoned for low density. The Housing Element identified residential lots of at least 11,000 square feet with only one residence on the property and found that 1,459 additional housing units could be developed citywide. This is even lower than the anticipated number of new ADU developments, and like ADUs, new duplexes will not necessarily impact the total amount of off-street residential parking in each individual study area by more than a few spaces.

The base and conservative scenarios assume any decrease in spaces due to ADUs and duplexes would be relatively small in the context of the area's total parking supply. The aggressive growth scenario considers what would happen if more housing development occurred over land currently used for vehicle storage.

Residential Recycling of Underutilized Sites

Most housing development is anticipated to occur via residential recycling of underutilized sites in zones where higher density housing is permitted. In response to RHNA requirements, Garden Grove recently updated its zoning standards so that the City could enable the development of an additional 15,732 dwelling units via residential recycling by 2029. The base scenario does not assume that this number of units will actually be developed within the next seven years; instead, it assumes that they will be developed more gradually, by the 2045 planning horizon. If all of the residential recycling development occurred by 2029, this would be a rate of 1,966 units per year, much higher than any prior development rate. Using the projected development number from the Housing Element Update for the base scenario but extending the horizon to 2045 allows for the possibility that this growth will occur at a more moderate rate of 684 units per year, closer to previous years' development totals.

The Housing Element update identifies specific sites where residential recycling may occur, includes the expected income level of new residents to whom the housing will be marketed, and estimates the "realistic capacity" of how many dwelling units will be built on each parcel. Knowing the expected income level can influence projections of how many parking spaces will be built on each site, because developers and lenders are more likely to believe more parking is necessary for tenants or owners in higher income brackets. These projections assume the City does not attempt to limit the amount of new parking provided. Developers of new housing often provide parking at or above previous minimums even once the minimums have been removed.

This analysis relies on data from the eight multi-family development projects proposed for Garden Grove between February 2022 and January 2023 to develop an assumption for the ratio of parking provided per future housing unit. Over this time, the average number of parking spaces proposed per multi-family unit was 2.1. Although RHNA site analysis includes the projected income level of new residents for projects in each location, it is more common for affordable units to be incorporated into larger developments and have equal parking provision.

The following section lists any parcels identified as underutilized sites, the expected resident income level target of each parcel's redevelopment, the number of dwelling units calculated as the site's realistic capacity, and the associated projected increase in parking supply based on the assumed parking ratio of 2.1 spaces per unit.

Study Area 1: No underutilized sites are identified. The current off-street parking supply is not expected to increase in this study area; it will remain at approximately 1,606 spaces.

Study Area 2: As shown in Table 11, one underutilized residential site is identified at the above moderate income level with a realistic capacity of 11 units. The projected parking supply increase for the study area is 23 spaces, bringing the total off-street parking supply estimate from 1,549 to 1,572 spaces.

Table 11: Study Area 2 Base Scenario Projection of New Development and Parking Supply

Parcel Number	Income Level	Realistic Capacity (Units)	Projected Parking Supply Increase
10146214	Above Moderate	11 Units	23 Spaces

Source: Garden Grove 2021-2029 Housing Element, 2022.

Study Area 3: No underutilized sites are identified. The current off-street parking supply is not expected to increase in this study area; it will remain at approximately 1,575 spaces.

Study Area 4: There are 17 underutilized sites identified, 12 in residential and 5 in mixed use areas. A total of 127 above moderate income units, 20 moderate income units, and 159 lower income units are anticipated. As shown in Table 12, the total projected parking supply increase of 643 spaces in the study area. This increase will bring the previous estimate of 1,642 off-street spaces to 2,285 spaces.

Table 12: Study Area 4 Base Scenario Projection of New Development and Parking Supply

Parcel Number	Income Level	Realistic Capacity (Units)	Projected Parking Supply Increase
23139225	Above Moderate	5	11
23140611	Above Moderate	7	15
23140413	Above Moderate	24	50
23138338	Above Moderate	2	4
23138336	Above Moderate	2	4
23138335	Above Moderate	1	2
23138333	Above Moderate	1	2
23138348	Above Moderate	25	53
23138349	Above Moderate	7	15
23144101	Above Moderate	1	2
23144135	Above Moderate	19	40
23144136	Above Moderate	33	69
Above Moderate Income Subtotal		***127 Units***	***267 Spaces***
23139229	Moderate	20	42
Moderate Income Subtotal		***20 Units***	***42 Spaces***
23139228	Lower	44	92
23139224	Lower	40	84
23139226	Lower	34	71
23139227	Lower	41	86
Lower Income Subtotal		***159 Units***	***334 Spaces***
Total:		306 Units	643 Spaces

Source: Garden Grove 2021-2029 Housing Element, 2022.

Study Area 5: No underutilized sites are identified. The current parking supply is not expected to increase in this study area; it will remain at approximately 671 spaces.

Study Area 6: As shown in Table 13, nine underutilized residential sites identified, all for above moderate income levels. A total of 44 new units are anticipated, with a projected parking supply increase of 92 spaces. This increase will bring the previous estimate of 1,128 off-street spaces to 1,220 spaces.

Table 13: Study Area 6 Base Scenario Projection of New Development and Parking Supply

Parcel Number	Income Level	Realistic Capacity (Units)	Projected Parking Supply Increase
13210104	Above Moderate	5	11
13210105	Above Moderate	4	8
13210106	Above Moderate	5	11
13210108	Above Moderate	4	8
13210109	Above Moderate	5	11
13210110	Above Moderate	4	8
13210111	Above Moderate	5	11
13210112	Above Moderate	5	11
13210113	Above Moderate	7	15
Total:		**44 Units**	**92 Spaces**

Source: Garden Grove 2021-2029 Housing Element, 2022.

In summary, Table 14 combines the existing supply estimates with the projected supply increases calculated above, to display the projected off-street parking supply in 2045 for each study area.

Table 14: Base Scenario Future Off-Street Parking Supply by Study Area

Study Area	Future Off-Street Spaces (2045)
1	1,606
2	1,572
3	1,575
4	2,285
5	671
6	1,220

Source: Walker Consultants, 2023.

Future Supply and Demand Distribution

Combining future demand and supply estimates for the year 2045 and supply distribution ratios calculated in the residential parking demand model section, we can arrive at projections for future street parking utilization in each study area. The distribution analysis involves the following steps:

- **Step 1:** Use the future demand projections from Table 10 and the on-street and off-street ratios from Table 5. Assume the same share of people will park off-street and on-street in each study area, if capacity permits. Table 15 shows the calculations for this step.
- **Step 2:** Use the future parking supply estimates from Table 14 and the ratios of off-street spaces removed from effective capacity due to low vehicle ownership from Table 9. Confirm enough off-street parking capacity is still available given the projected increases in demand due to population growth. Table 16 shows the calculations for this step.
    - If off-street demand exceeds effective off-street capacity, push any remaining demand onto the street.
    - If off-street demand does not exceed effective capacity, the off-street demand is what was calculated in Step 1.
- **Step 3:** Divide the on-street parking demand estimates by the street parking supply (from Table 4) to arrive at projections for street parking utilization. Table 17 shows these calculations.
    - If the street parking utilization rate exceeds 100% for a study area, assume excess off-street effective capacity is used, if available, and recalculate for a utilization rate of 100%.

Table 15: Step 1 Calculations of Future On-Street and Off-Street Parking Demand

Study Area	Future Demand Projection (2045)	On-Street Ratio	Off-Street Ratio	On-Street Demand	Off-Street Demand
1	2181	1%	99%	14	2166
2	1349	37%	63%	505	844
3	1521	35%	65%	536	986
4	1575	32%	68%	506	1069
5	759	30%	70%	229	530
6	973	38%	62%	366	607

Source: Walker Consultants, 2023.

Table 16: Step 2 Calculations of Future Effective Off-Street Parking Supply

Study Area	Future Total Off-Street Spaces (2045)	Share of Spaces Unused Due to Low Vehicle Ownership	Number of Spaces Unused Due to Low Vehicle Ownership	Future Effective Off-Street Spaces (2045)
1	1,606	0%	0	1,606
2	1,572	27%	417	1,154
3	1,575	20%	312	1,263
4	2,284	21%	478	1,806
5	671	25%	170	501
6	1,220	24%	289	931

Source: Walker Consultants, 2023.

The calculations performed in Step 2 reveal that future effective off-street capacity can accommodate future demand for off-street parking in all study areas except Study Area 1. However, given that street parking is currently prohibited in this area, instead of pushing this demand onto study area streets, we might assume that people park in nearby neighborhoods and informally use excess spaces bundled with the units of neighboring households who have more parking spaces than vehicles.

Table 17: Step 3 Calculations of Base Scenario Future Street Parking Utilization

Study Area	Street Parking Supply	Future Street Parking Demand (2045)	Future Street Parking Utilization (2045)
1	N/A	N/A	N/A
2	822	505	61%
3	830	536	65%
4	957	506	53%
5	220	229	104%
6	535	366	68%

Source: Walker Consultants, 2023.

The calculations performed in Step 3 reveal future street parking utilization that exceeds 100% only in Study Area 5. This represents nine vehicles. Given that the effective off-street capacity for the area, as shown in Table 16, exceeded the off-street demand calculated in Table 15 by 29 spaces, we can assume that a slightly higher share of residents would utilize their off-street parking, and street parking would be 100% utilized. Table 18 takes this into account and compares future street parking utilization rate estimates with the peak utilization rates observed in November 2022.

Table 18: Base Scenario Projected Changes in Street Parking Utilization

Study Area	November 2022 Utilization Observation	Future Street Parking Utilization (2045)	Change (Percentage points)
1	5%	N/A	N/A
2	58%	61%	+4%
3	63%	65%	+1%
4	48%	53%	+5%
5	99%	100%	+1%
6	65%	68%	+4%

Source: Walker Consultants, 2023.

The projected changes in street parking utilization for the year 2045 may seem relatively small and do not push any new study areas over the recommended threshold of 85 percent utilization, when an area is viewed as a whole. However, as the parking supply and demand chapter explained, even when overall utilization in an area is below the threshold, street parking demand is often more localized, especially near multi-family developments, so even small increases in overall demand could tip several new streets over the ideal occupancy threshold. Ultimately, the base scenario reveals a trend toward increasing street parking scarcity, underscoring the importance of planning for the future in addition to considering solutions for the present.

Future Conditions: Conservative Growth Scenario

The base scenario assumed vehicle growth would correspond with population growth, and the population would grow 5.5 percent by 2045. It also assumed that off-street parking supply would increase slightly in study areas where the Housing Element identified new multi-family housing could be developed. The conservative growth scenario acknowledges the possibility that, even by 2045, residential redevelopment may not occur in all of the identified sites, and the population may grow more slowly. The conservative growth scenario adjusts these inputs, while maintaining other assumptions used in the model, to show a comparison of how more conservative growth might impact future demand for street parking in each of the six study areas.

Future Parking Demand

The conservative growth scenario halves the population growth assumptions used in the base scenario. Other assumptions, including that population growth will be accompanied by a corresponding increase in the number of vehicles, are maintained, and result in the total vehicle estimates displayed in Table 19 below.

Table 19: Conservative Scenario Future Parking Demand by Study Area

Study Area	Total Vehicles (Current)	Growth Rate	Total Vehicles (2045)
1	2117	1.5%	2149
2	1279	2.75%	1314
3	1477	1.5%	1499
4	1432	5%	1503
5	719	2.75%	739
6	923	2.75%	948

Source: Walker Consultants, 2023.

Future Parking Supply

In the base scenario, the only adjustments to off-street parking supply estimates were based on the assumed "residential recycling" of parcels identified as underutilized. Study Areas 1, 3, and 5 did not include any underutilized sites, and Study Area 2 included only one. The conservative growth scenario assumes new multifamily residential development will occur only in study areas 4 and 6, and that only about half of the sites identified as having redevelopment potential (see Tables 12 and 13) will actually be redeveloped. This would increase the total residential off-street parking supply by approximately 321 spaces in Study Area 4 and 46 spaces in Study Area 6, resulting in the total off-street supply estimates shown in Table 20 below.

Table 20: Conservative Scenario Future Off-Street Parking Supply Estimates

Study Area	Future Off-Street Spaces (2045)
1	1,606
2	1,572
3	1,575
4	1,963
5	671
6	1,174

Source: Walker Consultants, 2023.

Future Supply and Demand Distribution

Using the conservative scenario's new parking demand and off-street supply estimates as inputs, the same steps explained on page 14 are used to project future supply and demand distribution and the resulting impact on street parking utilization in each study area. These results are displayed in Table 21. As would be expected from the more conservative growth inputs, this scenario results in smaller increases in overall street parking utilization than those calculated for the base scenario in Table 18.

Table 21: Conservative Scenario Projected Changes in Street Parking Utilization

Study Area	November 2022 Utilization Observation	Future Street Parking Utilization (2045)	Change (Percentage points)
1	5%	N/A	N/A
2	58%	61%	+3%
3	63%	63%	0%
4	48%	50%	+2%
5	99%	100%	+1%
6	65%	67%	+2%

Source: Walker Consultants, 2023.

Future Conditions: Aggressive Growth Scenario

The aggressive growth scenario acknowledges the possibility that population growth and new development could outpace the base scenario projections. It adjusts the population growth assumption upward and maintains the assumption that sites identified as candidates for new multi-family housing will be redeveloped by 2045. It further assumes that new ADUs and duplexes will be redeveloped over garages and driveways—land currently used for vehicle storage—decreasing the off-street parking supply and increasing the pressure for street parking.

Future Parking Demand

The aggressive growth scenario doubles the population growth assumptions used in the base scenario. Other assumptions, including that population growth will be accompanied by a corresponding increase in the number of vehicles, are maintained, and result in the total vehicle estimates displayed in Table 22 below.

Table 22: Aggressive Scenario Future Parking Demand Estimates by Study Area

Study Area	Total Vehicles (Current)	Growth Rate	Total Vehicles (2045)
1	2117	6%	2244
2	1279	11%	1419
3	1477	6%	1566
4	1432	20%	1718
5	719	11%	798
6	923	11%	1024

Source: Walker Consultants, 2023.

Future Parking Supply

The aggressive growth scenario assumes that new multi-family developments will lead to the same off-street supply increases calculated in Tables 11, 12, and 13. However, the aggressive scenario also includes an assumption that new ADUs and duplexes will result in an off-street parking supply decrease. Large residential developments dependent on lender financing are likely to include parking even when not required, but single family homeowners may take advantage of the ability to build an additional housing unit on land that was previously required to be dedicated to garages and driveways, especially if unpriced street parking is available within walking distance of their residence.

The 2021-2029 Housing Element identifies potential SB 9 duplex sites, including seven sites in Study Area 2, 24 sites in Study Area 4, nine sites in Study Area 6, and none in the other three study areas. The aggressive growth scenario assumes one-third of the potential duplex sites will be redeveloped by 2045. This scenario also assumes growth in the number of ADUs will not level off with time, but will continue at the current rate of 1 new ADU per 100 single family homes (some of which may also be built on multi-family properties), facilitated by the ability to redevelop land previously used for vehicle storage. It further assumes that new ADUs and duplexes each remove an average of one space from the off-street parking supply. Applying these assumptions to the single family housing unit estimates from Table 3 results in the off-street parking supply adjustments shown in Table 23, which are then applied to the base scenario supply estimates from Table 14 to estimate the off-street parking supply for each study area under an aggressive growth scenario.

Table 23: Aggressive Scenario Future Off-Street Parking Supply Assumptions and Estimates

Study Area	Single-Family Dwelling Units	New ADUs by 2045	New Duplexes by 2045	Off-Street Parking Supply Adjustment	Future Off-Street Spaces (2045)
1	46	11	0	-11 spaces	1,595
2	223	51	2	-53 spaces	1,496
3	154	35	0	-35 spaces	1,540
4	182	42	8	-50 spaces	1,592
5	59	14	0	-14 spaces	657
6	109	25	3	-28 spaces	1,100

Source: Walker Consultants, 2023.

Future Supply and Demand Distribution

Using the aggressive scenario's new parking demand and off-street supply estimates as inputs, the same steps explained on page 14 are used to project future supply and demand distribution and the resulting impact on street parking utilization in each study area. These results are displayed in Table 24. As would be expected from the more aggressive growth and development inputs, this scenario results in greater increases in overall street parking utilization than those calculated for the base scenario.

The results show that Study Area 5 in particular would experience increased parking demand that could not be accommodated by the effective off-street parking supply. The street parking utilization rate of 168 percent calculated for this study area most likely means that the additional vehicles (150 in total) would look for street parking in the surrounding area. Street parking is not available in Study Area 1, and the parking demand is also projected to exceed the effective off-street parking supply in the aggressive scenario.

Table 24: Aggressive Scenario Projected Changes in Street Parking Utilization

Study Area	November 2022 Utilization Observation	Future Street Parking Utilization (2045)	Change (Percentage points)
1	5%	N/A	N/A
2	58%	66%	+8%
3	63%	66%	3%
4	48%	57%	+9%
5	99%	168%	+69%
6	65%	73%	+8%

Source: Walker Consultants, 2023.

Summary Table

Ultimately, all three scenarios considered in this analysis reveal an intensifying demand for street parking in residential neighborhoods. Table 25 shows a comparison of the overall street parking demand and utilization projections in each study area for each scenario.

Table 25: Comparison of Conservative, Base, and Aggressive Growth Scenario Projections

Study Area	Street Parking Supply	2022 - Observed		2045 - Conservative Growth Scenario		2045 – Base Growth Scenario		2045 – Aggressive Growth Scenario	
		Demand	Utilization	Demand	Utilization	Demand	Utilization	Demand	Utilization
1	301*	14	5%	N/A	N/A	N/A	N/A	N/A	N/A
2	822	479	58%	499	61%	505	61%	539	66%
3	830	520	63%	524	63%	536	65%	548	66%
4	957	460	48%	481	50%	506	53%	550	57%
5	220	217	99%	221	101%	229	104%	370	168%
6	535	347	65%	360	67%	366	68%	389	73%

*Street parking is currently prohibited in Study Area 1.

Source: Walker Consultants, 2023.

Interpretation of Results

These parking demand projections are simply exploratory calculations, but the analysis shows a clear trend of increasing demand for street parking, especially in study areas where greater housing densities are expected. Even though many of the overall projected increases in utilization may not seem alarming, it is important to remember that parking demand is often more localized, rather than distributed evenly throughout a study area. Even 30 new vehicles parking in a study area could push several new streets over the recommended 85 percent utilization threshold, exacerbating parking difficulties and safety concerns for residents.

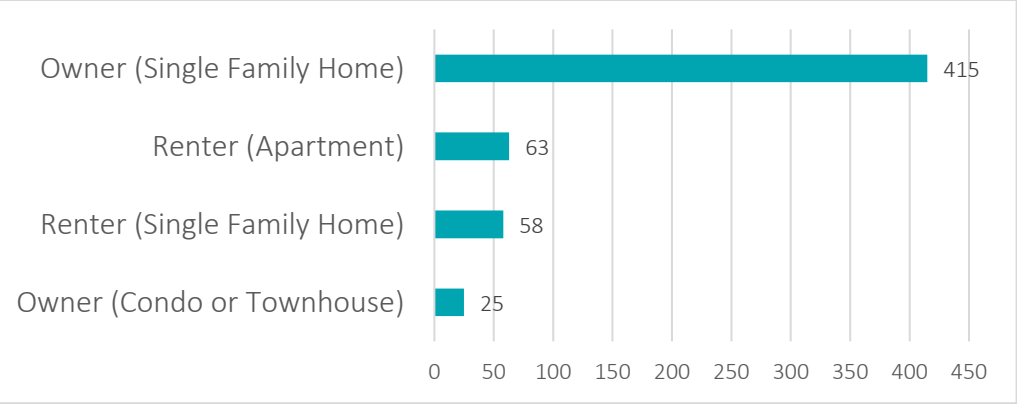
The trend toward increased demand for street parking underscores the importance of planning for the future. Any new parking management efforts are likely to involve staff time and City resources, but at some point it may be that the benefits—improving the quality of life for residents, improving the aesthetic appeal and safety of neighborhoods, reducing parking search time, reducing greenhouse gas emissions from cruising for parking, and encouraging the use of sustainable transportation modes—outweigh these costs, and management costs may be at least partially offset by parking revenues. The street is a valuable public asset, and a valuable parking resource for residents. When street parking availability is unregulated, vehicle ownership may be more convenient and become more attractive compared with other, typically more sustainable modes of transportation.

As the City's population increases, more land is used for housing, and less land is used for vehicle storage and infrastructure, the current paradigm of automobile dependency and solo driving may gradually shift into a future where more people want to share vehicles, take public transit, walk, and bike. Through parking management, the City can help ensure a smooth and equitable transition to a more sustainable future. In the short-term, this might involve identifying underutilized parking supply and developing programs that allow these spaces to be used more efficiently. In the longer term, it may involve creating parking policies and development standards that encourage households to reduce their vehicle ownership, in conjunction with planning initiatives that make it easier for residents to travel without a private automobile.

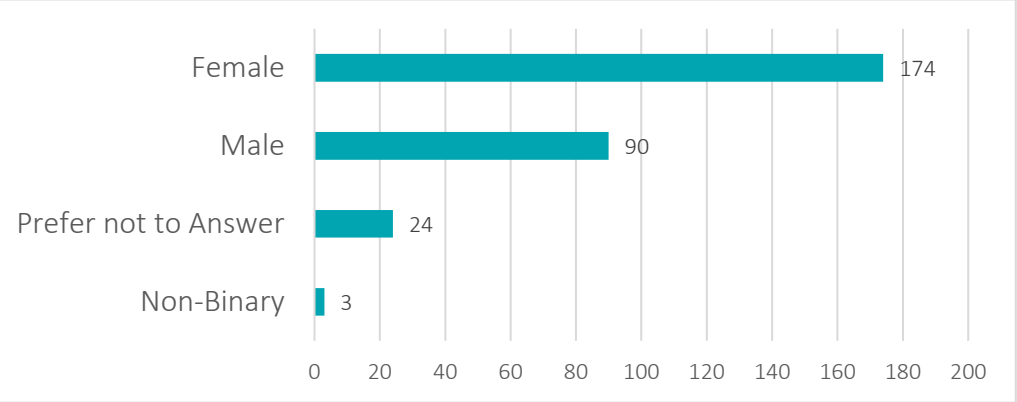
Appendix B: Community Survey Results

Demographic Question Responses

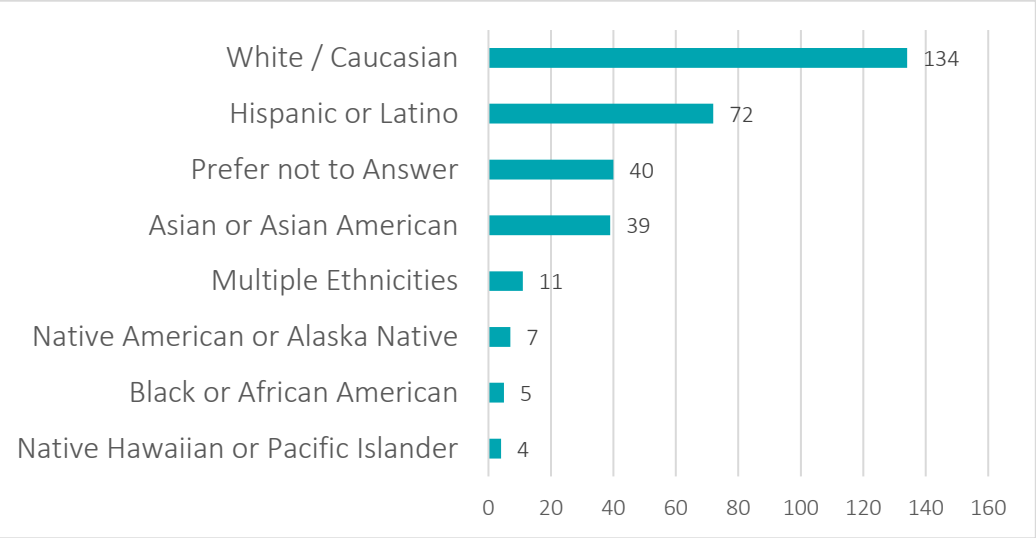
Select the option that best describes your housing situation:



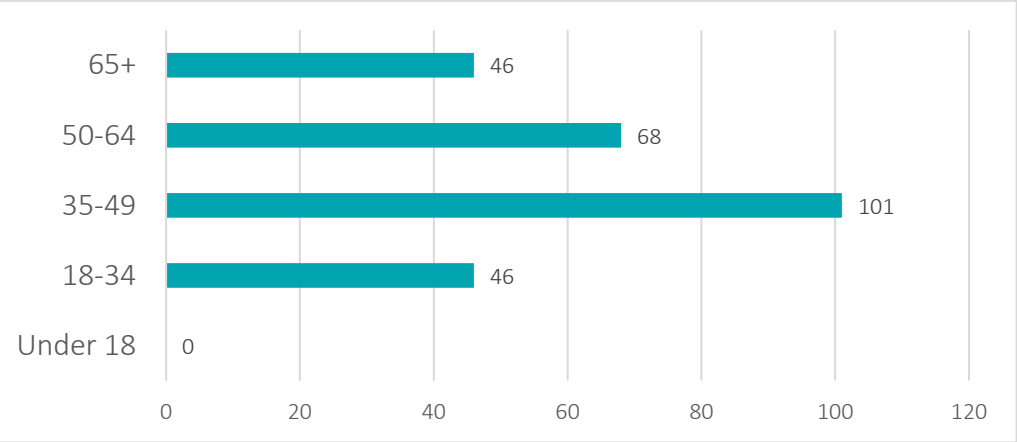
What is your gender?



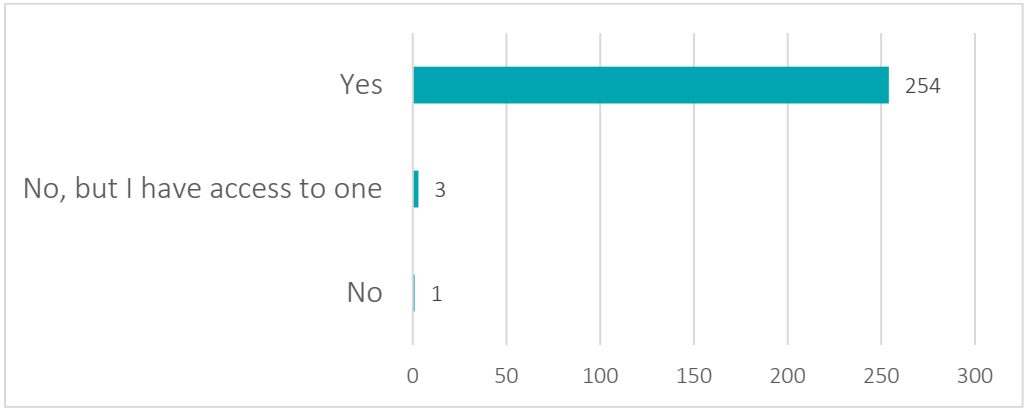
How would you describe yourself?



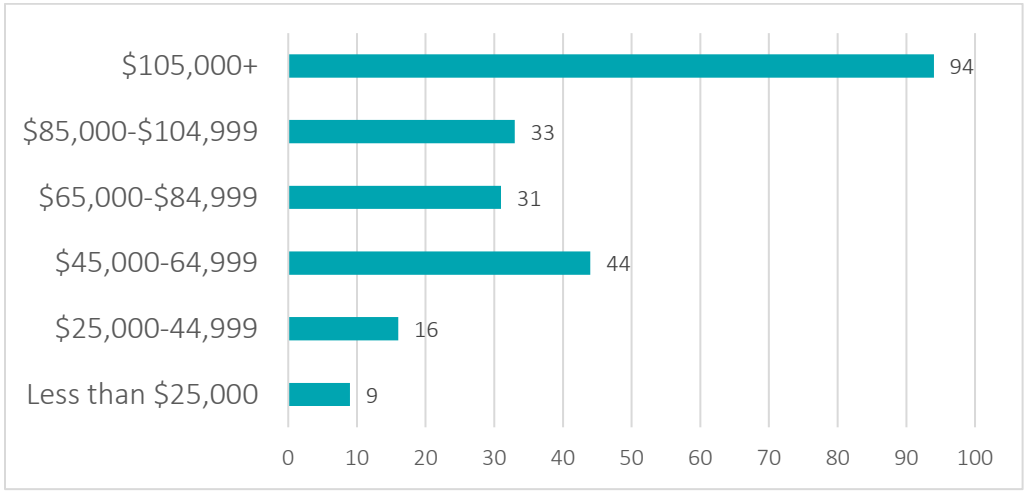
What is your age?



Do you own a vehicle?



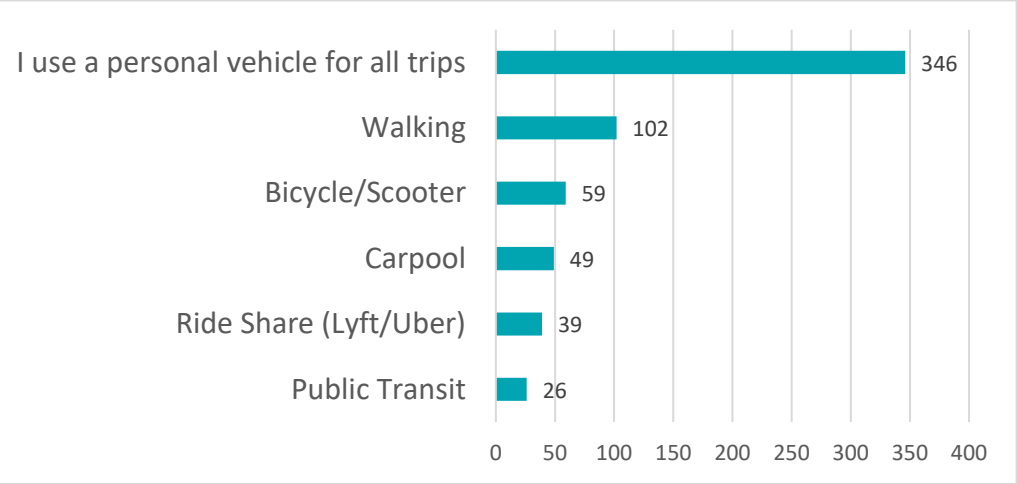
What is your annual household income?



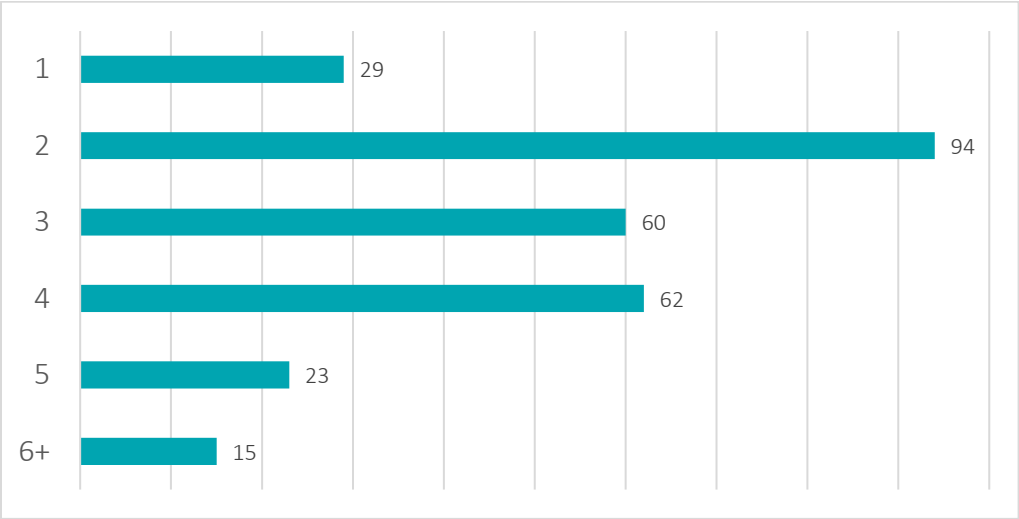
General Parking and Travel Question Responses

The survey included a series of general questions designed to get a better understanding of the ways in which respondents travel, as well as their impressions and opinions of how residential parking works in their lives.

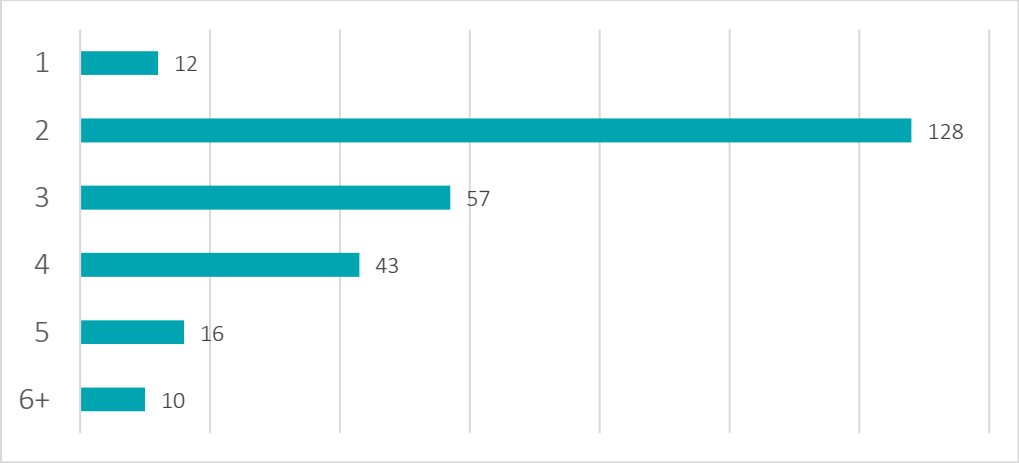
Most trips in Garden Grove are accomplished using a personal vehicle. If you use an alternative form of transportation, how do you travel? (Check all that apply.)



How many vehicles does your household have?

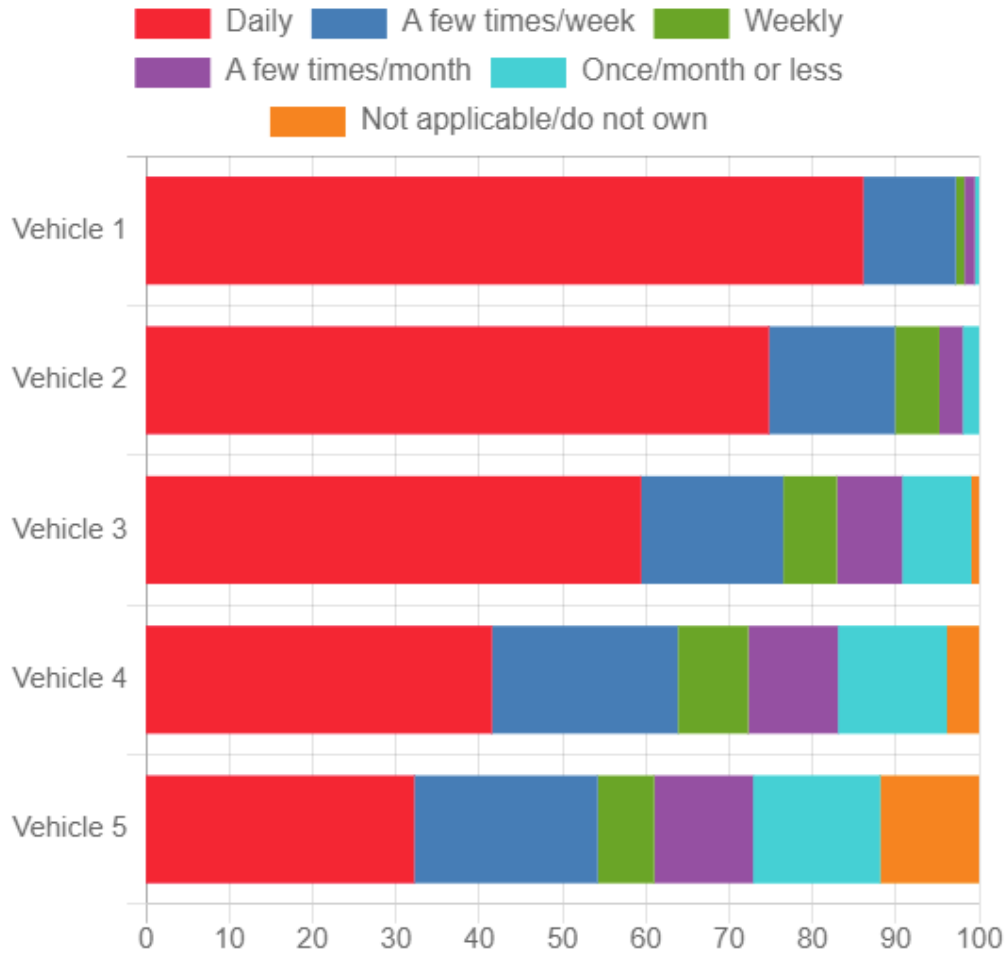


How many drivers live in your household?

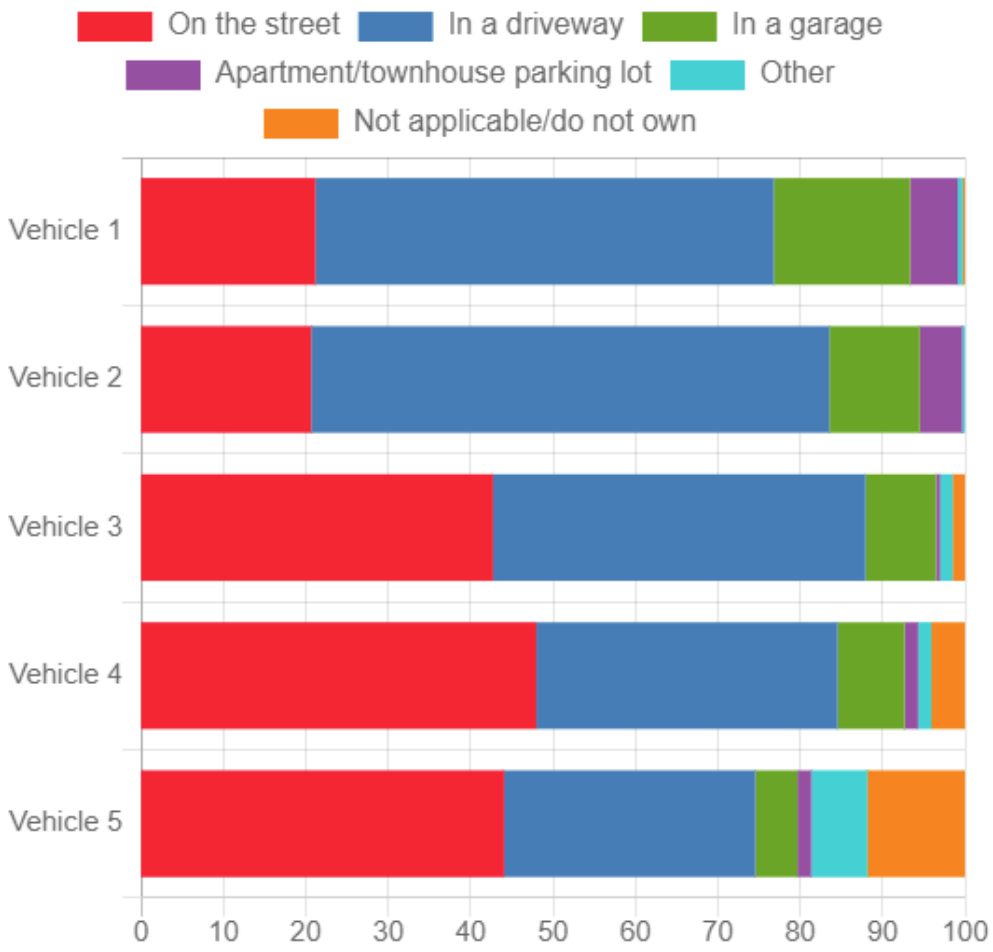


The following two questions asked about the frequency of use and location of parking for vehicles owned. Responses shown are a percentage of total responses rather than cumulative number of responses.

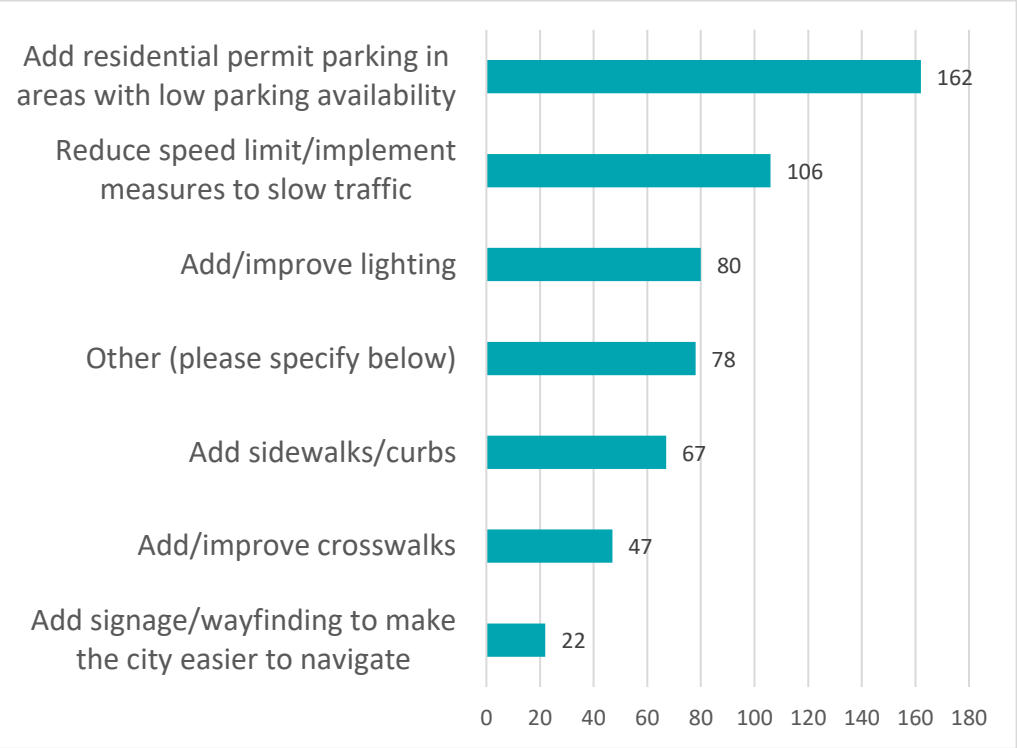
How frequently are your vehicles driven?



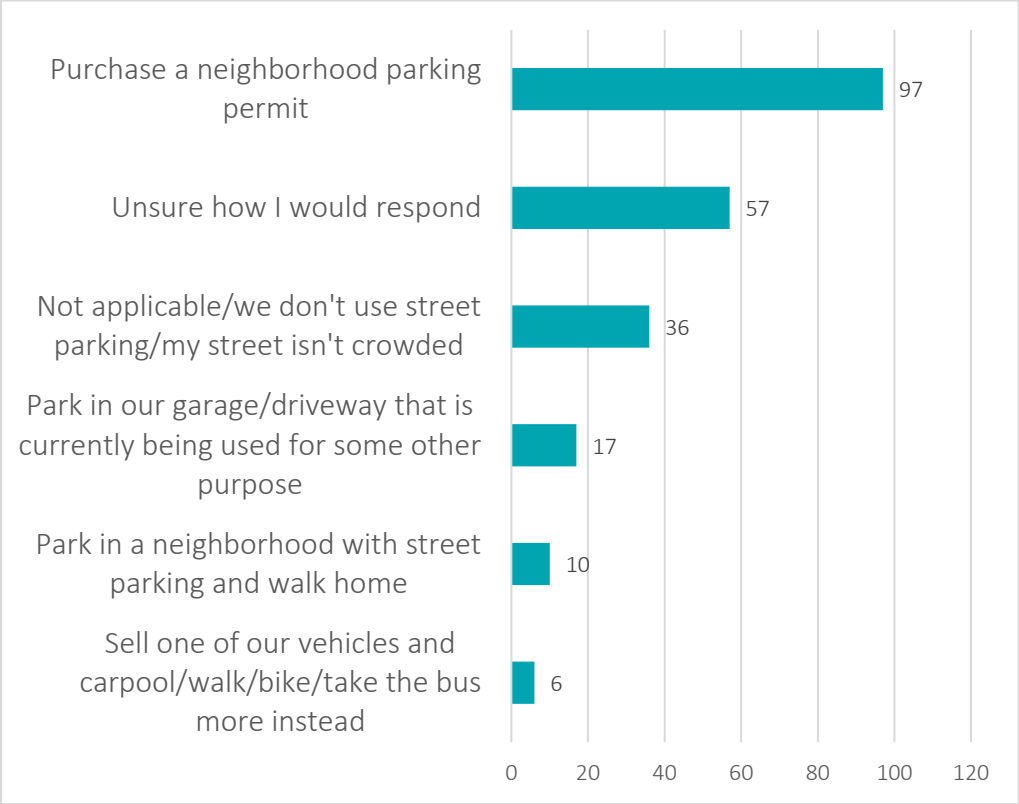
Where is each vehicle usually parked?



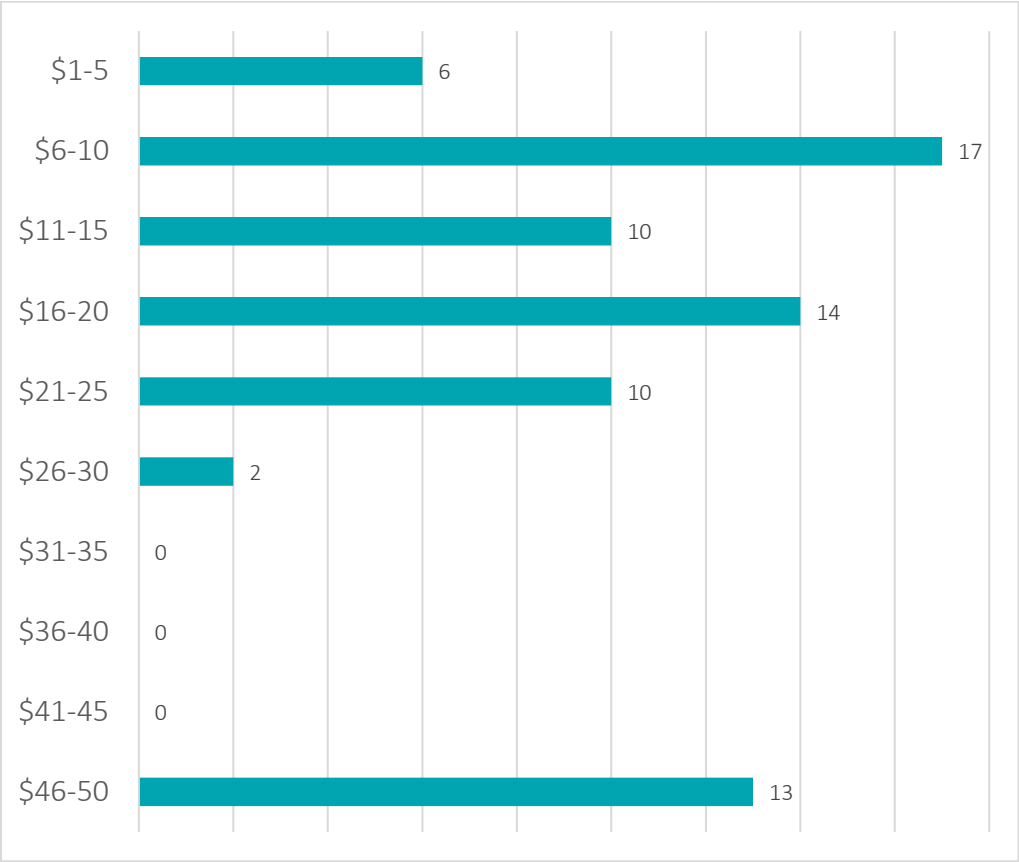
To address the issues you identified in the [map-based] questions, what types of improvements would you most like to see in Garden Grove? (Choose up to 3.)



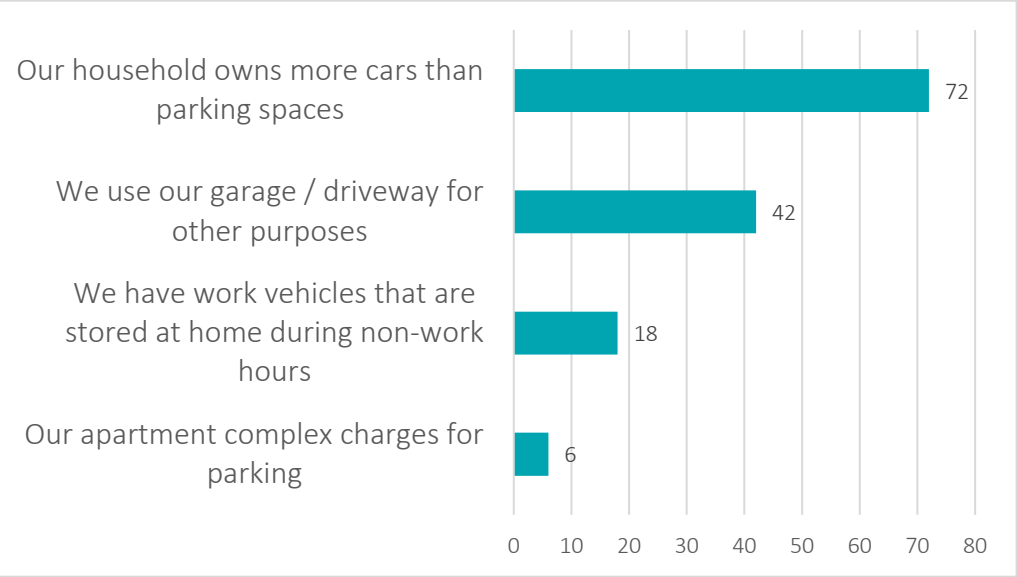
In neighborhoods with crowded parking, paid parking permits or other types of fee programs help ensure that residents can find a space. If the City of Garden implemented a paid parking program, how would you respond?



Please use the slider below to fill in the blank: "I would pay up to ___ per month for a neighborhood parking permit."

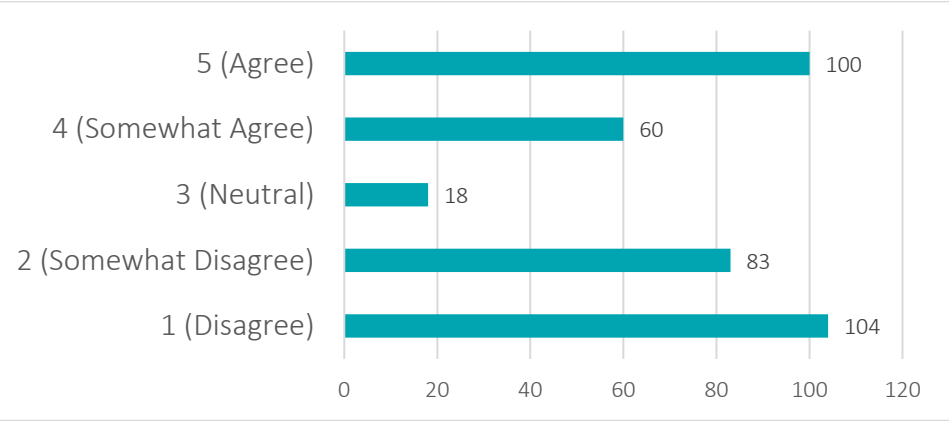


If you have parking space(s) at your residence but do not use them, please indicate why below (choose all that apply):

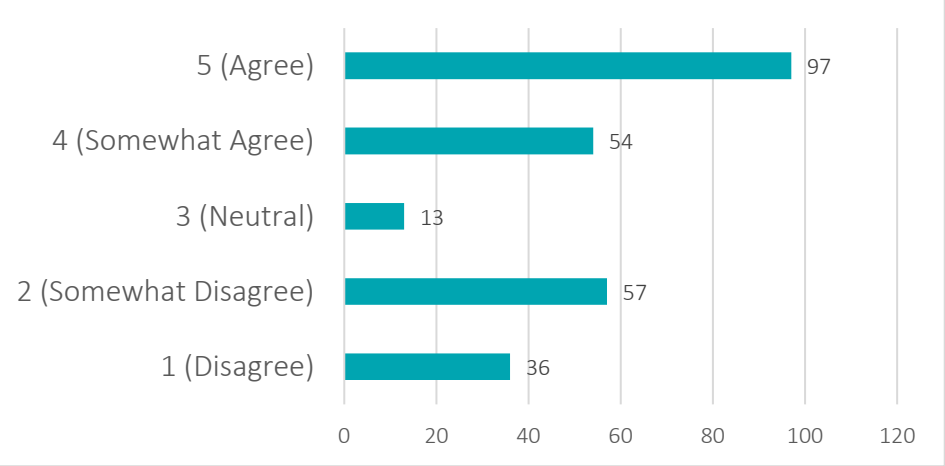


A series of questions asked respondents to respond to what extent they agree or disagree with several statements related to parking and parking challenges.

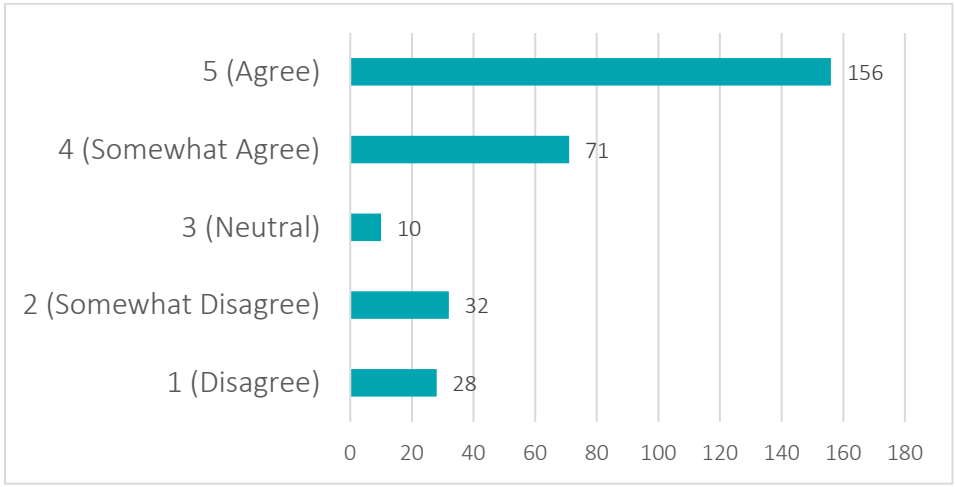
Finding parking at my residence in Garden Grove is generally easy.



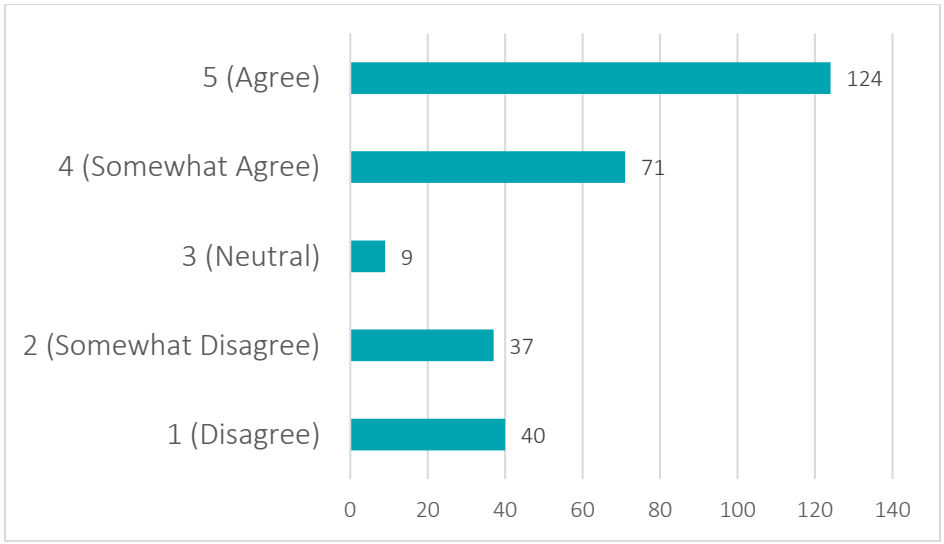
I generally feel safe walking to/from my parked car.



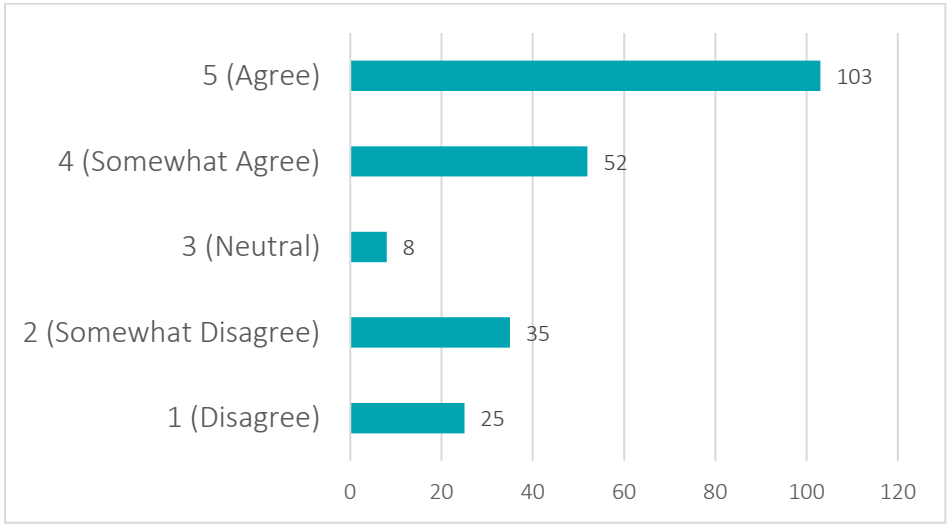
My street is too crowded with vehicles.



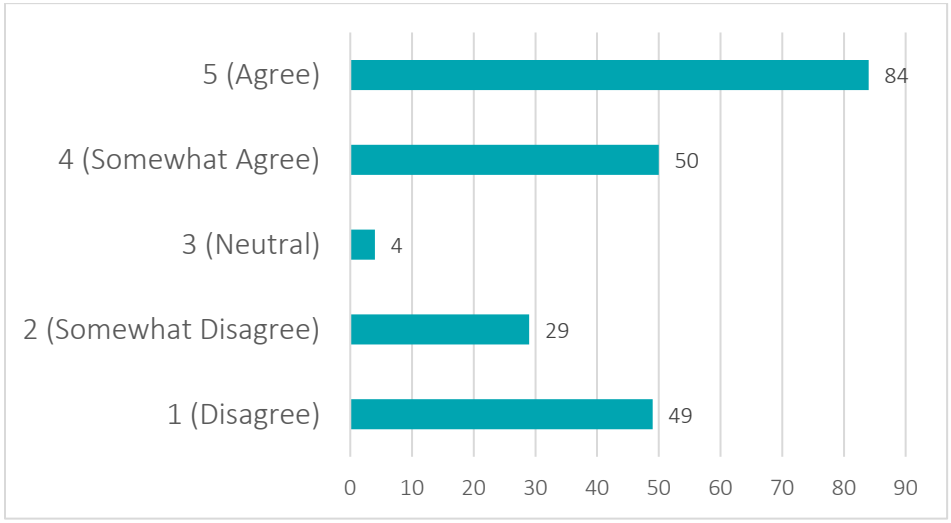
It's difficult for visitors to find parking near my home.



The number of vehicles parked on my street creates safety/traffic hazards.



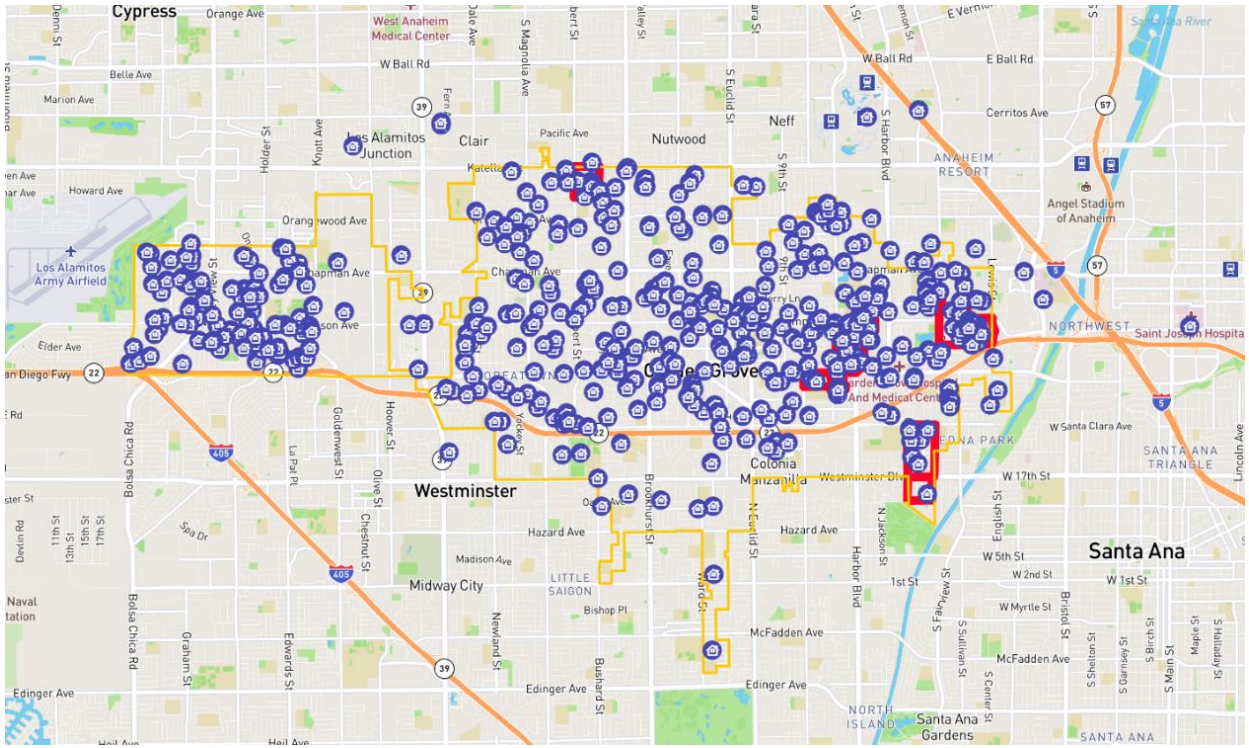
A lack of street parking makes my daily activities more challenging.



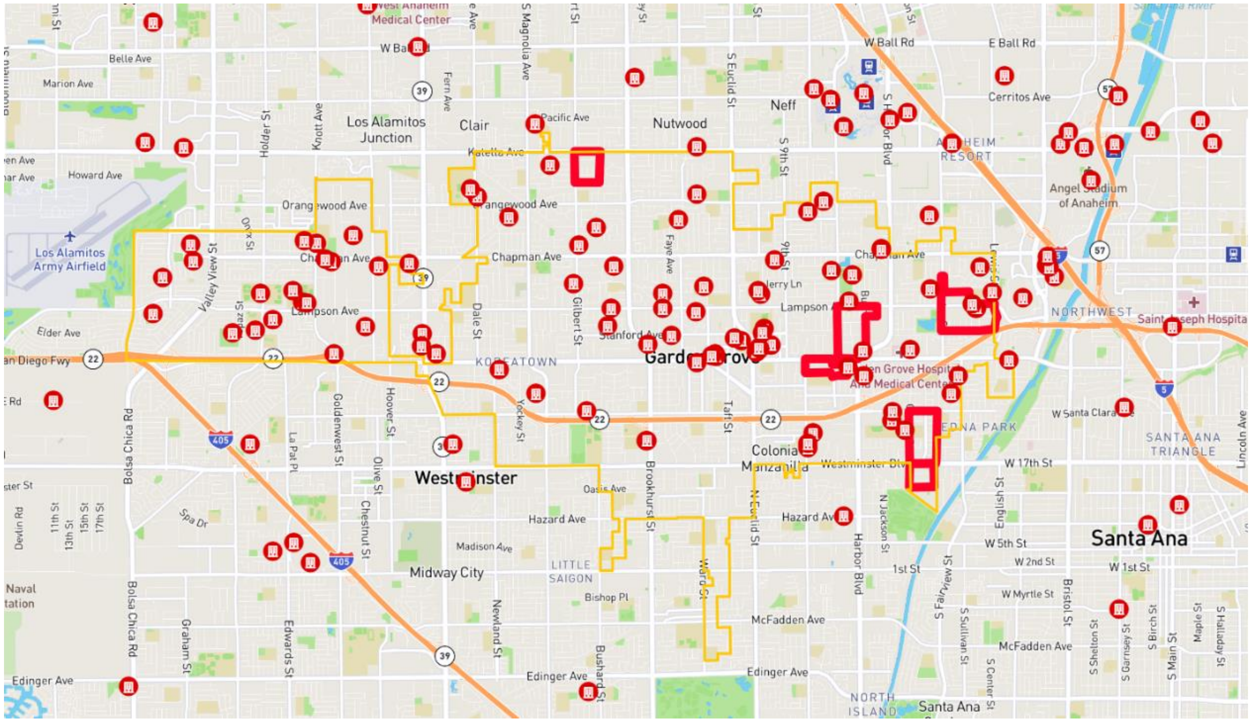
Map-Based Question Responses

Respondent Home, Work, and School Locations

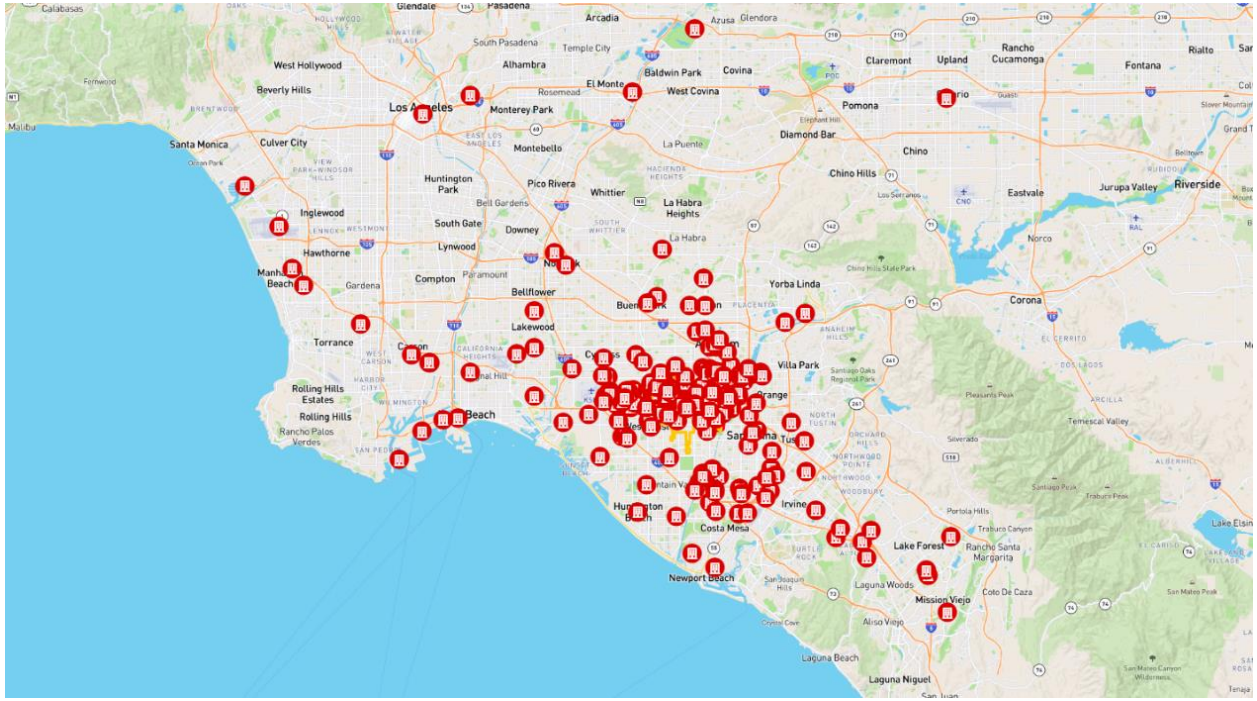
Survey Respondent Home Locations



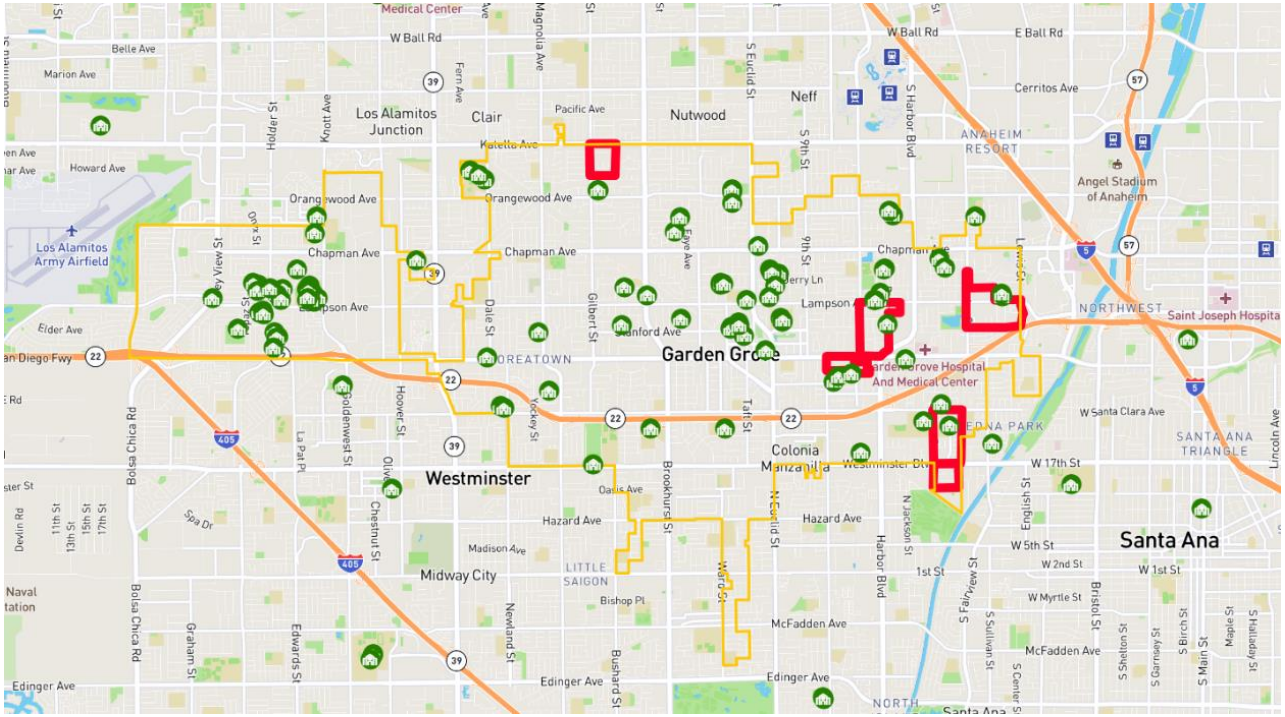
Survey Respondent Work Locations (Garden Grove Area)



Survey Respondent Work Locations (Greater Region)



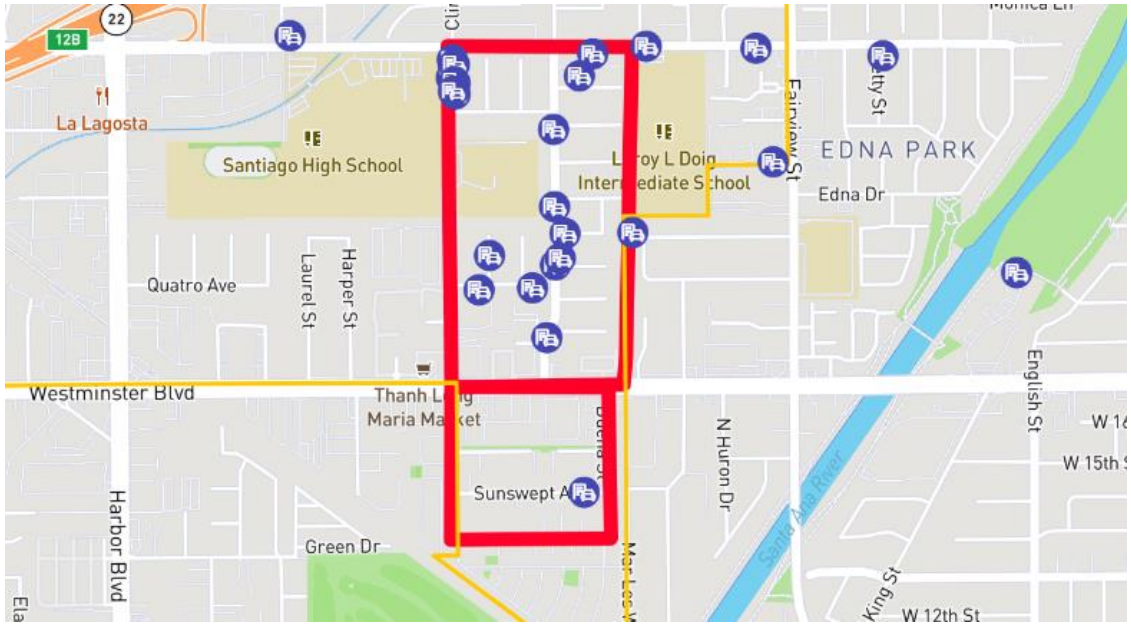
Survey Respondent School Locations



Parking and Safety Issues - by Study Area

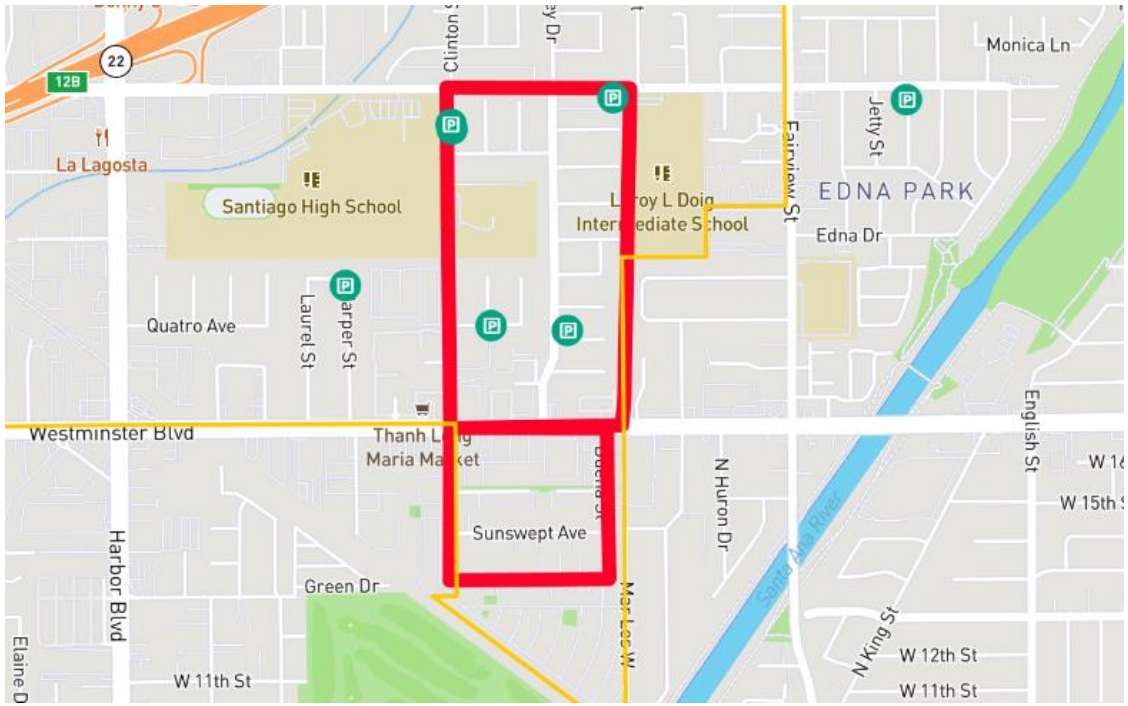
Study Areas 1 and 2

Issue Identified: Lack of Street Parking



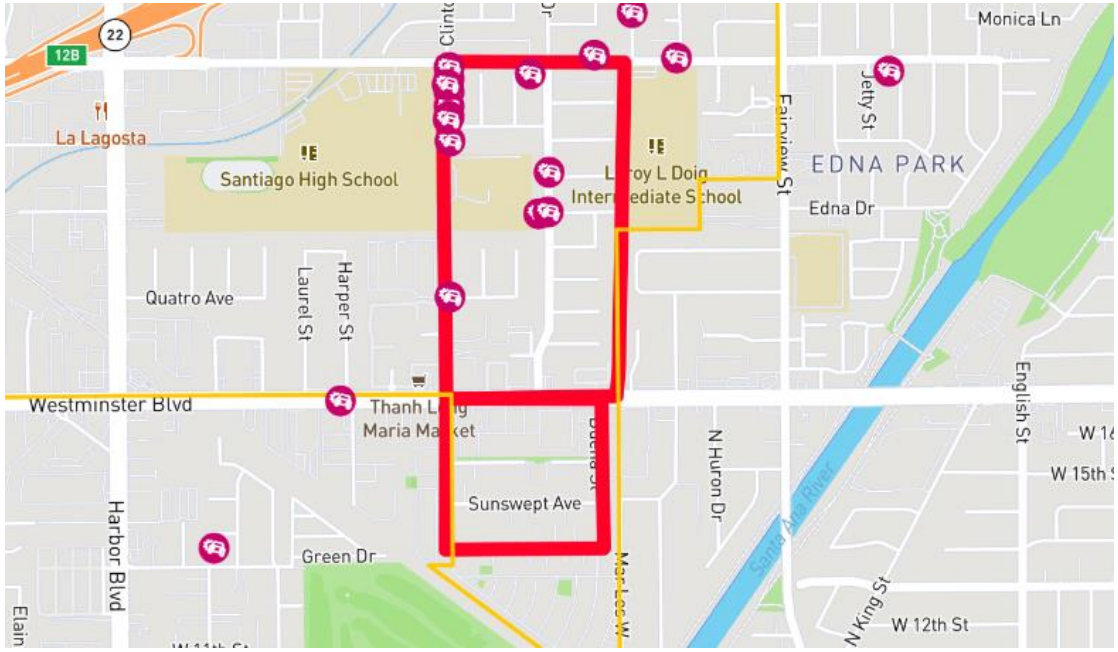
Survey respondents noted a lack of street parking along Roxey Drive as well as in cul-de-sacs throughout Study Area 2. Study Area 1 does not allow street parking.

Issue Identified: Unclear Where to Park



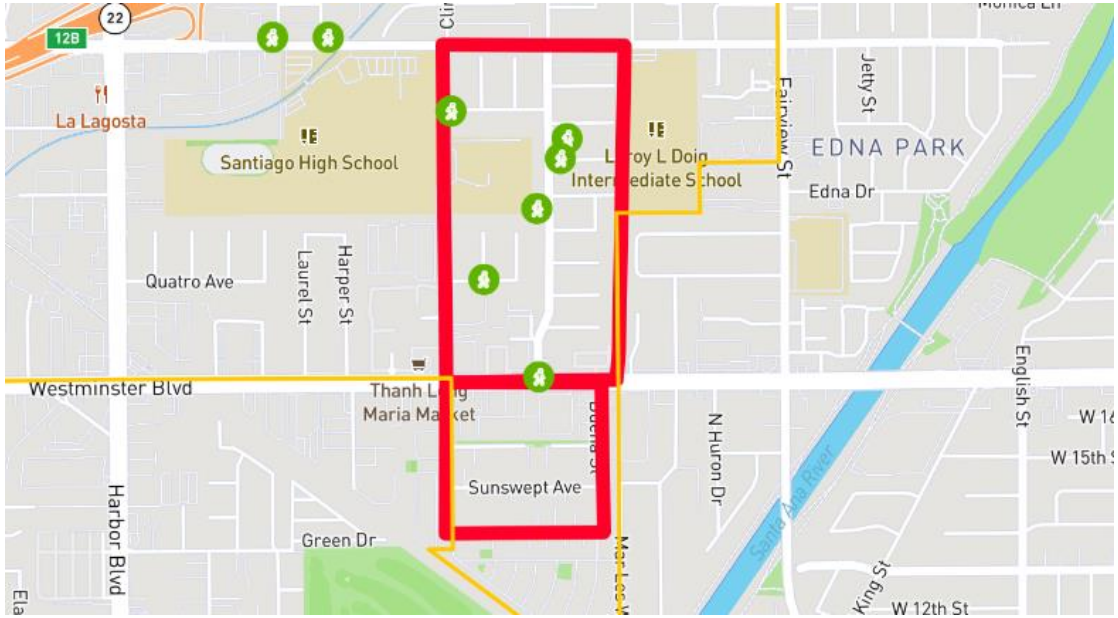
Survey respondents found it difficult to know where to park in the residential cul-de-sacs in and around Survey Area 2.

Issue Identified: Speeding Drivers



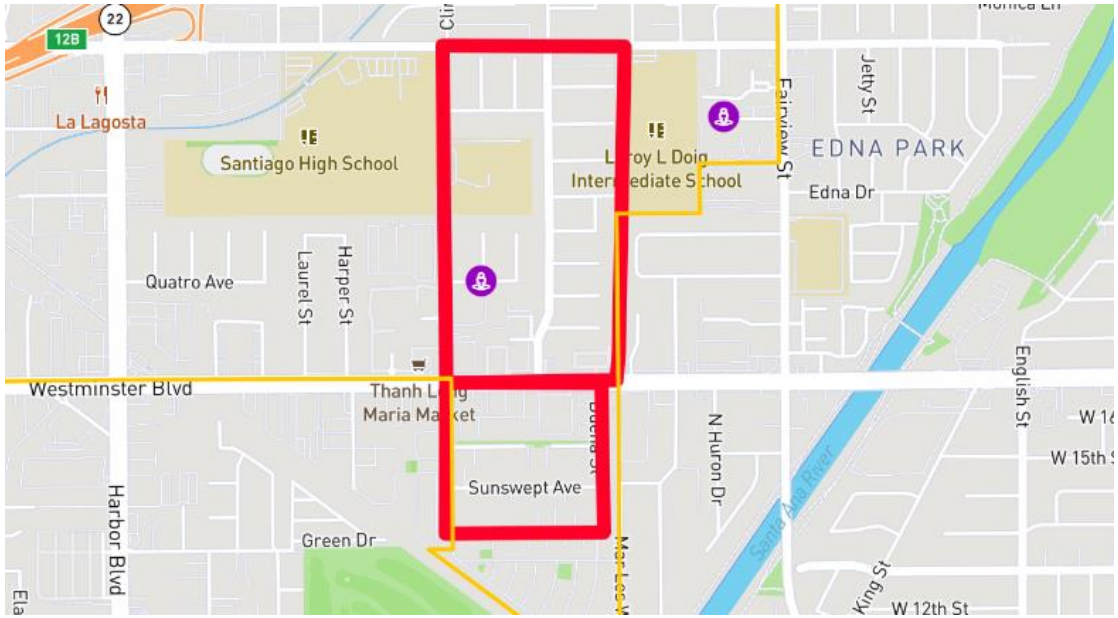
Survey respondents primarily noted high speeds on streets like Clinton Street, Trask Avenue, and Roxey Drive, which are all adjacent to area schools.

Issue Identified: Unsafe Crossings



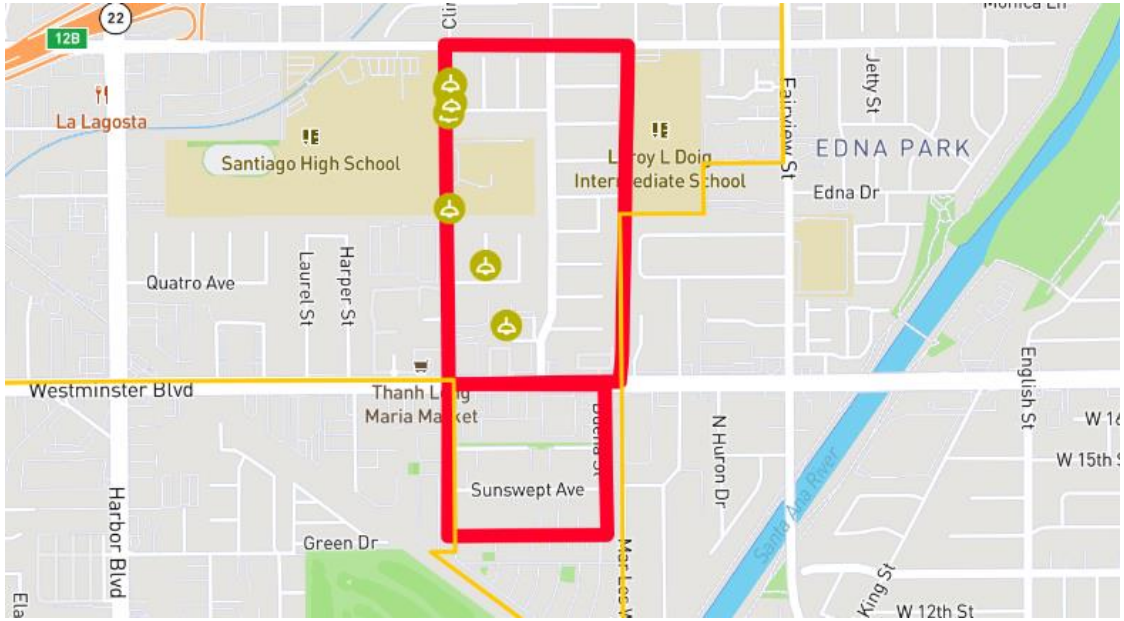
Survey respondents felt that it was unsafe to cross Trask Avenue and Roxey Drive adjacent to area schools.

Issue Identified: Dangerous/Missing Sidewalks



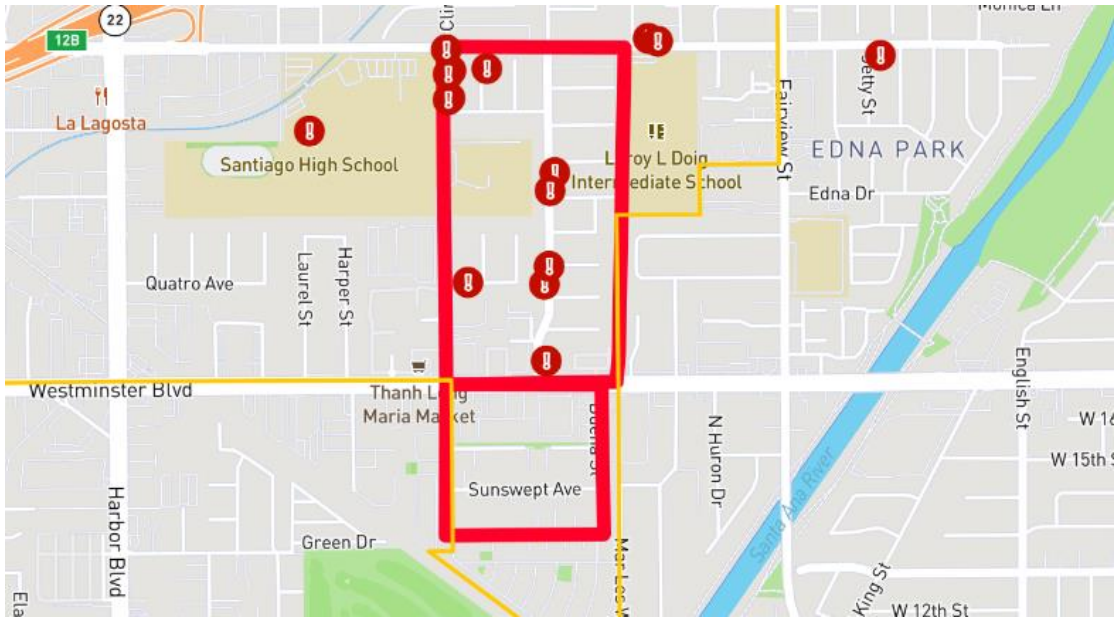
Survey respondents noted two instances of dangerous or missing sidewalks in residential cul-de-sacs.

Issue Identified: Lighting Issues



Survey respondents noted lighting issues along Clinton Street (next to Santiago High School) and in some residential cul-de-sacs.

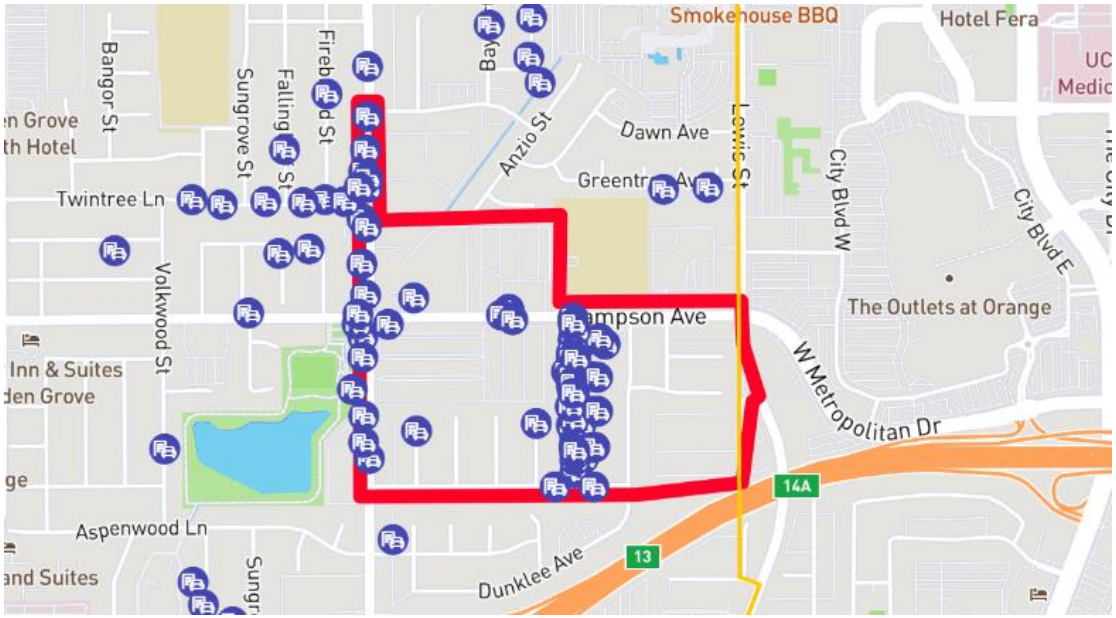
Issue Identified: Safety Issues



Survey respondents noted safety issues throughout the study area, in particular along the major through streets.

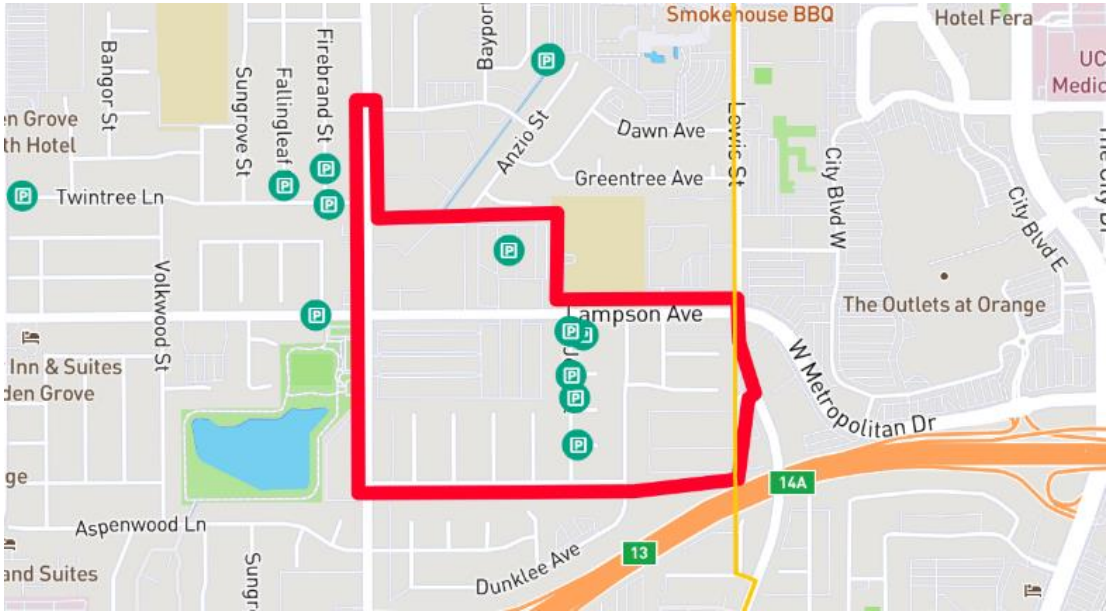
Study Area 3

Issue Identified: Lack of Street Parking



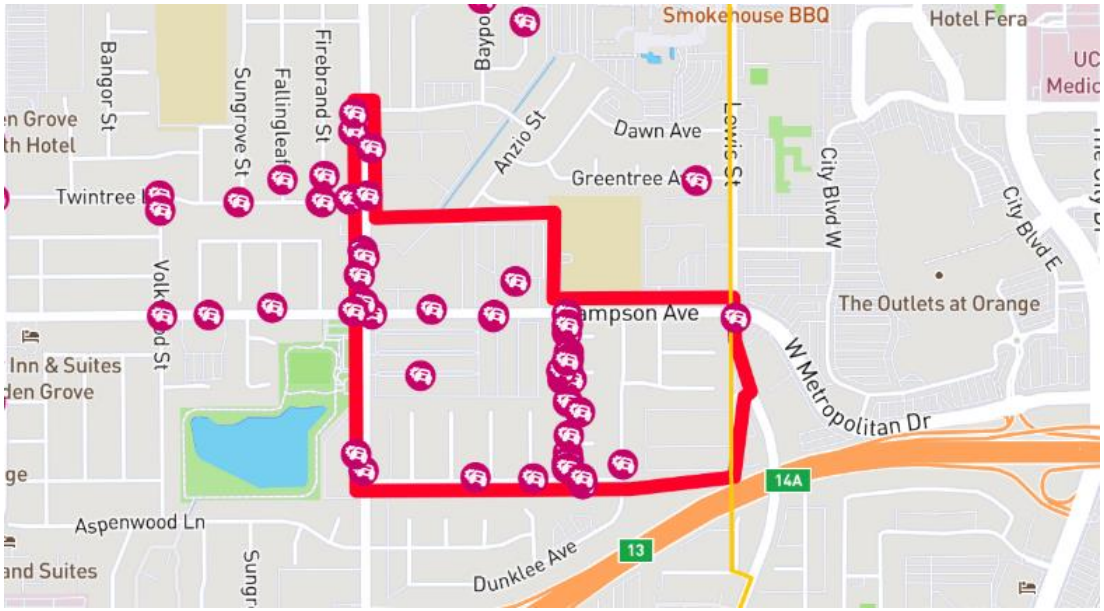
Survey respondents noted a lack of street parking throughout and around Study Area 3, in particular along Haster Street, Jetty Street, and Twintree Lane.

Issue Identified: Unclear Where to Park



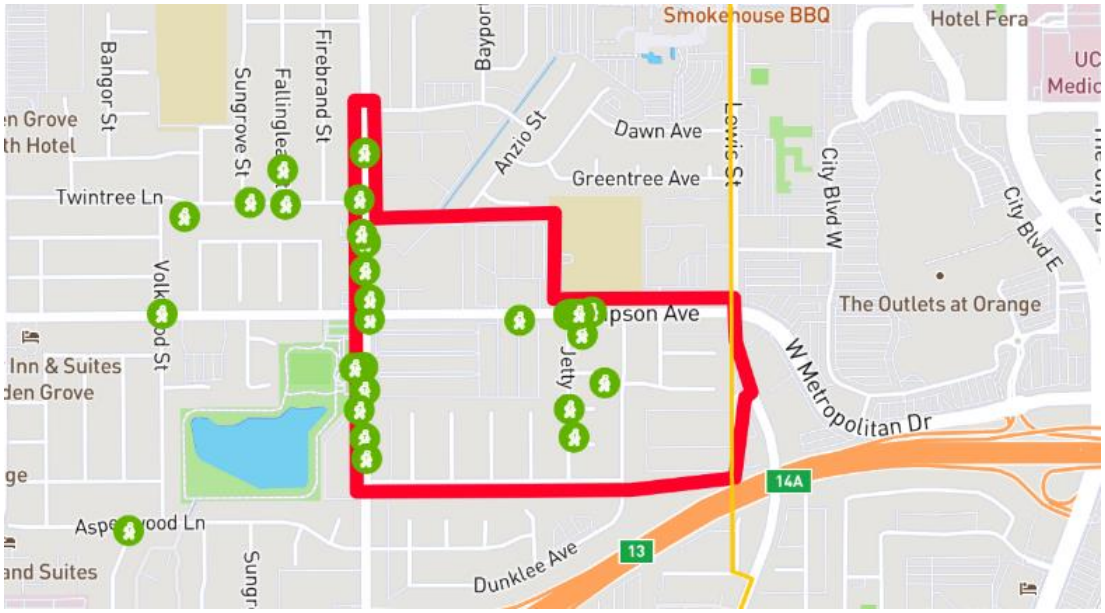
Survey respondents noted that it was unclear where to park on Jetty Street and in some residential areas west of Study Area 3.

Issue Identified: Speeding Drivers



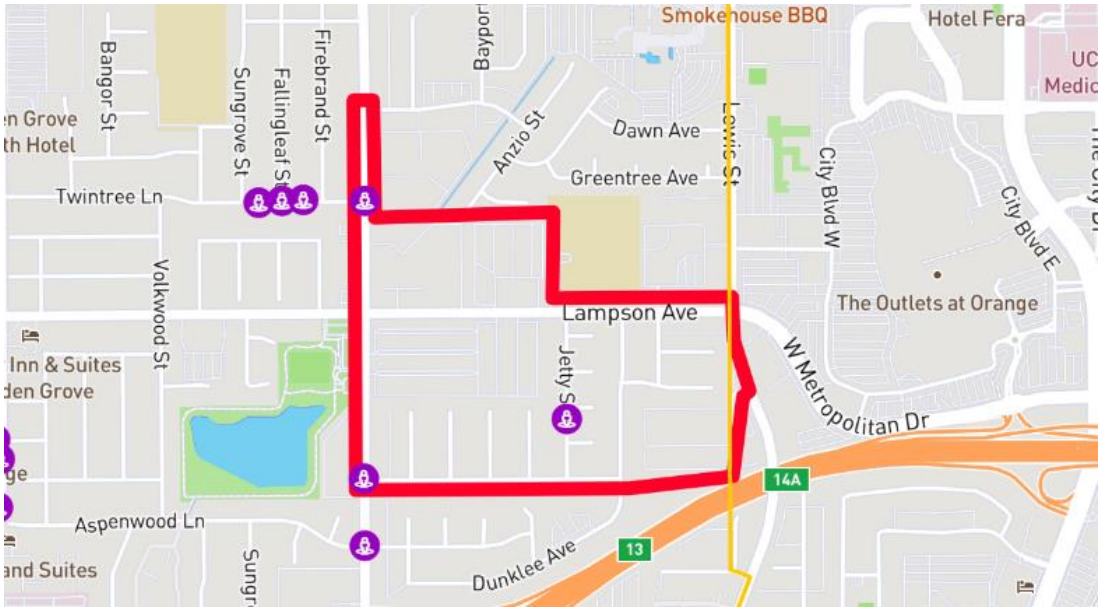
Survey respondents noted speeding drivers throughout Study Area 3, including on Jetty Street, Lampson Avenue, Haster Street, and in residential neighborhoods west of the study area.

Issue Identified: Unsafe Crossings



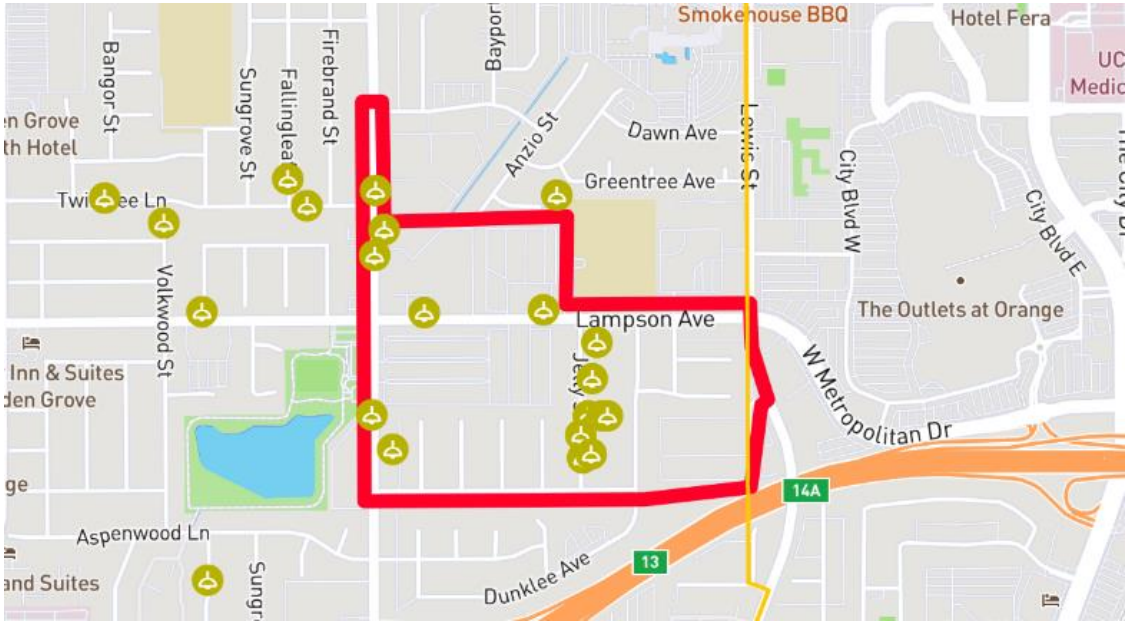
Survey respondents felt that crossing Haster Street was particularly dangerous, and they noted other unsafe crossings along Lampson Avenue and on several other neighborhood streets.

Issue Identified: Dangerous/Missing Sidewalks



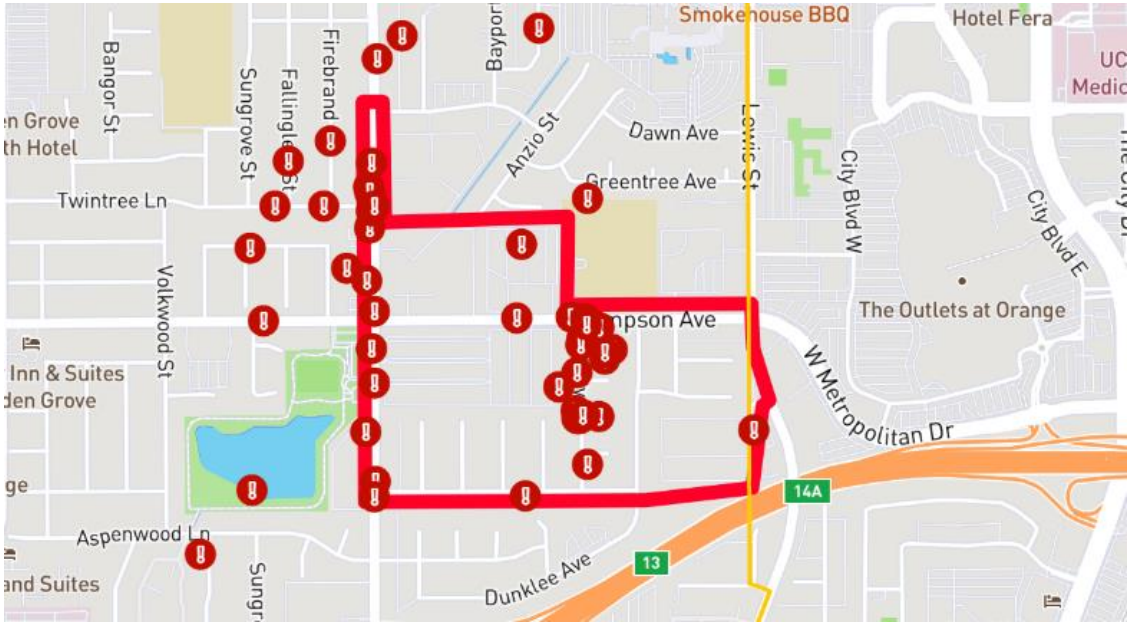
Survey respondents noted a dangerous or missing sidewalk in four locations within Study Area 3 and along some adjacent neighborhood streets.

Issue Identified: Lighting Issues



Survey respondents noted lighting issues throughout Study Area 3, in particular along Jetty Street, Haster Street, and in areas to the west.

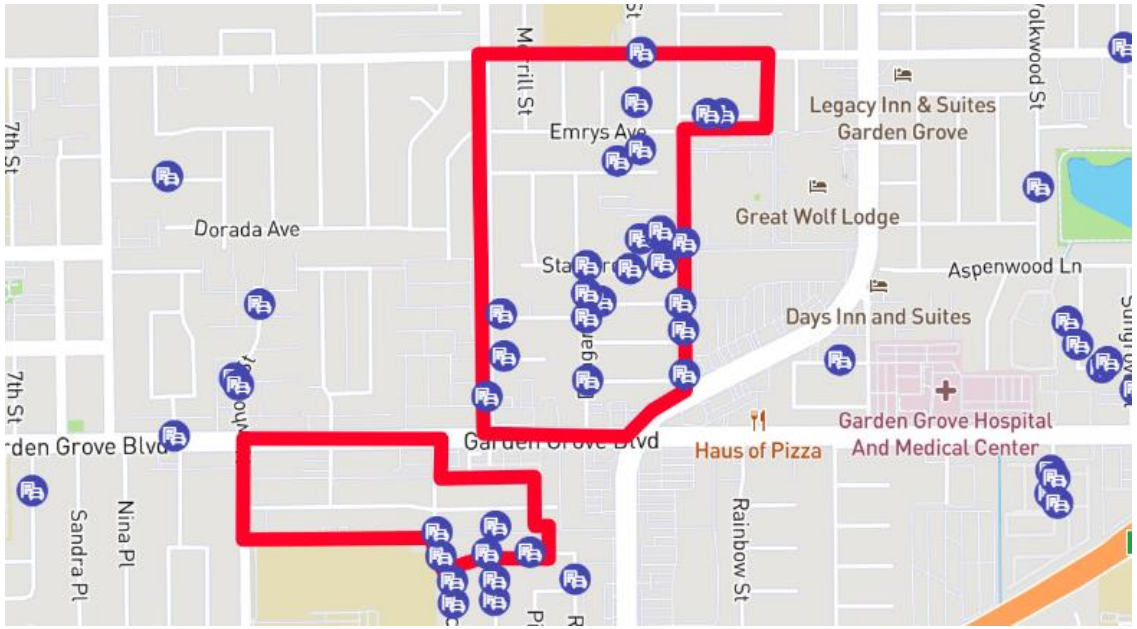
Issue Identified: Safety Issues



Survey respondents noted safety issues throughout Study Area 3, in particular on Jetty Street, Haster Street, and in adjacent neighborhoods.

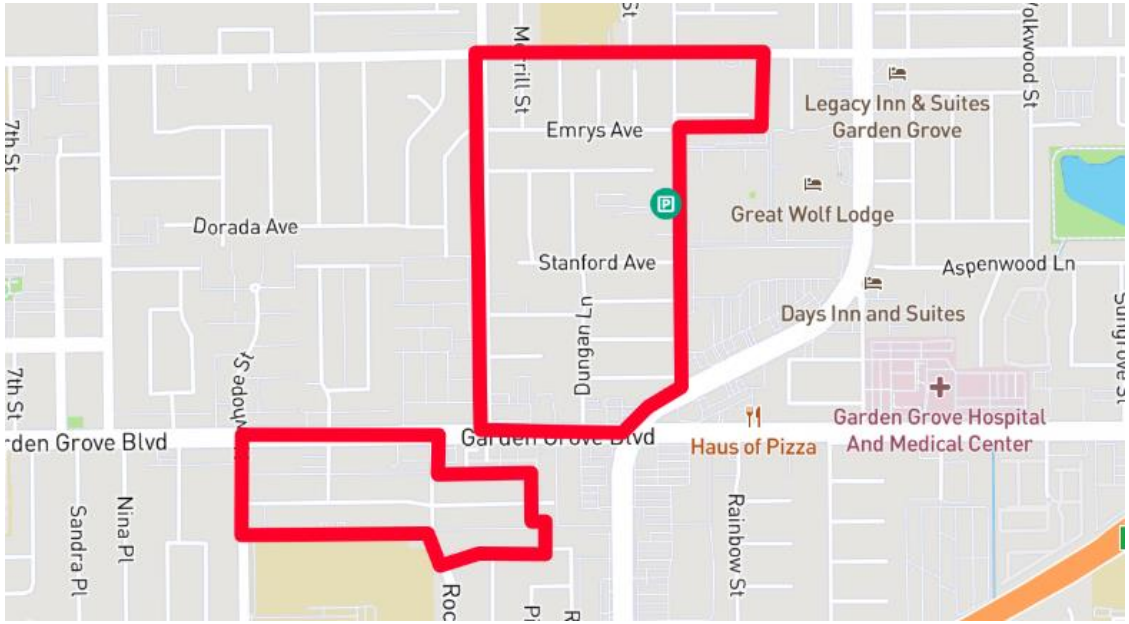
Study Areas 4 and 5

Issue Identified: Lack of Street Parking



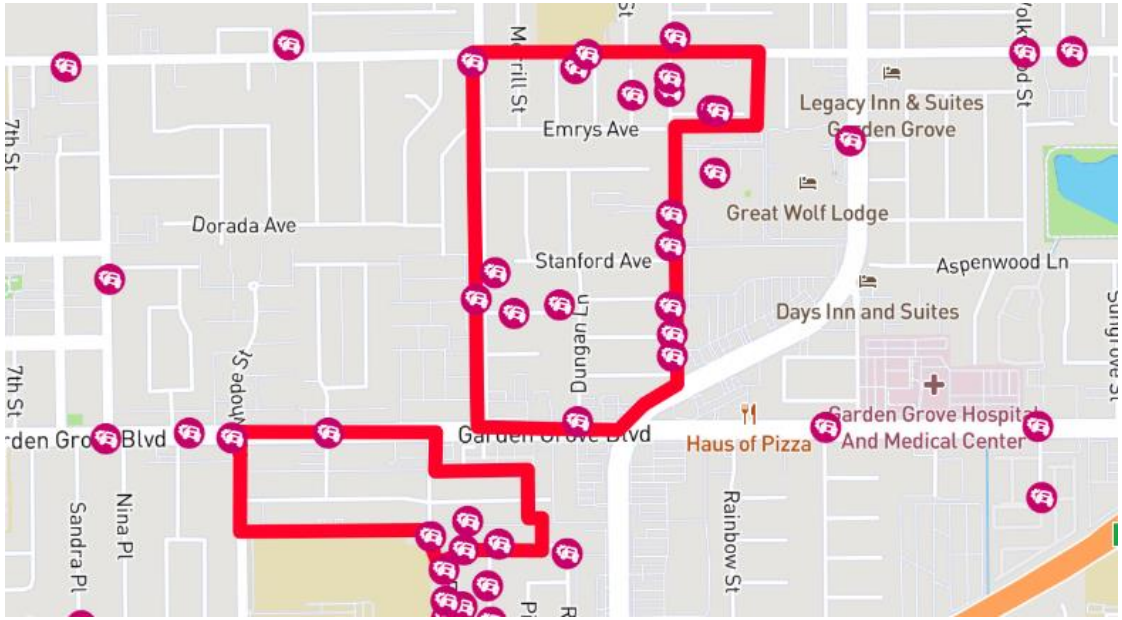
Survey respondents noted a lack of parking throughout Study Areas 4 and 5.

Issue Identified: Unclear Where to Park



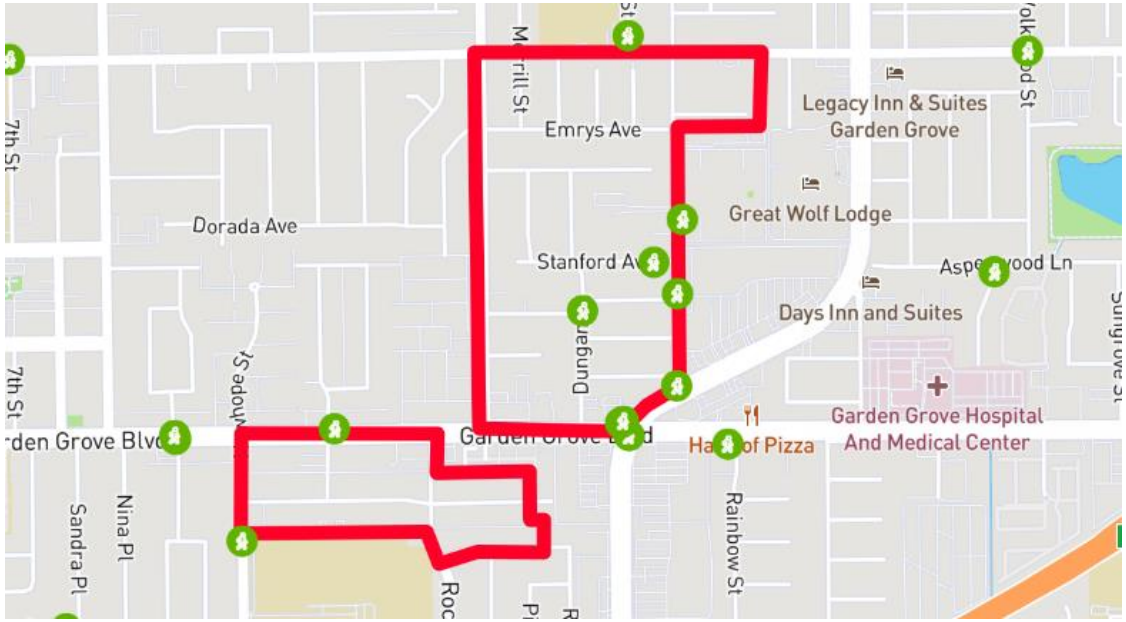
Survey respondents did not report it being unclear where to park in Study Area 4 or 5.

Issue Identified: Speeding Drivers



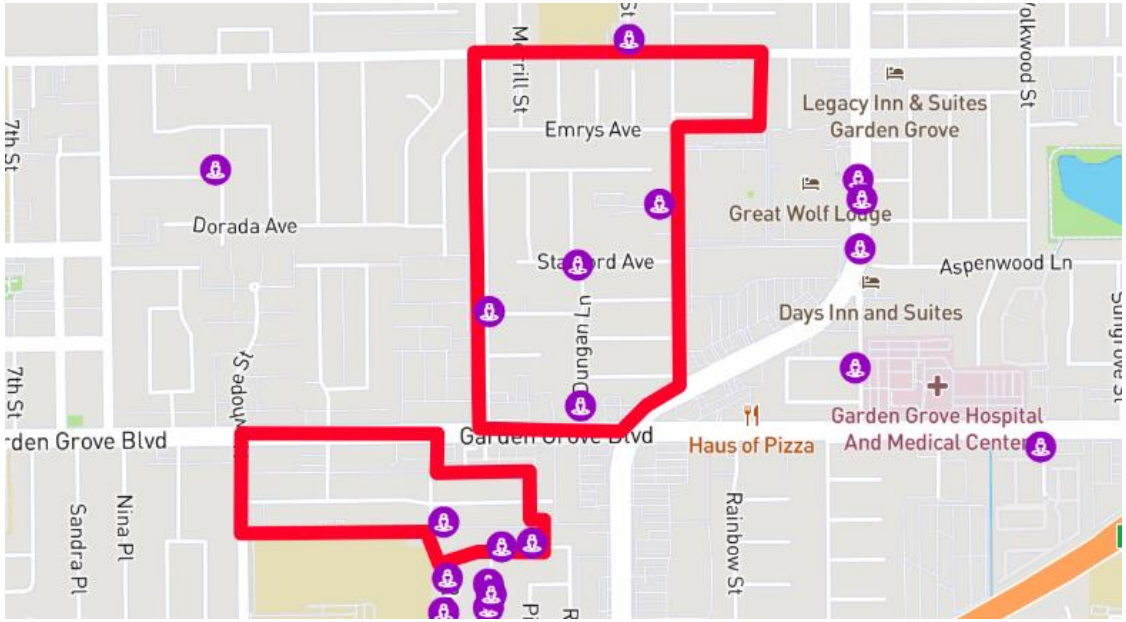
Survey respondents noted speeding drivers throughout Study Area 4 and 5, including along Buaro Street, the area south of Larson Avenue, and on major arterial roads such as Lampson Avenue and Garden Grove Boulevard.

Issue Identified: Unsafe Crossings



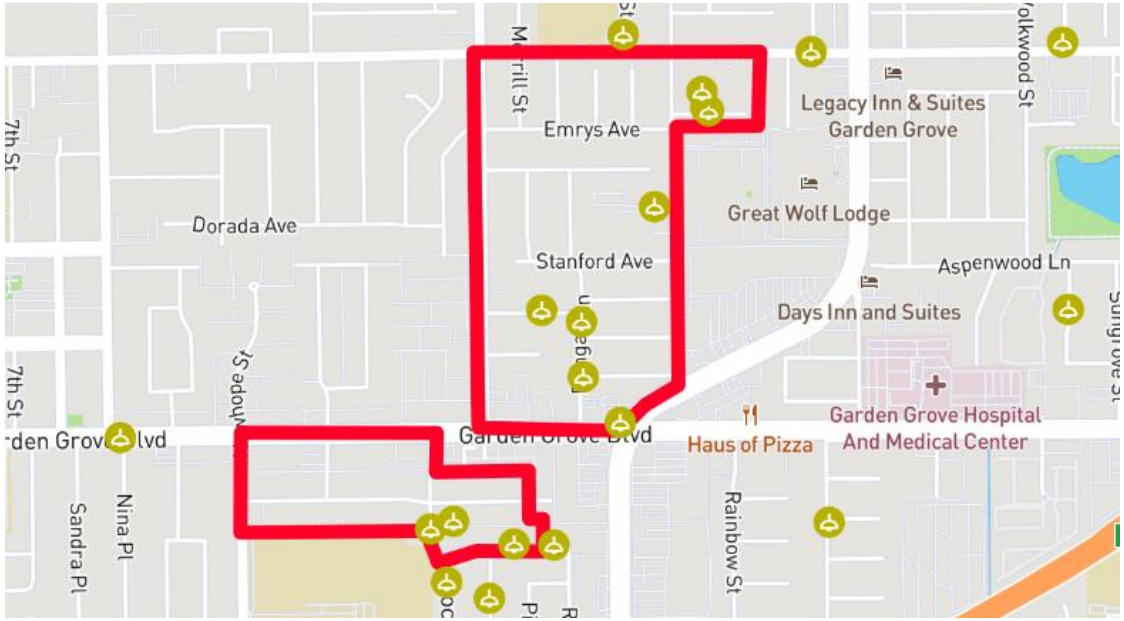
Survey respondents noted unsafe crossings on Buaro Street, along Garden Grove Boulevard, and in some residential/neighborhood streets adjacent to the study area.

Issue Identified: Dangerous/Missing Sidewalks



Survey respondents noted dangerous or missing sidewalks along Harbor Boulevard, in neighborhood streets throughout Study Area 4 (at top) and south of Lampson Avenue and Study Area 5 (at bottom).

Issue Identified: Lighting Issues



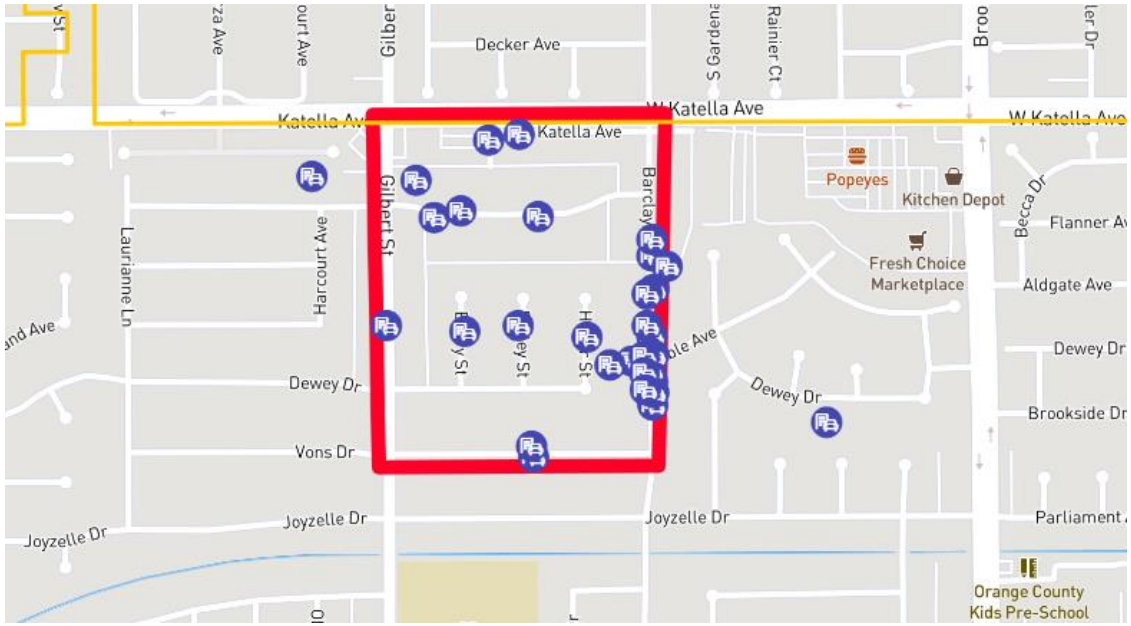
Survey respondents noted lighting issues in several neighborhood streets in Study Areas 4 and 5.

Issue Identified: Safety Issues

Survey respondents noted safety issues throughout Study Areas 4 and 5.

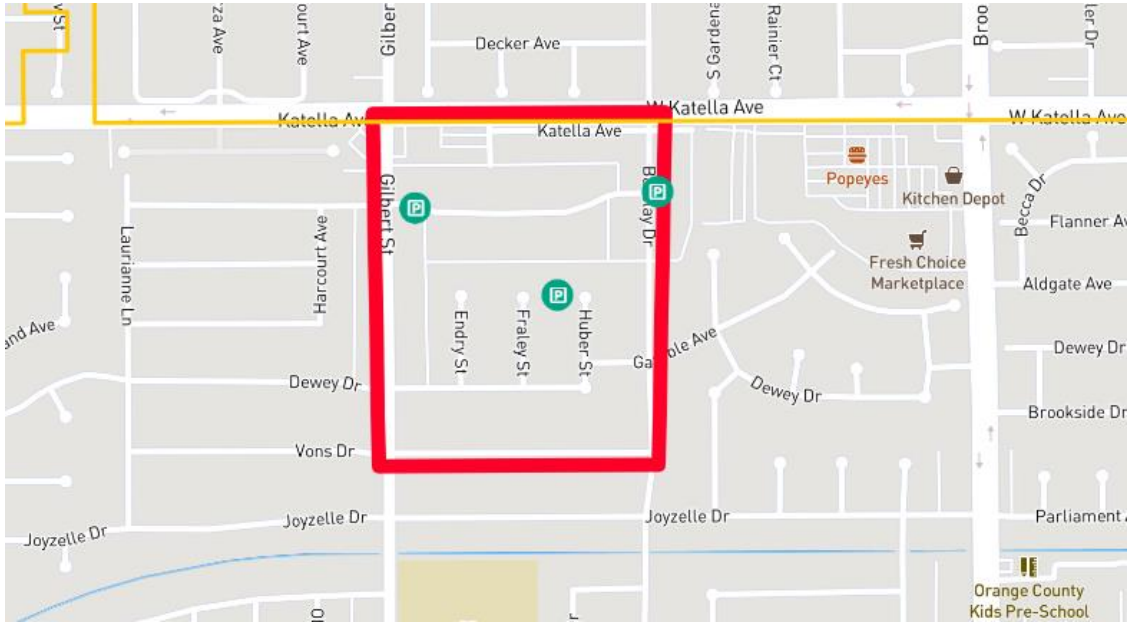
Study Area 6

Issue Identified: Lack of Street Parking



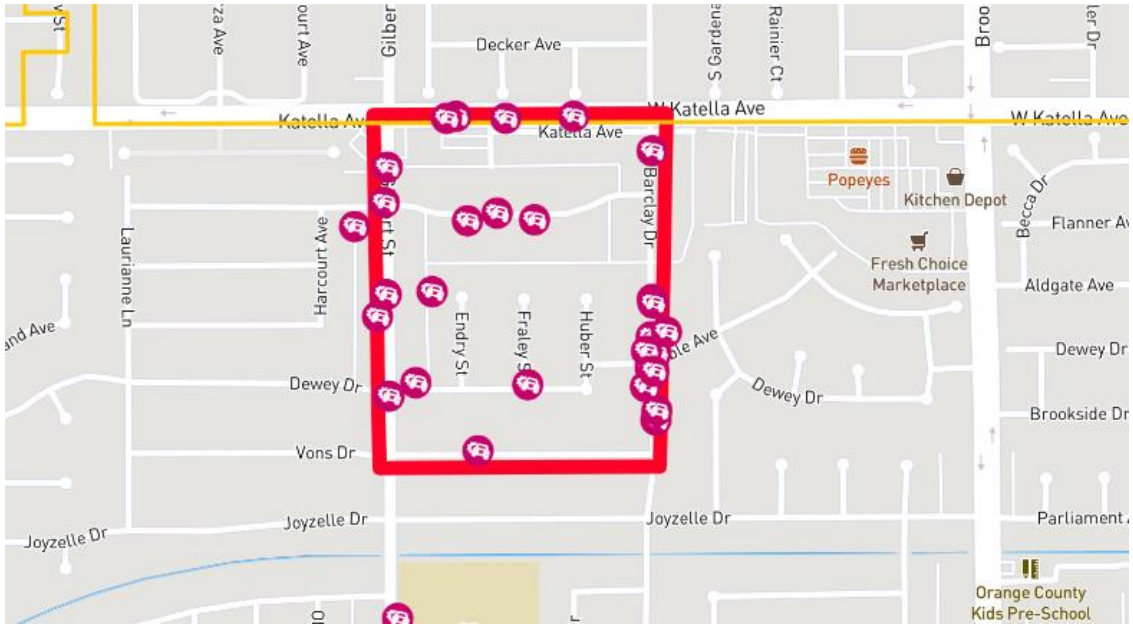
Survey respondents noted a lack of street parking throughout Study Area 6, in particular along Barclay Drive, Maureen Drive, and Katella Avenue.

Issue Identified: Unclear Where to Park



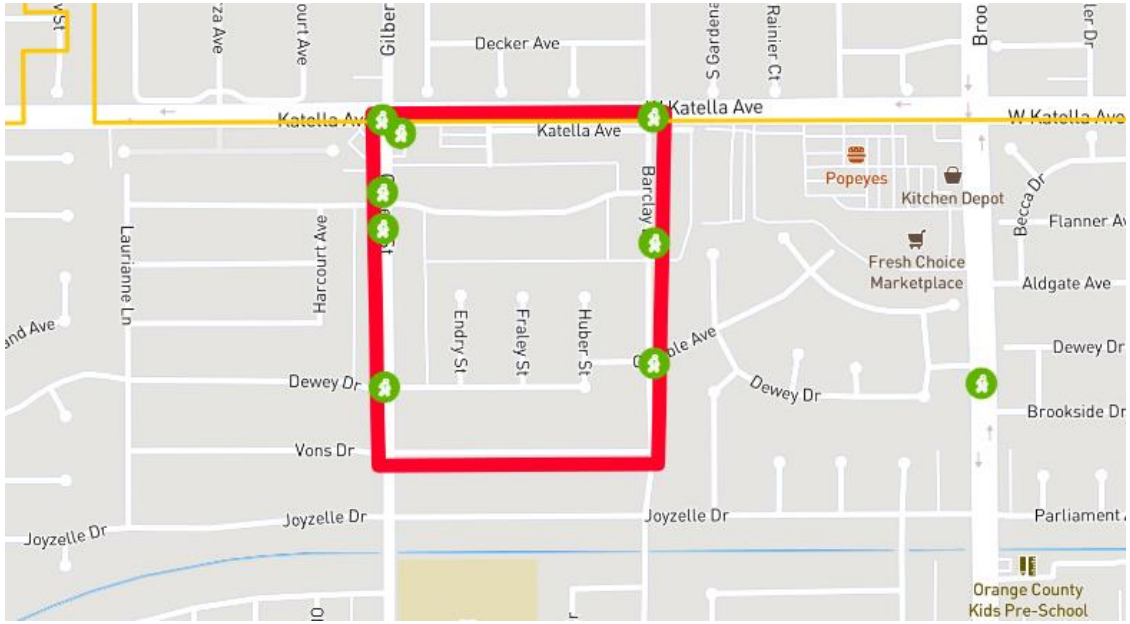
Survey respondents had trouble knowing where to park on Maureen Drive where it intersects other streets.

Issue Identified: Speeding Drivers



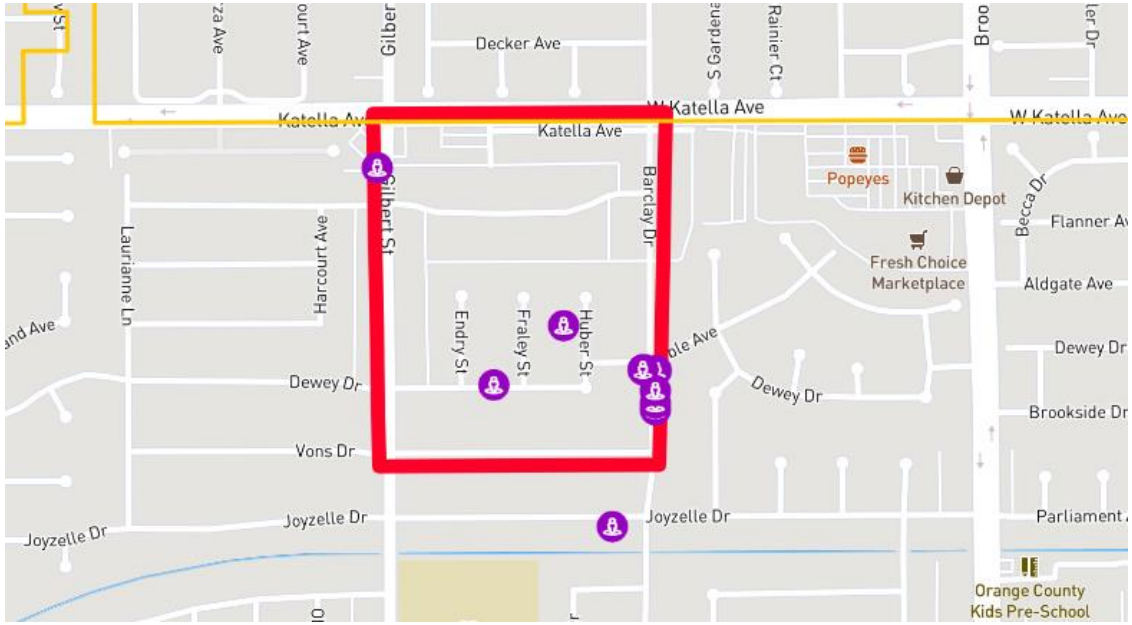
Survey respondents noted speeding drivers throughout Study Area 6, including on through streets and in smaller neighborhood streets.

Issue Identified: Unsafe Crossings



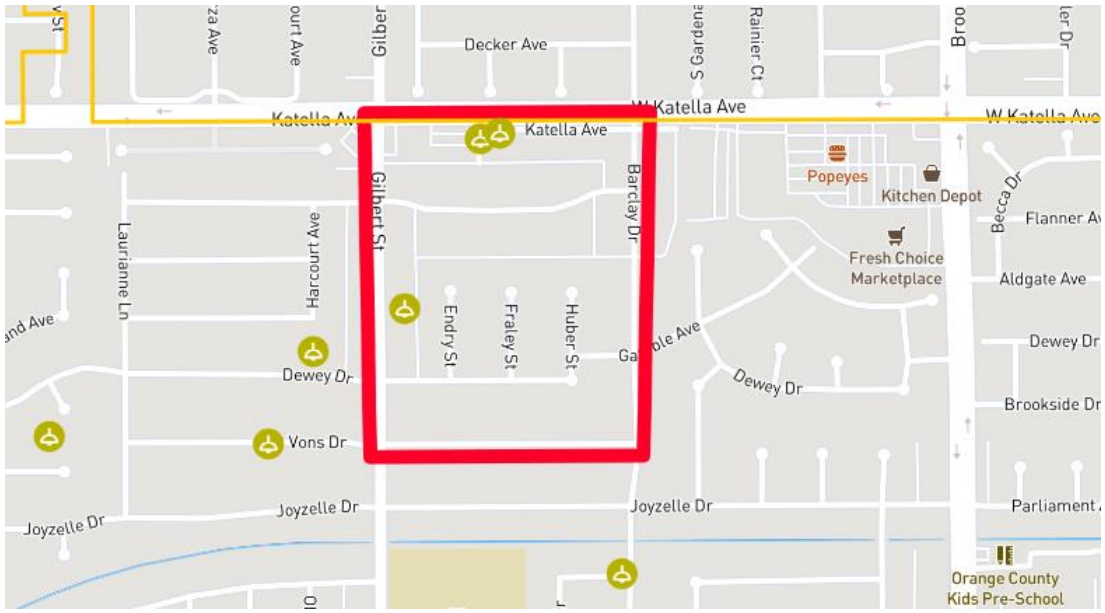
Survey respondents felt that it is unsafe to cross Gilbert Street, Barclay Drive, and Katella Avenue.

Issue Identified: Dangerous/Missing Sidewalks



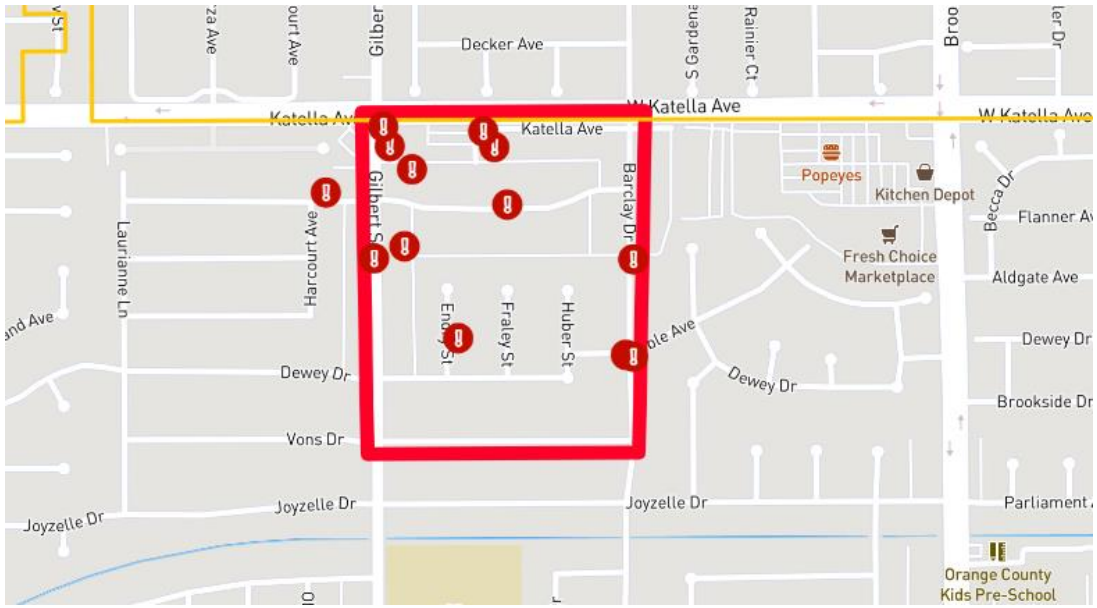
Survey respondents noted dangerous or missing sidewalks in some neighborhood cul-de-sacs and in particular on Barclay Drive.

Issue Identified: Lighting Issues



Survey respondents noted lighting issues at a few locations in Study Area 6, as well as in the neighborhood to the west.

Issue Identified: Safety Issues

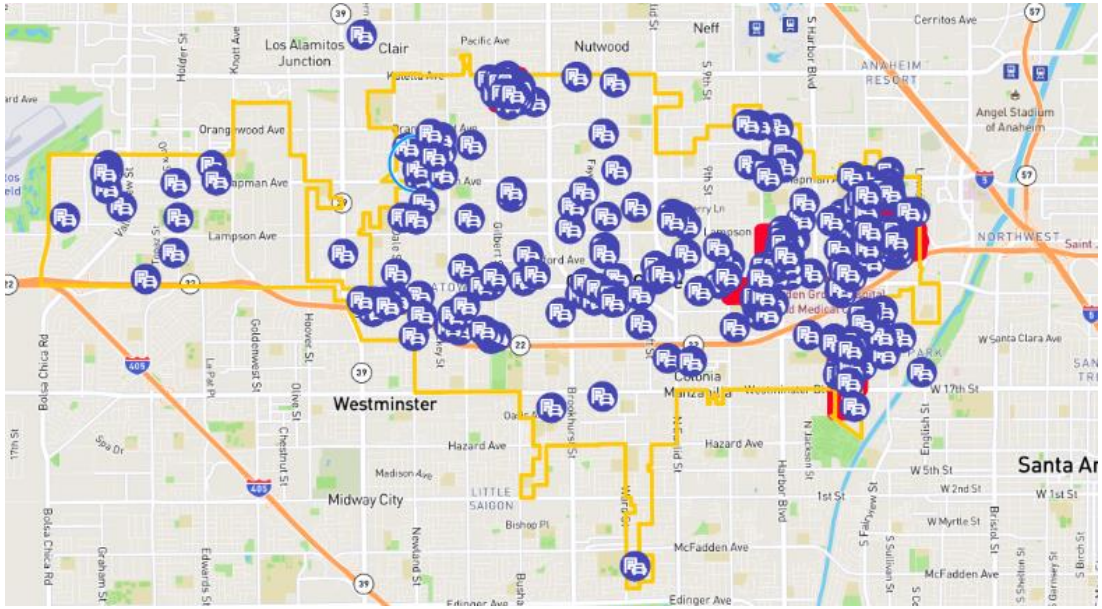


Survey respondents noted safety issues throughout Study Area 6, with locations clustered closer to Katella Avenue and along Gilbert Street and Barclay Drive.

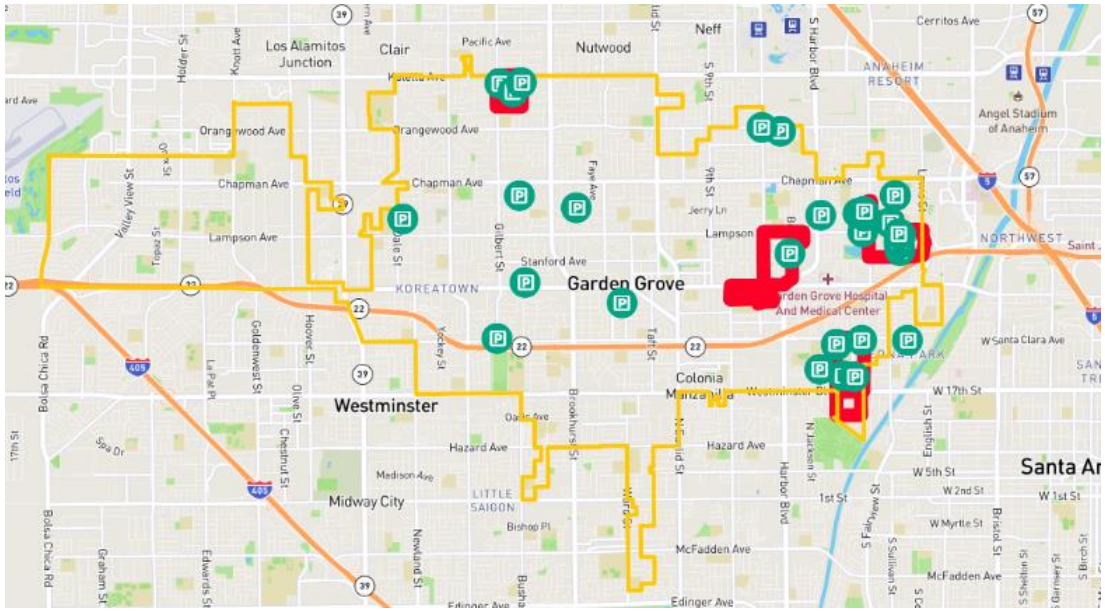
Parking and Safety Issues – Citywide

Although this study focused on six residential areas, survey respondents were allowed to provide input on issues throughout Garden Grove. The maps shown below illustrate the locations of issues they identified in the City.

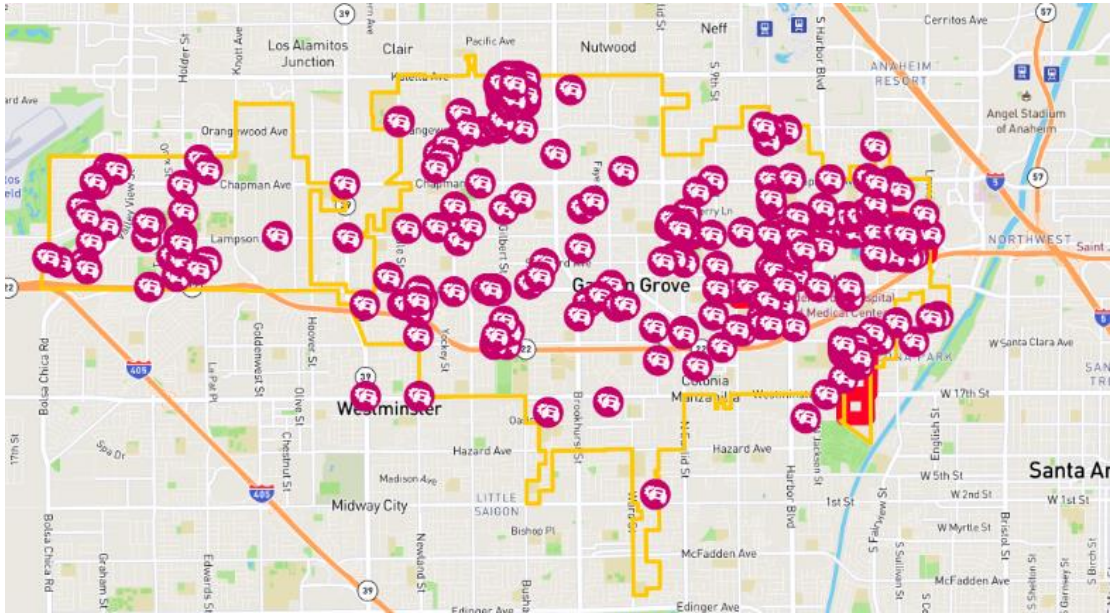
Issue Identified: Lack of Street Parking



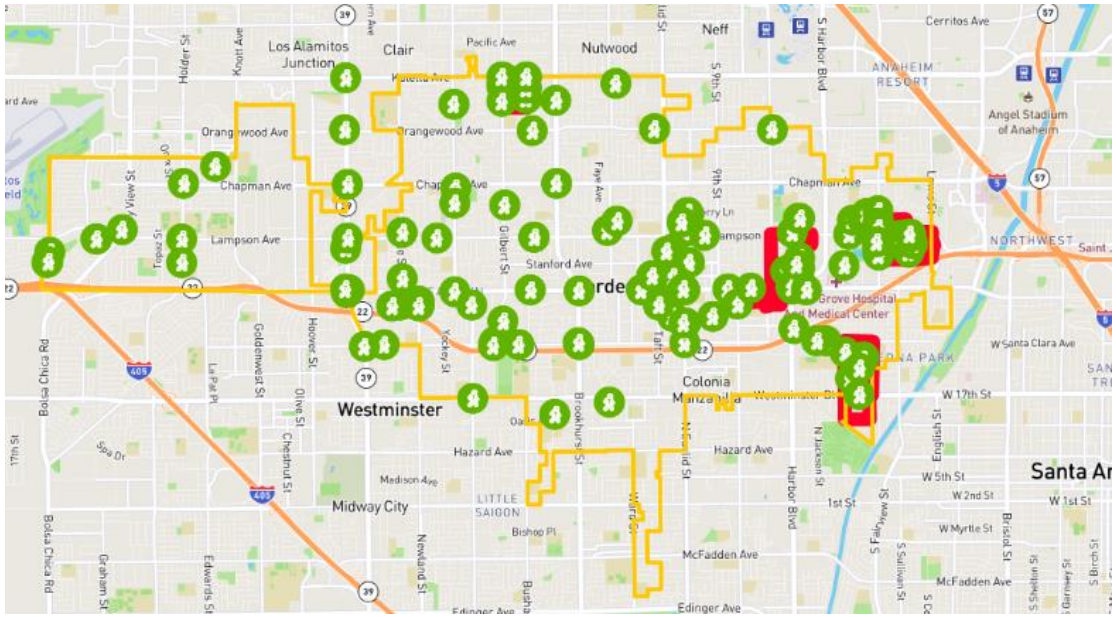
Issue Identified: Unclear Where to Park



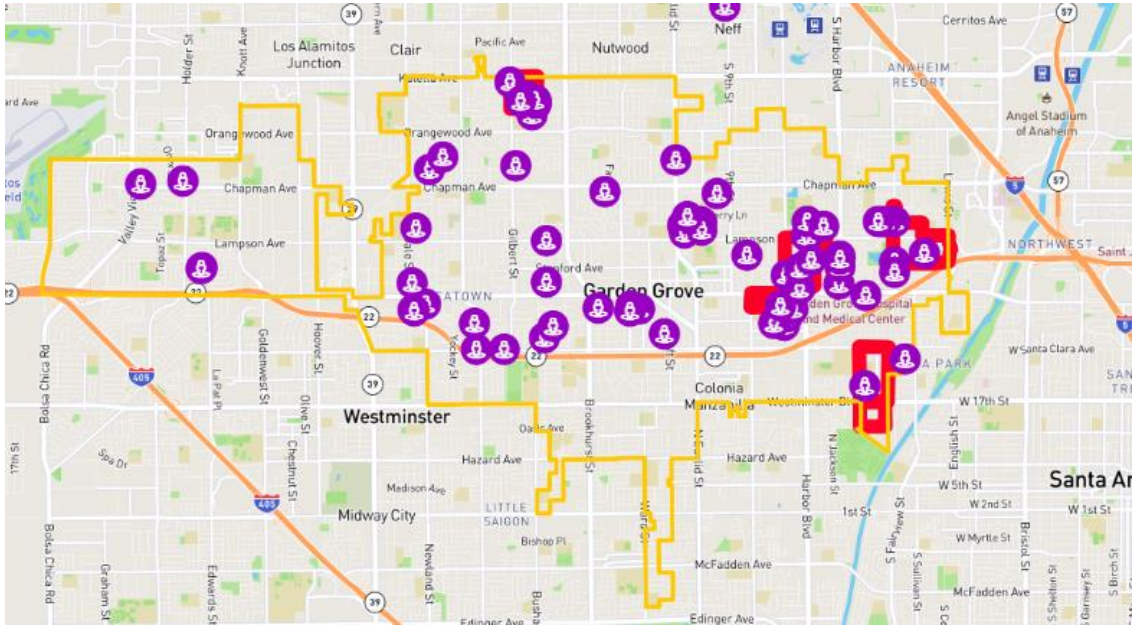
Issue Identified: Speeding Drivers



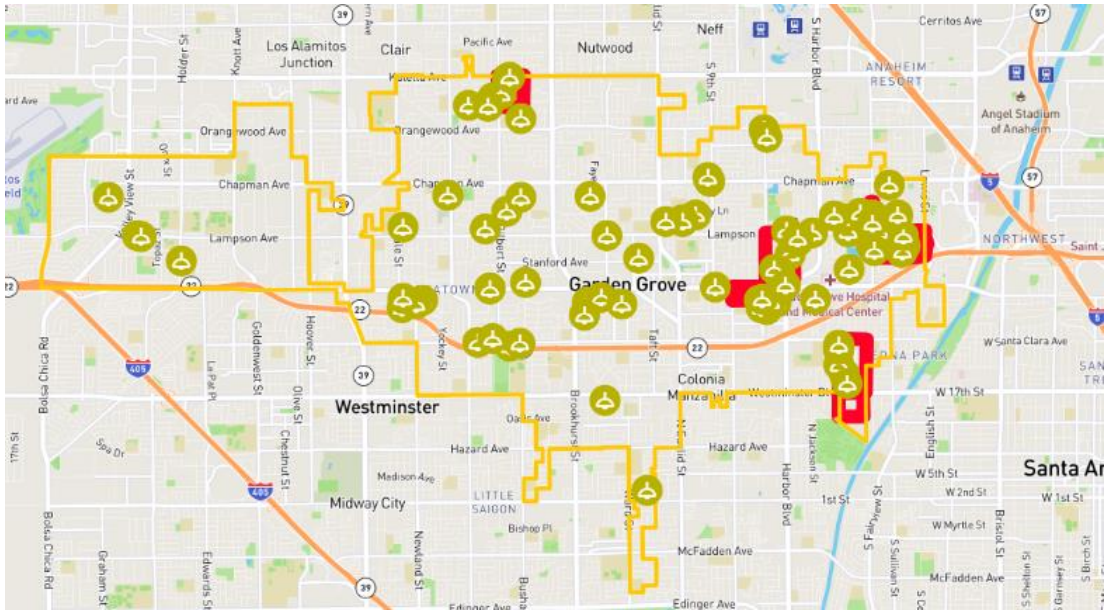
Issue Identified: Unsafe Crossings



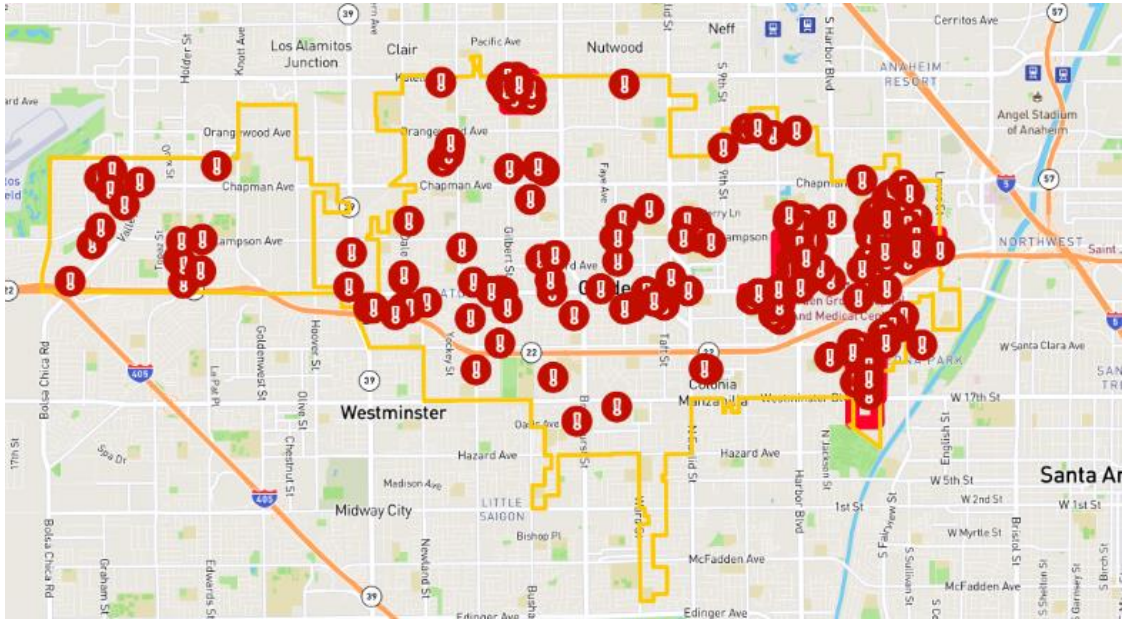
Issue Identified: Dangerous/Missing Sidewalks



Issue Identified: Lighting Issues



Issue Identified: Safety Issues



Open-Ended Question Responses

If you chose "Other" for the question about improvements, please specify an answer below:
Give more tickets to cars parked longer than time permitting. Not allowed to park the car at least 5 feet close to the driveway.
Too many cars “for sale” parked on the street that take spaces that residents could be using.
Not too much a city can do with our car addiction and need for higher density housing. Perhaps in some small ways: support public transit initiatives, improve bicycle routes, encourage a more walkable city.
Stop allowing ADU's and there won't be as many cars
Not follow Calif drive for housing increase like Hunt Beach!
Do not allow ADUs because they increase the number of vehicles at each property.
Enforce parking restrictions on yards. I don’t know how to get people to slow down, I’ll leave that to experts.
Stop allowing ADU’s. Homes and drive Amy’s in Garden grove were only meant for a few cars. With rentals and and now ADUs parking has become an issue through the entire city and creates hostility between neighbors. Paying for parking or permits won’t matter as these investors building ADUs will simply provide them for their tenants.
Residential property (homes, condos, apartments, etc.) must be required to include off street parking for residents; ADUs are only exascerbating the parking problem and/or creating issues where there were none.
I'm not really sure
Ticket homeowners that leave trash cans in the street other than trash day. Some people on my street leave their trash cans on the street 24\7.
Permit parking for residence of Nichols drive only. For example the city of Stanton has parking permits in houseing track that's near apartments. four vehicles per household and a one-time fee of $25. Only for the housing track near the apartments to prevent over crowding from the apartments.
Add more Red lines in the corner off the sidewalks and more speed bombs and more police officers patrolling
Add or a stop sign or speed bumps in Stanford Ave in between Knots and Springdale
All of these are need it on cypress st and Mildred
Extend the RED curb both to the left and right coming out of Jetty across from Lampson School. Enforce traffic patterns when parents drive their children to and pick them up from Lampson School. Reinstall the parking lady to assist families getting across Lampson. Many loved her protection of their children. Parents are parking in the RED; double parking walking their children to and from school. Parents are creating a extra middle lane for an extended length up towards Haster. A study should be made of the schools drop off and pick up of the children to make it safer.
I feel small low profile speed bumps would help the Clinton/Trask to Clinton/Westminster stretch. especially during the night on the weekends too many speeding cars. Also maybe permits, the trailer park and apartments residents leave their cars in residential street for more than 3 days and i have seen more than 2 cars coming from same person being parked on the street. I appreciate GG City PD for coming out to the street and marking the cars that exceed the 72 hrs. also improve lighting on the school side a lot of transients at times
Society had changed; the demographics of our neighborhoods has changed. Our standard of living is gone. Police are understaffed. Our lives and property are in jeopardy. The dream of a single family residence, raising your family in a safe community has been eroded by our politicians in Sacramento. We need to take back America and the sovereignty of our communities making them safe again.
Quit allowing subletting of single family homes by renters, quit adding halfway houses in neighborhoods that already have them). Additional renters and their cars have made parking (especially for residents) easier n front of their own homes difficult and increased trespassing, sleeping in front of homes and auto-related break-ins / theft of property.

Put up a chain to block entrance to Riverdale school. People are Alessia speeding in school parking lot
More police presence that result in tickets issued for parking violations
Increased police patrols resulting in tickets or towing for red zone/fire hydrant parking violations
Limit homes who have 7+ cars. Make them use the garage for parking like many parts of Tustin. Someone in our neighborhood has 5 bedrooms, split a room into two, turned dining room into a bedroom and has 8 renters. Homeowner has 2 cars. = 10 cars. GG has a lot of ADUs. Change the law to allow 70% paved space and 30% green space but be very strict on that 30% and make sure it's nicely landscaped and not ugly and cold. Long beach is offering a $25k toward improving business facades. .maybe offer $5k but have set designs to pick from. Let's be honest, Some people have ugly taste.
Reduce the amount of red curbs on Acacia ave between Galway and Brookhurst way.
Aside from daytime speeding, there is a huge increase in speeders on Fairview and Trask during the late night. Best solution may be to have random ggpd officers spot the areas as well as the neighborhood such as Lilly St.
There are several houses in West Garden Grove that many cars (6+) that are complete junkers. They park them all over the streets and never move them except for street sweeping when they park them on their grass. However, my husband has a trailer that is parked on the street a couple times a month because he uses it for work, yet gets a notice each time if it is parked for more than 48 hours. I believe it is because a neighbor calls, but this should be enforced for everybody, not just when someone complains.
Have the city or street sweeper come on a non street sweeper day to see all the parking that is taken up my residents who don't move their cars all week unless it's street sweeping day I order to see all the safety hazards there is and the lack of parking there is. I'd rather pay the city a parking permit in order to have a parking space in the street so we can have visitors come and visit. Almost everyone there has 3+ cars and they all park them outside or they save a spot for someone else creating gaps between cars that make it impossible to even fit another car in. It's very annoying and dangerous that we can't even see in coming cars because someone parked their car too close to the exit that we cannot see until it's too late.
allow 1 more parking spot on the driveway.
Permit parking for residents only
Cars left parked in the same spot for more than 3 days should be given a ticket. There's cars left all the time and just moved when sweeper passes. Site work trucks that shouldn't be Parking in residential parking areas.
Before an ADU is approved make sure there is adequate parking.
Homes that are allowed duplex homes should provide parking on the property for other residence.
Speed enforcement on Chapman/Harbor area. Enforce parking permit program, redesign road layout to create buffer between traffic, parked cars, and bus traffic.
Add No parking signs in the area identified. Rest of the alley way has fire lanes/no parking signs.
Clear out the homeless
Prevent dealership from using residential street to store, unload, drive wreckless and putting residents in danger
Too many cars that belong to condos across the street from June Street park on our street. It has become a hazard. I have almost been in multiple accidents do to overcrowding
house faces Westminster with driveway in back of the house through an alley! very dangerous driving into the narrow alley when another car is going the opposing way. not possible to turn around at end of alley as cars are parked there too. would it be possible to allow driveway be built on the front of house facing Westminster Ave. It is extremely dangerous to drive in the alley. please drive through the alleys with houses facing Westminster Ave to understand the situation. thank you
Several homes on our street have nine to eleven cars per home. ADUs, JDUs, and renting rooms will continue. The streets are full. Biking and even walking in the neighborhoods is dangerous. This grant is the same organization that requires GG to add 19k units of housing.

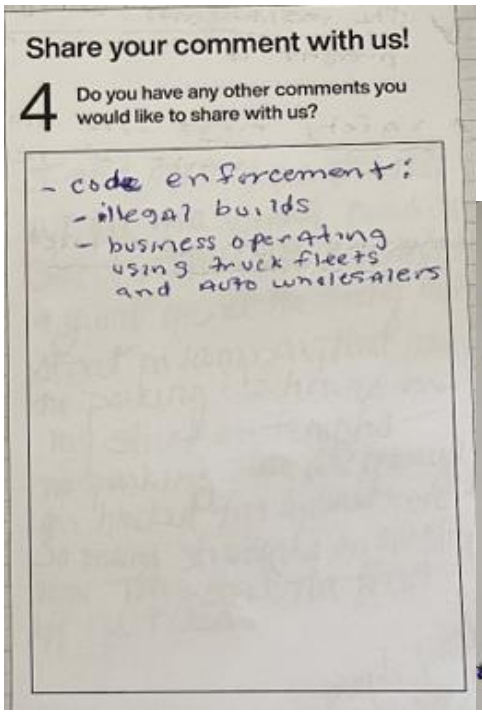
We need a “Do Not Block” on Trask at the entrance to Mickey St. so traffic can safely turn left onto Mickey St. from Trask when traffic is backed up on Westbound Trask .
Stop giving permission for ADU, taking all parking 🙄. Also, we have to pay alot of fee, why do have to pay for parking fee when we own the property, that is ridiculous.
I have lived in Garden Grove my whole life and have bought my first home here. It is very frustrating to have people leave their oftentimes abandoned vehicles parked on our streets and take up our parking spaces.
Add a light for crossing or for vehicles to safely exit the small street of EMERSON Circle off of Newland st.
Adding some white paint that where a car should park because sometimes a car will be taking up more space on purpose to save parking for another vehicle
Right now majority of my neighbors are elderly, except for a couple who have renters, who take up many places, I’ve asked them to leave a space in front of my home and they were cordial about it, , but elderly aren’t driving so there is some open space on my street. That’s horrible if I had to pay to park on my street!!! It’s bad enough the city doesn’t fix the cracks and potholes on it. I shouldn’t have to pay!!
Renters who have six cars and take up street parking is an issue. Oil leaks on the street, at what point does a landlord take responsibility? I
Speed bumps in residential tracks will reduce speeding. Parking permits only generate money for the city no benefit to residents.
Approve blue curbs for disable drivers to have equal access to on street parking spaces
Quit letting ADUs in our neighborhoods. They create parking problems. Every ADU makes the neighborhood worse
prevent people from parking their camping trailers that are long and wide from parking on the street. In my neighborhood there are families that regularly hold large parties frequently. their guests parking on their street, my street and other street.
Stop rolling stops at stop signs
More police presence
I didn’t indicate any issues but the survey won’t let me continue unless I write something… so here you go.
Make it easier for single family homes to add parking to their front yard.
No more housing on this street
Police patrol or mark streets with signs (other than red curb stating will be find for parking in a roadway lane
Stop sign on Gilbert/Bixby. Drivers go way too fast.
UDU should be required to provide at least one parking spot. They should not allow these Garden Grove residential Lots to build more than 1 ADU. Garden Grove needs to start to not approve permits with 3 dwelling units in what use to be an R1 zoned lot.
Enforce parking regulations
So many of the houses by se have multiple families living in it making parking on the street crazy. The house across from us has 3 or 4 families in one house. They park their cars nose in in the culdasac and park in the center of it on street sweeping days since the can’t fit in the drive way. Next door is 2 full families and 5 cars, the other side is 4 roommates. We have multiple multi families, multiple roommates and even an assisted living facility in a single family home on our street, it’s ridiculous! I just want our guests to be able to park by our house
Add red curbs to the areas I suggested earlier. Implement a paid parking program since renters take up all the parking.
No parking areas/fire lanes
Crossing guards for all major intersections near schools in west garden Grove

Add a traffic light at Lampson Av & Volkwood St to slow speeding traffic. Crosswalk isn't enough for elementary kids to cross Lampson to get to/from Warren Elementary. Lampson & Buaro didn't have a signal light for a long time & since Violet Elementary is there it was added. We have much faster traffic on this side of Lampson because the street widens in front of the church. It's a big stretch between Harbor & Haster that many drivers just naturally speed. Most drivers don't pay attention to crosswalk that doesn't even have anything flashing to alert drivers of crosswalk.
prohibit convention center parking in residential areas.
Have parking permits for residents of the apts. Condos off of Hope and 16th street. They continue to block driveways, fire hydrants, leave cars for several days, also Stop Signs and Streets marked better as they speed thru stop signs. Possibly, add speed bumps, has been mentioned several years ago in this neighborhood or add cultural de sac. We would be happy IF there were guest parking available near our home. In the housing trac so our guest have parking. We would happily purchase a guest parking pass.
More patrol by GGPD.
Don't allow people to rent out their homes if they don't live there
Gilbert and Maureen needs to require the apartments to limit tenant vehicles and not allow them to park in other neighborhoods. Increase drugs, drag racing, unsafe jay walking as well as lack of neighborhood street lights is a huge concern for the citizens in the neighborhood across from these apartments.
Better lighting for pedestrian and vehicles.
Use garages for cars not storage or living area.
Add more police to address speeders
Add red curbs in front of fire hydrants and curbs
Fix the sidewalks in West Garden Grove. I walk 3 miles daily and there are many trip hazards. I will cross over to Cerritos often, to get to the well maintained sidewalks.
Permits issued to each house limiting the number of cars allowed to park-red curbing on corners to reduce visual obstructions, ticketing/towing cars parked on the street longer than 48 hours without moving/non operative vehicles. Enforcing laws that prohibit running auto repair business out of residential property
Police presence
More ramps to make neighborhoods more walkable for strollers/wheelchairs
Not sure permits would solve problems. Where would people park excess cars if only so many cats per household? Need parking structures or multi level street parking.
Permit parking but with residents allowing guests with a permit
Quick build infrastructure. Flex posts and paint are cheap to prototype new bike lanes to see how they affect traffic. They're easily removable and do not have the same commitments and price tag as concrete. If you want parking spots, we need to encourage more people to live without a car.
Where the street curves into another or a few feet from stop signs paint curbs red so people can't park there. Visibility to see oncoming traffic is hindered
I think our city is nice. I would like more tree lined streets in West Grove.
Start parking enforcement again
parking spaces marked out in front of garages in alley ways for residents of that specific building to avoid citations
No overnight parking in the streets. Many nicer cities in Orange County have ordinances like this
Enforce single family housing laws and prohibit 15 or more people living in a single family residence.
Do not allow bar drunk people to park in our area. It's not the same city as the bar
Corners painted red please

Cite more drivers for not using turn signals. Have GGPD posted at Main and GG Blvd rather than the 711 on Nelson, and cite the Costco maniacs.
More protected bike lanes
Build parking structures
Make housing more affordable to reduce crowding. There are too many adults per home, and public transport is poor quality and therefore not a reasonable option.
Enforcement of traffic and driving laws
No more ADU's
Improve bus service by asking octa to run more buses
more protected bike lanes and other transportation options for folks who do not / cannot drive (a lot of elderly folks are currently less inclined to leave their homes because they don't have the means to get to a walkable area). slower streets and more trees to increase walkability. more walkable areas with businesses that have outdoor space without huge parking lot plazas. parking permits hurt low income folks more; improve alternative modes of transit before implementing parking permits
Less people per home/unit.
More frequent patrols
red paint for no parking at fire hydrants
Requiring ADU and home addition to also add parking with the home addition. New built should have adequate parking space on their own property.
Allow residents to use front yard for making pavers for parking spaces.
Kick or regulate single family dwellings stop the over crowding and illegal over crowding
Car Parking would not be as big of an issue with transit oriented development.
Ticket double parked cars
Ticket vehicles left more then a day or two
No dumpling signs in alley's with pick up number with penalties for dumping
Don't allow multiple housing like townhomes to be built without a parking structure. A two car garage isn't enough and it doesn't account for visitor's parking. Gated communities residents end up parking outside their community on the streets.

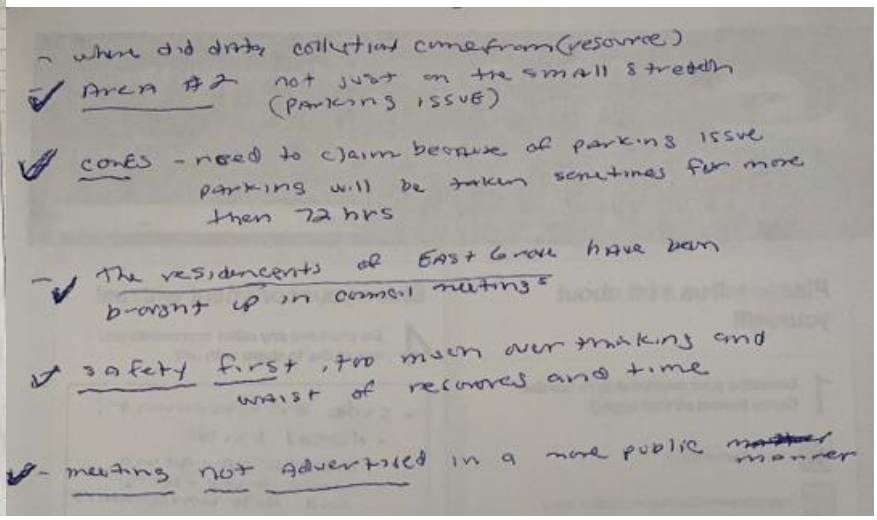
Appendix C: Community Meeting Comments

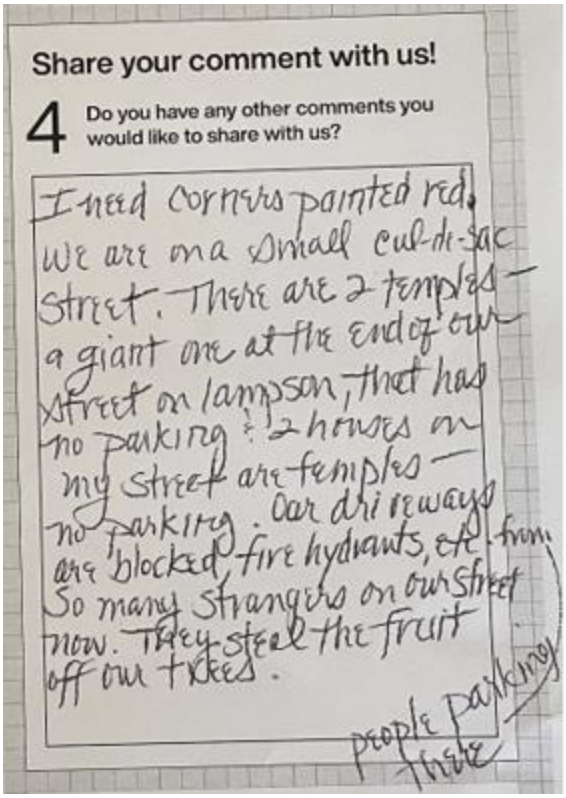
In-Person Meeting Submitted Comments


Share your comment with us!

4 Do you have any other comments you would like to share with us?

- code enforcement:
- illegal builds
- business operating using truck fleets and auto wholesalers


- where did data collection come from (resource)
- Area #2 not just on the small streets (parking issue)
- cones - need to claim because of parking issue parking will be taken sometimes for more than 72 hrs
- The residents of East Grove have been brought up in council meetings
- safety first, too much over thinking and waist of resources and time
- meeting not advertised in a more public manner

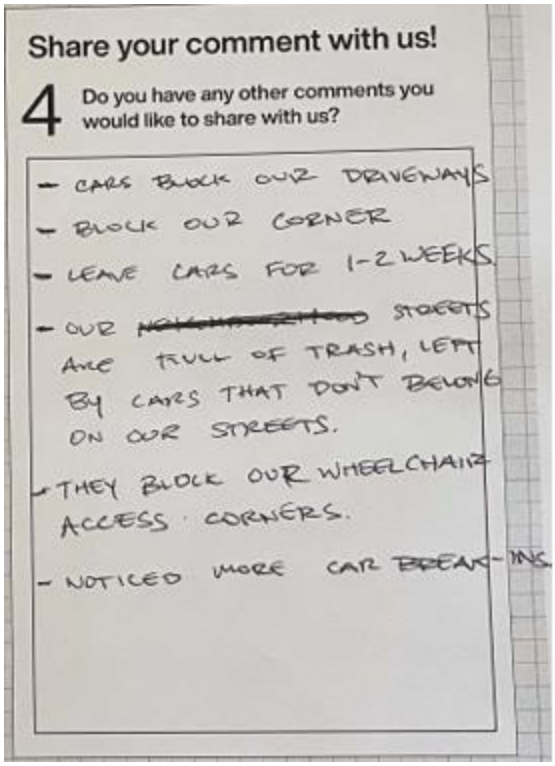


Share your comment with us!

4 Do you have any other comments you would like to share with us?

I need corners painted red. We are on a small cul-de-sac street. There are 2 temples — a giant one at the end of our street on Lampson, that has no parking & 2 houses on my street are temples — no parking. Our driveways are blocked, fire hydrants, etc. from. So many strangers on our street now. They steal the fruit off our trees.

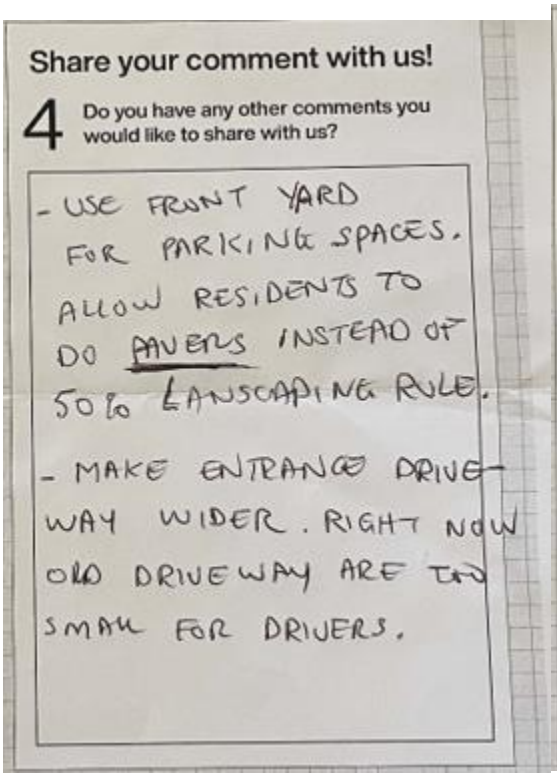
people parking there



Share your comment with us!

4 Do you have any other comments you would like to share with us?

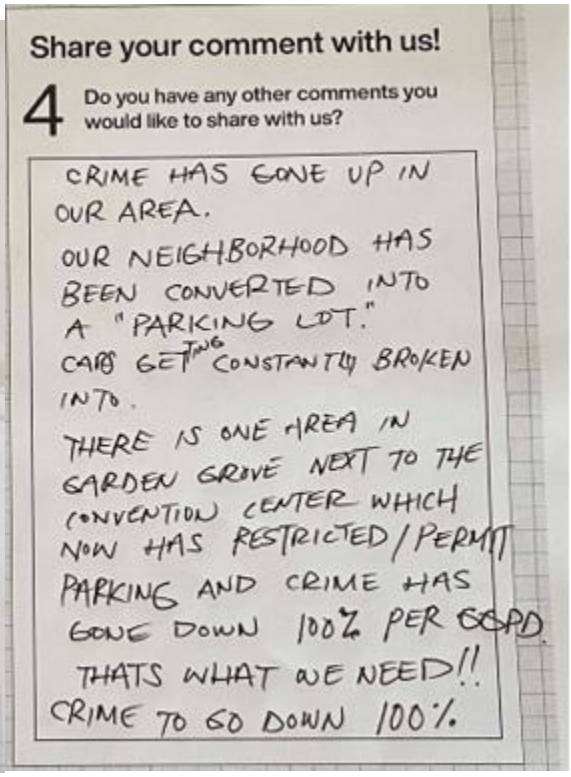
- CARS BLOCK OUR DRIVEWAYS
- BLOCK OUR CORNER
- LEAVE CARS FOR 1-2 WEEKS
- OUR ~~NEIGHBORHOOD~~ STREETS ARE FULL OF TRASH, LEFT BY CARS THAT DON'T BELONG ON OUR STREETS.
- THEY BLOCK OUR WHEELCHAIR ACCESS CORNERS.
- NOTICED MORE CAR BREAK-INS



Share your comment with us!

4 Do you have any other comments you would like to share with us?

- USE FRONT YARD FOR PARKING SPACES. ALLOW RESIDENTS TO DO PAVERS INSTEAD OF 50% LANDSCAPING RULE.
- MAKE ENTRANCE DRIVE-WAY WIDER. RIGHT NOW OLD DRIVEWAY ARE TOO SMALL FOR DRIVERS.



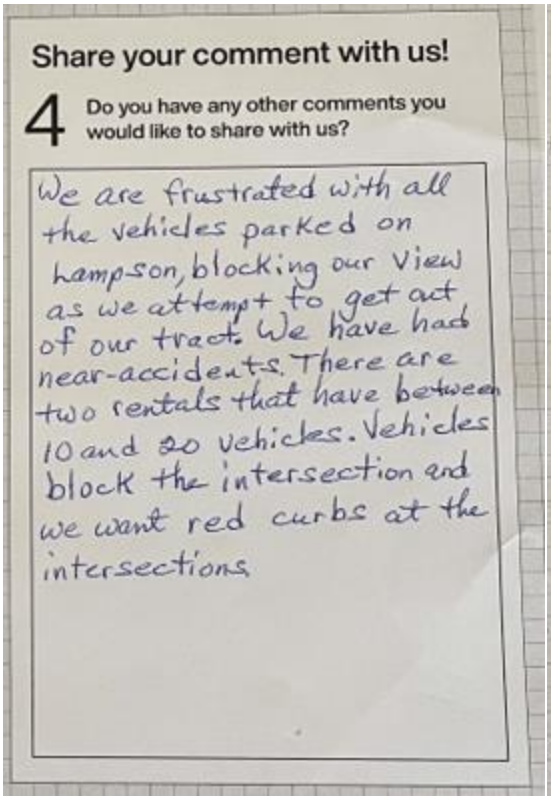
Share your comment with us!

4 Do you have any other comments you would like to share with us?

CRIME HAS GONE UP IN OUR AREA.

OUR NEIGHBORHOOD HAS BEEN CONVERTED INTO A "PARKING LOT." CARS GET TWO CONSTANTLY BROKEN INTO.

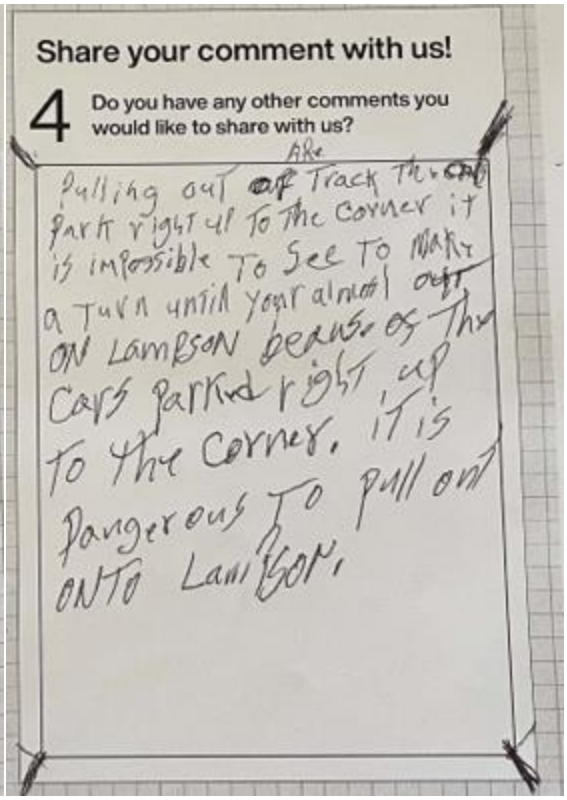
THERE IS ONE AREA IN GARDEN GROVE NEXT TO THE CONVENTION CENTER WHICH NOW HAS RESTRICTED / PERMIT PARKING AND CRIME HAS GONE DOWN 100% PER GGPD. THATS WHAT WE NEED!! CRIME TO GO DOWN 100%.



Share your comment with us!

4 Do you have any other comments you would like to share with us?

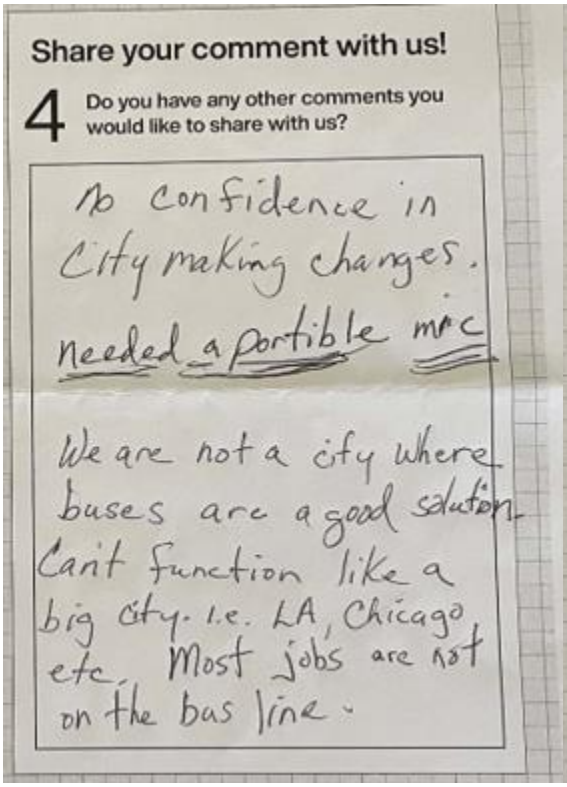
We are frustrated with all the vehicles parked on Lampson, blocking our view as we attempt to get out of our tract. We have had near-accidents. There are two rentals that have between 10 and 20 vehicles. Vehicles block the intersection and we want red curbs at the intersections.



Share your comment with us!

4 Do you have any other comments you would like to share with us?

Pulling out of Track The cars park right up to the corner it is impossible to see to make a turn until your almost out ON Lampson because of the Cars parked right up to the corner. It is Dangerous to pull out ONTO Lampson.

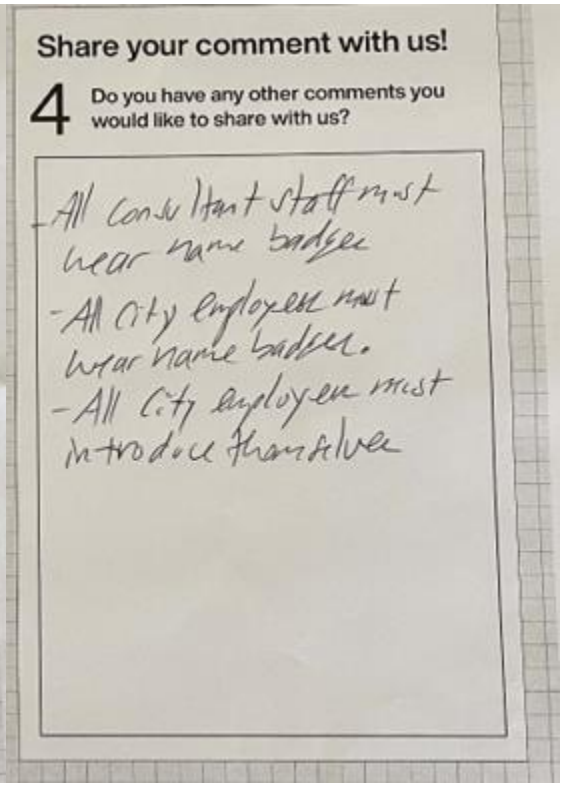


Share your comment with us!

4 Do you have any other comments you would like to share with us?

No confidence in City making changes. Needed a portible mic

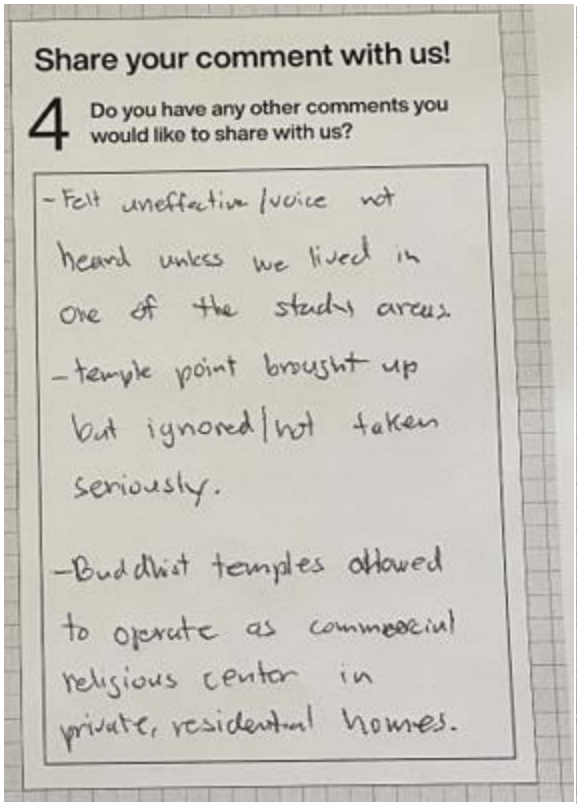
We are not a city where buses are a good solution. Can't function like a big city. i.e. LA, Chicago etc. Most jobs are not on the bus line.



Share your comment with us!

4 Do you have any other comments you would like to share with us?

- All consultant staff must wear name badges
- All City employees must wear name badges.
- All City employee must introduce themselves

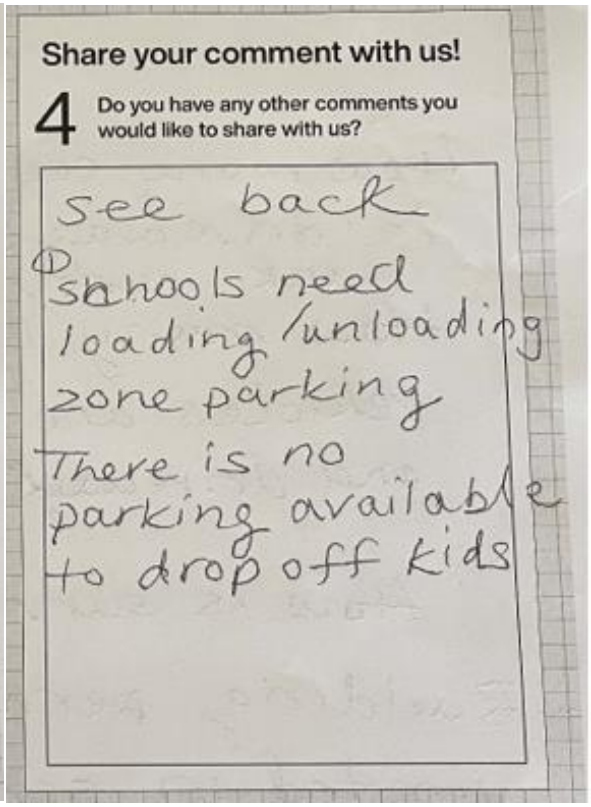


Share your comment with us!

4 Do you have any other comments you would like to share with us?

- Felt ineffective/voice not heard unless we lived in one of the study areas
- temple point brought up but ignored/not taken seriously.

-Buddhist temples allowed to operate as commercial religious center in private, residential homes.



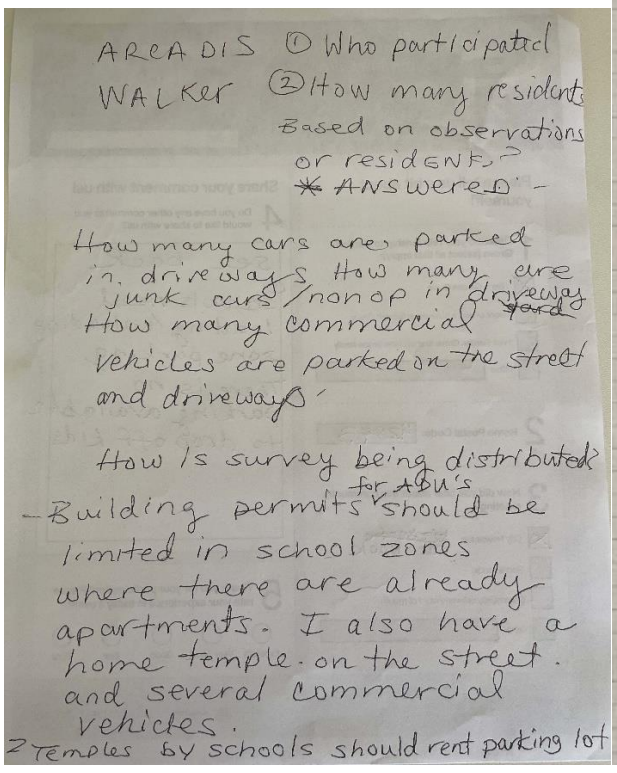
Share your comment with us!

4 Do you have any other comments you would like to share with us?

see back

① Schools need loading/unloading zone parking

There is no parking available to drop off kids



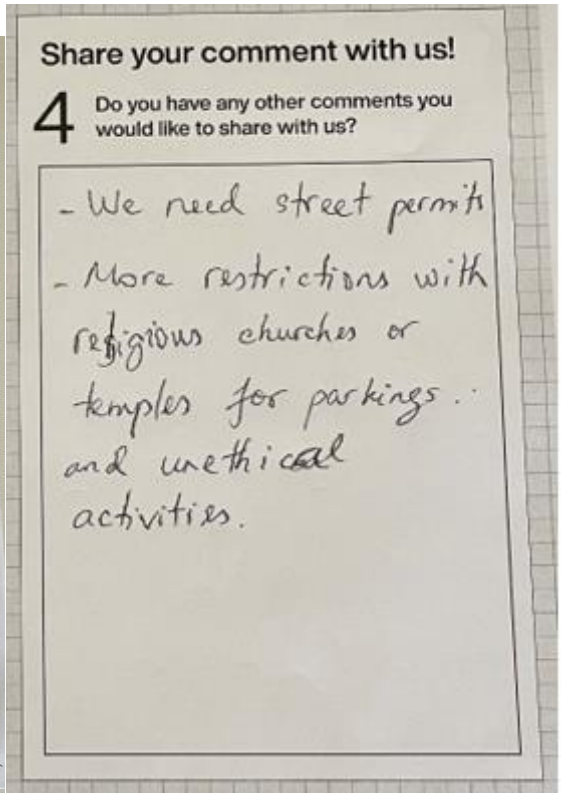
AREA DIS ① Who participated
WALKER ② How many residents
Based on observations or residents?
* ANSWERED -

How many cars are parked in driveways How many are junk cars/non op in driveways yard
How many commercial vehicles are parked on the street and driveways?

How is survey being distributed?

-Building permits for ADU's should be limited in school zones where there are already apartments. I also have a home temple on the street. and several commercial vehicles.

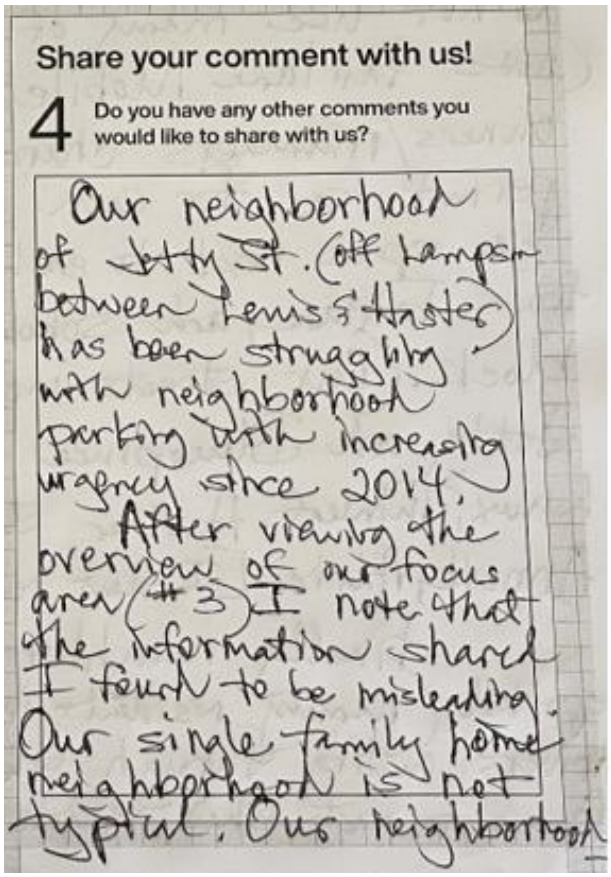
2 Temples by schools should rent parking lot



Share your comment with us!

4 Do you have any other comments you would like to share with us?

- We need street permits
- More restrictions with religious churches or temples for parkings and unethical activities.

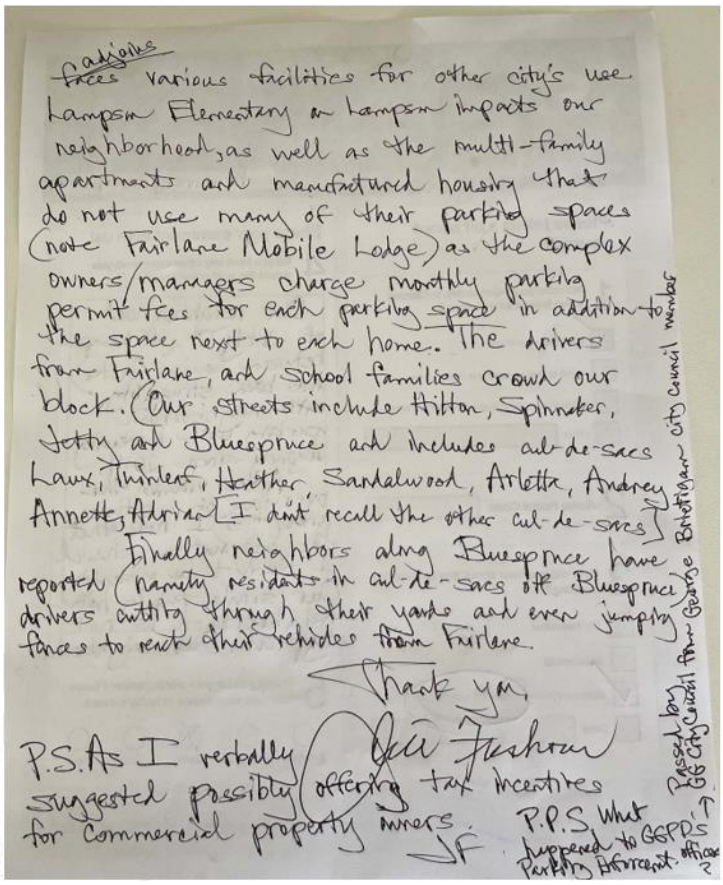


Share your comment with us!

4 Do you have any other comments you would like to share with us?

Our neighborhood of Jetty St. (off Lampson between Lewis & Hastes) has been struggling with neighborhood parking with increasing urgency since 2014.

After viewing the overview of our focus area (#3) I note that the information shared I found to be misleading. Our single family home neighborhood is not typical. Our neighborhood



~~fractions~~ faces various facilities for other city's use. Lampson Elementary on Lampson impacts our neighborhood, as well as the multi-family apartments and manufactured housing that do not use many of their parking spaces (note Fairlane Mobile Lodge) as the complex owners/managers charge monthly parking permit fees for each parking space in addition to the space next to each home. The drivers from Fairlane, and school families crowd our block. (Our streets include Hilton, Spinnaker, Jetty and Bluespruce and includes cul-de-sacs Laux, Thinleaf, Heather, Sandalwood, Arletta, Andrey Annette, Adrian [I don't recall the other cul-de-sacs]) Finally neighbors along Bluespruce have reported (namely residents in cul-de-sacs off Bluespruce) drivers cutting through their yards and even jumping fences to reach their rehides from Fairlane.

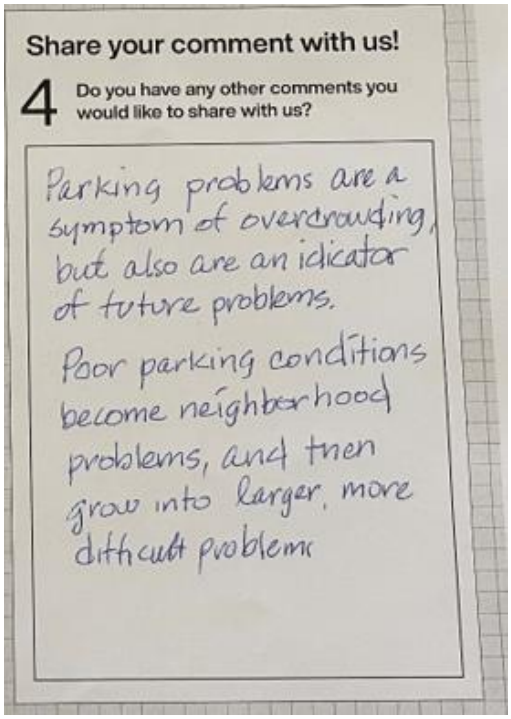
Thank you,

Jen Jackson

P.S. As I verbally suggested possibly offering tax incentives for commercial property owners.

P.P.S. What happened to GGPD's Parking Enforcement officer?

Passed along to GG City Council member Brantigan ~ George



Share your comment with us!

4 Do you have any other comments you would like to share with us?

Parking problems are a symptom of overcrowding, but also are an indicator of future problems.

Poor parking conditions become neighborhood problems, and then grow into larger, more difficult problems

Virtual Meeting Chat Comments

Participant ID	Comment
Participant 1	In my area 2 people would leave their cars for more than 72 hrs. and the driver doesnt even live the neighbor. I have called parking enforcement for them which i am grateful for
Participant 2	We have houses being built in every other house on our block. Garden Grove is no longer a city of single family homes. It's duplex crazy. We have neighbors that have between 10 and 12 cars per house. This is people renting out rooms in addition to new tenants in duplex homes being built in backyards.
Participant 1	i agree with [Participant 2]. Thats my fear for my street.
Participant 3	We have apartment tennants parking on our small street/cul-de-sac. We were told that apartments have to provide enough on site/off site parking for it tennants. Is this true?
Participant 2	Can you address what homeowners can do when duplex renters park their 18 wheeler tractor trailer right in the neighborhood street.
Participant 4	I want to know whether you can limit the family on my opposite side using the curb in front parking his vehicles. I cannot even park my car in front of my house. My friends complained they cannot find any space to park except using my driveway.
Participant 5	Also the bigger concern is people that live in apt complexes and mobile park homes that use residential parking. How do you address that?
Participant 6	What were the conclusions from the live meeting. Seems to me safety and criminal activity was prominent. Because of parking issues our standard of living is gone. Our lives and property are in jeopardy.
Participant 4	Could you make it to a rule allow at least three trash cans out the night before the trash day?
Participant 2	What can we do when renting neighbors wake the whole neighborhood up at 6am on the weekends because they do mechanic work on random cars. Clearly they are a business doing mechanic and body shop work.
Participant 1	I have a question regarding speed bumps. between Westminister and trask cars constantly speed greater than the 30 mph. Especially at night. Is there any way we can install low profile speed bumps?
Participant 4	The problem is my neighbor is running a business fixing used vehicles. It become a hassle for two many big four wheel trucks around the street. This is a residential area, and not an industrial area. This need to have some sort of jurisdiction from Garden Grove.
Participant 6	State mandates want to replace the American Dream of Single-Family Residential neighborhoods and home ownership. They want you to convert your garage and home into multiple residential units. which bring additional parking and crime costs.
Participant 6	The City of Garden Grove needs to think out side the box. Residential permit parking would eliminate those that do not live in our neighborhood having 24 hour access to our neighborhood. Our lives and property are in jeopardy. Car and home break ins are tremendous. This is not America.
Participant 6	In our area there is someone running a business of sales and repairing cars. On street sweeping days they move 20 + cars, then the next day them move those 20+ cars back into the residential neighborshoods.
Participant 5	We seem to be the only city that has such complexity. Most cities around us have permit parking.
Participant 6	Residential parking is provided in Anaheim, Orange, Tustin, Santa Ana to protect the citizens.

Participant 7	Thank you, [Participant 7] here. Thank you for what your doing and collecting the data that Council needs. I can comment that commercial Vehicles and motor homes are not allowed to park in residential area's. Residential would need a permit.
Participant 7	Rv's require a permit and is limited.
Participant 8	We need more Parking enforcement
Participant 9	Is the parking study taking into consideration the high crime rate do too neighborhoods getting turn into parking lots cause of all the overflow of cars that don't live in the area. Area 3
Participant 6	The GG PD, is aware of criminal activity as far as car break ins and it continues. Certain Mobile homes and Apartments do not provide adequate parking. This area needs to be addressed removing parking problems there that spill over into residential neighborhoods. We have 250 to 300 cars that come into our neighborhood daily,.
Participant 4	72 hour parking is not working, parking enforcement says that they would not want them to tow a neighbor's car when they're coming back home
Participant 6	We residents are the eyes and ears for the GGPD. I have stopped calling because of parking issues like the 72 hours thing and parking in the red. Our standard of living is gone.
Participant 9	Resident of Area 3 - has become a parking lot due to number of people who don't live there parking their cars, sitting in cars and not parking there
Participant 10	I don't believe the city will address any of this
Participant 10	Only permit parking will fix this issue in area 3
Participant 2	Nobody has mentioned the trash issue in GG.
Participant 6	agrees with [Participant 9]
Participant 10	I totally agree with [Participant 9]
Participant 2	Trash, graffiti.
Participant 10	Yes they park in front of your home then leave trash in the gutter

Appendix D: Possible RPP Implementation Approach and Considerations

The caveats and challenges around establishing residential parking permit districts have been noted in the body of the report. If those challenges can be recognized and addressed, most importantly the need to establish a parking enforcement effort capable of providing parking enforcement services for street sweeping and in response to calls for service throughout the entire city, we note some considerations for how an RPP program may be implemented.

The main implementation considerations include the procedure for district formation and boundary setting, the number of permits made available, the application criteria, and the cost of the permits. This section reviews an RPP district cost and feasibility study previously done by Garden Grove City staff members, provides an updated analysis, introduces additional considerations, and offers implementation options.

The following bullets summarize the RPP implementation process:

- A methodology for approval by neighborhood residents must be agreed upon.
- Street parking demand should be sufficient to ensure that parking permit fees cover, at a minimum, the cost of RPP program administration, as demonstrated by a resident-initiated application process.
- RPP districts should be established only in areas where they are supported by the majority of residents and/or where their formation would help support citywide goals for livability, traffic safety, or air quality.
- All residents should be eligible to purchase a street parking permit.
- The number of permits distributed is an effort in monitoring and pricing. The number of permits issued may slightly exceed the number of parking spaces through a process used by many parking operators called oversell, but this process must be monitored carefully.
- If parking permit revenues exceed program administration costs, any excess revenue should be reinvested in the neighborhood from which it was generated.

An Initial RPP Application Process

If residents are dissatisfied with a congested parking situation that negatively impacts livability, traffic, and air quality in their neighborhood, the City can allow them to apply for RPP formation. An application should include the following:

- An explanation of parking difficulties
- Requested hours during which parking would be restricted to permit-holders
- The suggested boundaries of the RPP area
- The inventory of curb parking spaces (the City may provide resources with inventory calculation guidance)
- Based on the number of spaces, signatures from an equal number of interested residents willing to pay at least the established cost-recovery prices for a parking permit (i.e., approximately $27 per month)

If the City receives an application and conducts a site visit that confirms the parking is congested (i.e., over 85 percent utilized or another, desired parking utilization goal) in the proposed area during the suggested hours of

restriction, the City may proceed with a stakeholder meeting. Notice should be given to residents on the suggested RPP blocks, as well as to residents within a several block radius who may be affected by the creation of a permit district near them. During this meeting, City staff can share the results of the site visit highlighting the lack of available parking in the area, residents interested in a permit district can share their reasons for wanting to establish it, and anyone opposed to the district formation can voice their concerns.

Demand-Based Permit Pricing Strategy

For a permit to guarantee access to parking, the number of permits distributed must be determined; there may be an "oversell" factor to consider, or not. At cost-recovery prices, however, it is possible that in some areas, more residents would be interested in purchasing a permit at this price than there are spaces available. The prices currently paid by some residents for an extra guaranteed off-street parking space indicate that this may be the case. To avoid issuing too many permits, the City should attempt to find the correct price, at which demand for permits equals the number of spaces (or is slightly lower, if setting aside some spaces for temporary visitor parking permits).

One effective way for the City to discover the right price may be through a uniform-price auction, which can be accomplished through a question on an RPP ballot asking residents how much they would be willing to pay for a permit. Then, the permit cost can be set at the lowest price that avoids too many permits being issued.[10] This means that if there are 35 spaces, parking permits will be sold to the 35 highest "bidders" but, rather than being sold at the maximum price each individual was willing to pay, at the same price for everyone (the 35th highest price). Uniform-price auctions are sometimes used to allocate parking permits in places with a limited number of spaces available, such as college campuses. Ballot responses need not be binding, but anyone who indicated willingness to pay at or above the determined price can have the first opportunity to purchase a permit. Any remaining available permits can be allocated on a first come, first-serve basis.

As with any pricing system in which higher income and lower income people compete for a limited good, pricing can appear inequitable in terms of policy. However, street parking may be more valuable to a lower income individual than to someone with an unused off-street parking space. Community outreach revealed many people in lower-income neighborhoods would be likely to value an opportunity to pay for the parking availability.

Ballot Mailing and Communications

After the stakeholder meeting, the City can mail out ballots to residents within the proposed permit district and the surrounding blocks. The ballots should briefly explain proposed district, summarize any arguments in favor or in opposition, and offer residents two questions:

1. Do you support the formation of the RPP?
    - Yes, no, or N/A
2. What is the maximum price at which you would be interested in purchasing an on-street parking permit?

[10] Because there is potential that in the future, the market-rate price for dedicated on-street parking would result in more revenue than necessary to administer the program, the desired permit area should be designated as a "Parking Meter Zone" rather than a "Residential Parking Permit Zone." Resident permits may still be made available, at or below the meter cost, in Parking Meter Zones.

- $ _____

Clear communications are an important component of the voting process. Informational material in the ballot packet should include an FAQ clearly explaining how the uniform price auction works, highlighting that everyone who gets a permit will pay the same price, and explaining that higher bids are not binding but increase both the final permit cost and the likelihood a resident will have the opportunity to purchase a permit.

The City can determine the share of "yes" votes needed in support of district formation. If the City finds that an RPP would result in public benefits such as livability, safety, and air quality, a simple majority may be sufficient. Alternatively, the City may also initiate or streamline the RPP formation process if improved parking management is deemed necessary in an area to support citywide goals.

Technology Solutions and Visitor Parking

Permits and permit management: Some permit management services may be outsourced, automated, and made available online. Parking permits can be provided as physical hangtags or stickers and/or linked to license plates. Simple hangtags may be transferred to others when not in use by the primary permit holder. License plates can also be added to a permit virtually, and virtual permits facilitate enforcement that can be easily done via LPR.

Visitor parking: Some technology solutions, such as those offered at large apartment complexes, allow residents to sublease their reserved parking spaces while they are away, eliminating the need for dedicated visitor parking spaces. It may be worth exploring similar technology solutions that could allow permit-holders to give others access to their permit while they are away, to ensure that curb parking spaces are used efficiently and provide as much access as possible.

However, if this is not feasible, the City may wish to slightly reduce the number of resident permits sold and reserve a few spaces in the district for temporary parking, which could be available for purchase in person, online, or by phone. Another option is to allow visitors to park without a permit during hours of lower parking demand, during which many residents are at work, such as between 8:00 am and 3:00 pm.

Parking Benefit Districts

Although we discuss parking benefit districts in the body of the report, they are worth reiterating here. The benefit is locally focused revenue and management although the administrative efforts required for such an effort should not be underestimated. If there is ever such high demand for street parking in an area that cost-recovery permit prices would not be sufficient to improve the situation, prices should be increased as much as necessary to bring demand in line with supply. In this case, rather than simply establishing an RPP, the City should establish a Parking Benefit District (PBD). Any permit revenue in excess of administrative and operational costs should be returned to the area in which it was generated.

Examples of plans or programs that provide localized benefits from PBD revenues include:

- Free public WiFi for the area (Ventura, CA)
- Free transit passes for residents (Boulder, CO)

- Cash payments to residents without a parking permit (Honolulu, HI)
- Street beautification, cleaning, and security (Pasadena, CA)
- Sidewalk improvements, curb ramps, lighting, and bicycle lanes (Austin, TX)

State law may currently constrain the amount of excess revenue that an RPP can generate, which could occur if the demand for on-street parking significantly exceeds the supply. However, there may be ways to characterize or form the district in a way that it can support more services desired by the community. Excess permit revenue could be reinvested to support sustainable transportation and land use initiatives. For example, the City might improve connectivity and accessibility for pedestrians and bicyclists, provide on-street secure storage and charging for bikes and e-bikes, or help coordinate access to a car share program that could allow households to reduce their vehicle ownership. Some online services advertise and lease private off-street parking spaces in Garden Grove for approximately $100 to $150 per month, so it is at least possible that demand for street parking could exceed cost-recovery prices and result in benefits to the public. This possibility should be introduced in district formation stakeholder meetings, and information should be communicated to residents in ballot packets.

RPP revenues could fund pedestrian improvements, such as sidewalk ramps.

Appendix E: Cost and Funding Considerations (Task 4.2 in the Scope of Services)

Introduction to Funding Sources and Cost Considerations for Residential Parking Issues

The Menu of Options section of this engagement's comprehensive report (submitted first to SCAG and City staff in memorandum form as Task 4.1 – Menu of Policy Considerations) were created to address concerns related to the identified lack of curb parking availability in some portions of the six residential study areas included in this study. Per the Scope of Services for this task 4.2 Walker evaluated:

- The potential for parking revenue from curb parking in residential areas
- Potential funding sources for implementing the strategy recommendations discussed in Task 4.1 – Parking Recommendations for Garden Grove
- Expected costs associated with the recommendations for consideration

We provide this information to the extent it can reasonably be determined in the context of the parking issues and solutions identified for the City at this time. In most cases, the number of considerations and variables that still must be determined makes accurate cost projections impossible.

We found that virtually all the solutions to parking issues that we identified depend on a fully established, City-wide parking enforcement effort, an effort that is making huge strides in the City but is still being established. Until the foundational parking enforcement effort for the City can be defined, established, and the full costs to do so quantified – including, at a minimum, consistent enforcement for street cleaning, responses to calls for service, and seventy-two hour length of stay enforcement – it is not possible to quantify accurately the costs of additional parking recommendations. This basic parking enforcement effort is the critical foundation of making any improvements to parking conditions and is therefore the primary focus of this memorandum (included as an appendix in the report for this engagement).

Potential for Public Parking Revenue

The City currently does not generate revenue from on-street parking fees, timed or permitted parking, despite the high demand for parking and the costs to maintain and enforce parking. Even on-street parking permits for recreational vehicles are provided to residents at no cost to the permittee.

For the purposes of this analysis, we do not consider parking citation revenue to be a parking revenue source; a best practice for parking enforcement is the goal of full compliance, not violations that fund broader City

government or a parking program. We note that currently, parking citation revenue contributes to the General Fund, not a designated parking fund .

Efforts to collect parking revenue require labor, technology, and other resources. The effort to generate parking revenue therefore creates its own costs. These costs can exceed the amount of revenue that can be collected.

The potential for public parking revenue beyond cost recovery in strictly residential areas of Garden Grove is, at this point, low. Public parking in commercial districts typically generates more revenue than public parking in residential areas, and even in commercial districts, cities face challenges covering their parking operating costs; capital costs are rarely covered by public parking revenue.

Potential Funding Sources

Our recommendations contained in the report's Menu of Options are operational and programmatic in nature, rather than capital investments. Based on our recommendations and findings, the key question in determining funding for the parking solutions under consideration is whether solutions should be self-funded (borne by the parker), the General Fund (City), or a combination of the two. Residential parking permit (RPP) programs are enormously resource intensive, if they are to be effective. They are costly to administer and enforce, and finding staff can be difficult. In our experience, the full cost of most municipal residential parking permit programs is typically not borne by the residents in the district but by residents and businesses Citywide, although we would not recommend this. Those who benefit directly from a program should pay their fair share.

Because our recommendations are operational in nature, the typical funding sources utilized for capital improvements for transportation or real property do not apply. Rather, the question for the City in this case comes down to a policy question: To what extent should programs and policies designed to manage and improve parking in a specific location be self-funding? Creating a parking program to be self-funded is considered a best practice. It allows a City to track carefully expenses, revenues, and other key metrics to be able to manage parking resources as effectively as possible. For cities with goals to improve social equity, environmental sustainability, and public health, a goal of this engagement as outlined by SCAG, self-funding of parking can be a useful tool as well. However, such a policy can result in what may be considered unacceptably high costs for parkers, dissuading them from participating in proposed parking programs and resulting in no change in areas with issues of ongoing, congested street parking, unless street parking is effectively restricted and/or priced.

Costs will be particularly high until programs that can cover large numbers of parking spaces and streets are established. Without a critical mass of parking spaces and parkers, the cost per space of these measures is high. Determination of these costs is therefore dependent on a determination of the number of, for example, off-street parking facilities that may participate in a shared parking program, or on-street spaces that may have further restrictions placed on them.

Expected Costs Associated with Solutions for Consideration

Because of the many variables associated with our solutions, in this memorandum (and appendix to the larger engagement report) we highlight policy and cost considerations and include costs only where we can identify them within a reasonable range.

The most notable, new measure for which we analyze costs is a shared parking program, through which additional parking spaces could be made available off street when residents cannot find adequate street parking. Costs to the City in helping residents find spaces for rent, on an individual basis, would be minimal, with costs generated only from City administrative time to publicize the availability of platforms where the owners of parking spaces may advertise parking spaces for rent to residents who need them. The cost to rent parking spaces, which we project to range from $65 to $120 or possibly more per month, would be borne by the parking space lessee.

However, if the City were to take it upon itself to lease parking facilities available in the evenings for public use, the costs to the City could be significant unless some or all the cost is passed to the parker (which we recommend).

Total costs for leasing entire facilities for evening parking could require the cost of leasing the spaces as well as (financial) commitments for signage, upkeep, and insurance. A minimum of $1,000 in upfront capital costs in addition to $25 to $50 a space per month in ongoing costs should be expected in this case. While significant capital cost outlays for parking gates and license plate readers could reduce operational costs significantly, we do not recommend a significant capital outlay to support a shared, off-street parking effort for residents at this time.

However, parking enforcement is likely to be the most significant cost for such a program. The cost of enforcement depends on many variables, foremost of which is who performs the enforcement and the number of off-street parking lots that may be incorporated into the program. More spaces and lots means fixed costs can be spread among more parkers, lowering the cost per parker.

Parking issues on residential streets have become an issue in cities throughout Southern California, exacerbated by more drivers per residential unit as a result of high housing costs. Many cities in the region are struggling with this issue of increased residential parking demand and the adverse effects on street parking.

These same cities also tend to lack dedicated parking enforcement staff who proactively enforce a comprehensive set of regulations customized to address the unique needs of each city. When staff with other responsibilities (whether the staff be code compliance officers, police officers, or other staff) are also responsible for enforcing parking regulations, their parking enforcement duties often become secondary. As a result, parking regulations go unenforced. The problem is not the staff but an organizational and regulatory structure that does not prioritize parking management.

The development of comprehensive parking policies, adequate staffing, and technology resources is crucial. This foundational policy framework and staffing for parking enforcement must be in place before additional parking policies and programs – and their costs - can be determined and effectively applied.

It is important to note that the City is far ahead of most cities in the region. The City has an experienced parking professional on staff focused on the enforcement effort, is hiring and training staff, and working across departments to implement an effort that will be the foundation of any future parking regulations and programs. Although the parking enforcement is quantitatively and qualitatively improving in the City, as discussed in the Menu of Policy Options for the final report of this engagement (and initially presented in Memo 4.1 of this parking study engagement), it is still a work in progress. More staff and resources to support the current program (including training and technology) will be necessary to adequately provide basic parking services city wide.

Only with the establishment of a foundational parking enforcement program with adequate staffing and resources should additional parking measures and programs be considered and planned.

This Task 4.2 Financial Considerations (and appendix to the comprehensive report for this engagement) briefly reviews the Menu of Options for recommendations, related costs, and possible sources of funding. Some of the parking and access strategies recommended—including the leasing of off-street parking for public parking, would require payment participation by parkers, support from the City's General Fund, or a combination of funding from both sources.

We note that Walker is not a financial advisor and does not act in that capacity. To provide complete financial advice, an advisor in this role must have a comprehensive understanding of the City of Garden Grove's finances, which is beyond the scope of services for this engagement. Any financial guidance provided here is policy driven and based on the findings of this parking study and the recommendations provided in the Menu of Options section of this engagement's report.

Current Parking Fee Structure, Revenues, and Opportunities for Parking Revenue

As outlined in the existing conditions report, any legal parking at the curb in residential areas in the City of Garden Grove is currently provided free of charge. Street cleaning restrictions and the State's seventy-two-hour time restriction apply,[11] along with the standard red curb restrictions, such as those related to the proximity of legal street parking to intersections, fire hydrants, and driveways, typically for safety reasons.

> *All public on-street parking in the City is currently free to motorists. There is no current parking fee structure or otherwise paid public parking, and no parking revenues.*

The supply of on-street parking spaces is a finite resource. Even if it can be increased, ultimately there is a limit to the number of spaces that can be provided at the curb. It is a best practice that paid parking for on-street spaces be demand-based, to balance the demand for parking with the supply of parking when demand exceeds supply. Over time, such a policy may even generate revenue as a byproduct, which can provide benefits for the neighborhood, with the most practical nexus being improvements to parking and other modes of transportation, though localized parking revenue can fund anything from "clean and safe" maintenance and security programs to free Wi-Fi for neighborhoods.

However, we note that even when paid parking is implemented, the paid parking program has associated costs, which include the costs to collect revenue and enforcement hardware, software, fees, administrative time, and operating costs of enforcement, and citation adjudication. Parking revenue may not fully cover the cost to operate a paid parking program.

Citation revenue from parking infractions may also generate revenue. However, we do not include citation fees as a material source of revenue, nor recommend relying on them. The purpose of parking enforcement is to manage parking to enhance the convenience, safety, and quality of life of the community. A well-run parking enforcement operation is a system with full compliance and theoretically no citation revenue. It is not a best practice in parking management to rely on citation revenue. To the extent that revenue from parking citations is generated, it should support the ongoing parking enforcement operation, to maintain compliance to support the quality of life in the community.

Despite the high demand for parking along some residential blocks of Garden Grove, there are no parking fees or associated revenue in the City.

Expected Costs Associated with Solutions for Consideration

Below, we review the recommendations set forth in this engagement's report's Menu of Options section (originally presented to City and SCAG staff in the Task 4.1 Memorandum for this engagement) and considerations for determining costs.

[11] California Vehicle Code §22651(k) makes it illegal for a vehicle to be parked in the same spot for more than 72 hours, on any public street in California. After 72 hours, the vehicle may be cited and/or towed.

Citywide Parking Enforcement Recommendations and a Residential Parking Permit Program

The key recommendations contained in the Menu of Policy Options (initially included in the Task 4.1 Memorandum, submitted for this engagement) depend on the development and implementation of effective parking enforcement, which is key to any improvement in the on-street parking issues identified. A solid enforcement program, supported by sufficient staffing, equipment, and financial resources, must be in place for additional parking measures, such as residential parking permit districts, coordination of shared parking agreements, or end of driveway permitted parking, to be implemented effectively. Parking management will not have positive results if set up in a piecemeal or patchwork fashion. Parking measures must be established comprehensively.

The cost and scope of this full program must be fully in place to quantify additional costs and scope of any expanded parking enforcement program, first and foremost a residential parking permit (RPP) program. Because the basic street cleaning and response to calls for service program are still being resourced through additional staff, training, and resources, we were unable to accurately project the costs to the City to establish a fully responsive city-wide enforcement program, nor a residential parking permit program.

Further, the extent of the need for additional parking programs cannot be determined if the existing parking rules are not fully enforced. The foundational program must be given time to work to address the parking issues identified.

The Foundation of a Municipal Parking Program

A comprehensive parking enforcement program needs a clear mission and guiding (policy) principles, must be supported by City leadership, and informed by City leadership and the public once given the chance to understand parking management principles. Only then can a program be developed in an informed fashion and be effective. The guiding principles should be determined on a policy and operational basis, Citywide.

Any new parking programs must be constructed on the parking program foundation to meet the needs of the City. The program should be adequately resourced, including funding, staffing, and the appropriate technology. The foundational program is key to the success of any new policies for several reasons, including an understanding of its impacts on parking conditions, the extent to which additional resources are needed, and how the additional resources should be applied (what about current rules are insufficient to manage parking currently)?

Determining the specific needs of a Citywide parking enforcement program is an ambitious undertaking. The cities in the SCAG region that have a comprehensive parking enforcement program and dedicated parking enforcement staff are the exception and typically have taken many years to fully develop a parking program.

We studied parking conditions and possible solutions in six study areas, but determined that from a cost perspective the application of solutions for all or part of the six areas under study would be impractical to consider. A “critical mass” of participation by residents and neighborhoods across the City would be needed to provide any one neighborhood with adequate parking enforcement resources. Otherwise, the parking enforcement resources will be too expensive or insufficient to succeed.

Next Steps for a Citywide Parking Enforcement Program

To develop cost estimates for a comprehensive Citywide parking program that would address the residential parking issues heard from members of the public, we suggest that the City first pursue the following (the cost of which cannot currently be determined due to the variables involved):

- A focused, educational effort for top City elected officials, commissioners, and managers regarding municipal parking enforcement principles, strategies, and tradeoffs of increased parking enforcement.

- Development of a parking program, informed by the aforementioned educational effort, including a setting of priorities for policies and resources for a Citywide parking enforcement effort. This conversation should be led by a knowledgeable parking professional.

- A determination of where the parking enforcement effort and staff should be housed within the City government organizational structure. As a municipal parking enforcement effort best practice, we recommend that a dedicated parking enforcement program and its staff reside in a single department, to keep the effort and its funding focused and to have all communication regarding parking enforcement directed from one source. Based on our understanding of the City of Garden Grove, keeping the parking enforcement effort in the Public Works Department would be most appropriate. Other departments may assist in the parking enforcement effort, but it should be directed by dedicated parking professionals whose mission and entire responsibility is parking enforcement. This focus will ensure that the parking enforcement effort will be maintained, with clear and consistent training, protocols, and messaging by staff dedicated to parking, for communications both to the public and within City government.

- Updating and fulfillment of resources as needed to implement the desired program, including personnel, parking enforcement hardware (such as license plate recognition systems), software, adjudication services, and training. Our understanding is that the parking enforcement effort, ramped up over the past one to two years may already be outgrowing the existing citation technology used by the City.

The Current Enforcement Program

It is useful to note that current parking enforcement effort, which is growing in staffing and capabilities, essentially is two programs:

1. The first focuses on on-street parking enforcement for street cleaning days and enforcement in off-street public parking lots (including in downtown, library lots, parks, and some school lots).
2. The second focuses on response to citizens' and businesses' calls for service including for violations of parking exceeding the seventy-two hour limit, which sometimes involves coordinating towing services.

Parking enforcement resources have not historically kept up with the basic needs of parking enforcement. This is in part because, as is typical in all but a few Southern California cities, parking enforcement responsibilities often fall on staff whose primary responsibility is *not* the enforcement of parking violations. While staffing dedicated specifically to enforcing parking has expanded considerably to six part-time (1,000 hours per year each) and one full-time parking enforcement staff, Garden Grove's parking enforcement still faces significant challenges in conducting enforcement of the basic parking regulations and restrictions; staffing is insufficient for those performing these duties to break away from their routes to proactively enforce myriad, additional violations.

As noted, how the City should expand its program from this point requires a larger discussion within City government. Different levels of service of parking enforcement will correspond with different levels of improved parking conditions on the street. Improved levels of service also come with both higher costs (investments in labor and technology) and increasingly strict levels of parking enforcement. Greater efforts will yield better results but may also be accompanied by concern from those affected by increased enforcement.

As stated previously, revenue generation from parking citations is not the goal of the parking enforcement effort. Revenue from parking citations will initially increase, but parking enforcements' goal is compliance and improved conditions on the street, not revenue generation. The target level of service is part of the needed Citywide discussion that, in our view, the City needs the opportunity to have before cost projections for future programs can be provided.

Previous City of Garden Grove RPP Study of Cost and Feasibility

As noted in the report's Menu of Policy Options (originally submitted to City and SCAG staff as Task 4.1 Recommendations Memorandum), in 2015, Public Works staff prepared a memo to analyze the cost and feasibility of implementing a residential parking permit program. A study was done based on a hypothetical block with 15 residential parcels, considering the administrative procedures and costs necessary to (1) form and (2) operate an RPP district. The study contained the following assumptions.

A. Initial implementation actions for district formation included:
    - Initial Traffic investigation
        - Traffic Engineering and Police Department – 3 site visits
            - Assess parking capacity
            - See if parked vehicles belong to residents
            - Set preliminary boundaries and parking times
        - Code Enforcement - review of off-street parking at properties generating parking demand
    - Neighborhood and Stakeholder Meeting
        - Mailing notices advising of the meeting

        - Community meeting with Traffic Engineering, Police Department, and Code Enforcement
    - Ballot Mailing and Processing
    - Public Hearing with Traffic Commission for recommendation to City Council
    - Staff Report and Draft Resolution
    - Sign Installation
    - Permit Issuance

  The study estimated the district formation costs at $7,600, which for a full cost-recovery program, would equate to a first-year cost of approximately $500 for each of the 15 parcels on the block.

B. Operational actions included:
    - Parking enforcement and citation processing
    - Administration
        - Annual permit renewals
        - Temporary permit issuance
        - Ongoing map revisions
        - Customer service calls
        - Database and record keeping

The study estimated the annual operational costs (minus estimated citation revenue) at $11,145, which for a full cost-recovery program, would equate to an annual cost of approximately $700 for each parcel on the block.

Analysis of City study: The study provided cost estimates that are a useful basis for an updated analysis of potential cost distribution. Providing parking permits to every resident on a street with congested parking would not necessarily improve the situation or reduce parking search times if most vehicles belonged to residents, as is likely the case in many of the residential study areas. Instead, the best practice is to limit the number of permits sold to the number of curb parking spaces available. In this case, it makes sense to charge only those residents who choose to purchase a permit. Sample study area blocks with approximately 15 parcels had curb parking inventories of approximately 35 spaces. In this case, *the initial district formation cost would be $215 per permit holder, and the cost of covering annual operations would be $320 per permit holder, or $27 per month.*

If curb parking on a street is already fully or nearly fully occupied overnight, distributing permits equal to the number of spaces available would be unlikely to significantly alter the parking demand in surrounding areas because when curb parking is full on one street, the surrounding streets are *already* experiencing spillover parking demand. Permits would simply create a more predictable and efficient system.

The RPP study performed by the City in 2015 demonstrates the high cost of such a program per residential property, yet it did not account for the most costly and complex part of the program, its enforcement and administration. In this way, overall costs may have been underestimated.

Expected Cost Considerations Associated with Facilitating Shared Parking

Our study found some underutilized off-street parking in commercial off-street parking lots, in parking lots serving schools and other semi-public facilities, and in parking spaces belonging to individuals, including in areas where

street parking was full. Parking demand for residents is highest in the evening, when these properties typically have the least need for parking. We recommended pursuing measures to facilitate the sharing of this parking.

Here we identify challenges related to shared parking and considerations regarding costs.

Facilitating individual parking space rentals:

Rather than a City-managed program, the leasing of available, privately-owned residential parking spaces by those who have them directly to those who need them, can – and likely should – be undertaken through the free market. As noted in the Menu of Policy Options in this report (originally submitted to City and SCAG staff as Task 4.1 Recommendations Memo for this engagement), online platforms that provide a marketplace of lessees and lessors of parking spaces for monthly (as well as daily and hourly) rentals of parking spaces are accessible to the general public to facilitate this effort. While these services tend to be more heavily utilized in urban areas, even in Garden Grove, we found that some parking spaces are already being advertised for lease this way for approximately $100 to $150 per month or more.

The costs to the City of facilitating this use of underutilized parking spaces is minimal. The City may wish to publicize the service in general while avoiding the endorsement of any specific platform. Making more residents aware of the opportunity to rent out their parking spaces could create competition among suppliers and result in even more affordable options. Ordinance changes may be necessary to ensure that the leasing of code required spaces did not violate City requirements.

Encouraging residents in need of parking to look for unused parking spaces through the private market can create a valuable source of income for some, and convenient parking options for others, relieving the pressure of parking demand at the curb. Helping potential lessees and lessors connect with one another could increase the Citywide effective parking supply by hundreds of spaces around the City, in some cases where those spaces are needed most.

Facilitating the shared use of larger off-street lots:

Making entire private surface available for residential parking at night is more complex – and costly - than an individual renting out their space. The challenges to making underutilized off-street spaces available, and which may have cost implications, include the following:

- A sufficient financial incentive to make parking spaces available to the public, whether for a private owner, the school district, or departments in the City in charge of parks and other public facilities.
- Additional concerns (including maintenance, security, insurance, and enforcement) that owners may wish to address before making parking spaces available to the public.
- Identifying parking locations sufficiently close to parkers' residences so as to be desirable for their parking needs. Too far from home and residents may not park there.
- Key policy decisions: A determination of whether underutilized parking should be made available to any member of the public or restricted to those who are authorized, based on pre-determined qualifications such as daily, monthly, or annual payment.
- Determination of who should pay to use the parking, and how much. Should all costs be covered by the parker?
- Changes to City ordinance to allow for the sharing of available commercial or institutional parking.

Below we consider these costs in greater detail.

For Commercial and Institutional Surface Parking Facilities

We discuss these considerations in the context of parking facilities serving commercial uses, but this discussion could apply to parking facilities serving City facilities (such as parks and schools) or houses of worship as well. For open public parking facilities, the terms of agreements to make parking available to residents will vary, but may include the following cost considerations:

- A per-space monthly or annual fee to the property owner, whether from the parker or the City: The fee per parking space (or parking facility) must be sufficient for the owner to make parking available to residents (potentially along with some of the additional incentives outlined below) and sufficiently affordable for a material number of parkers or the City to pay for the use of the parking. Previously in our study, we summarized dollar amounts that residents were willing to pay - and property managers willing to lease - parking. Information that informs monthly parking rates included the following:
    - Some renter households in Garden Grove said they (already) pay $30-100 per month for an extra off-street parking space. Others would be interested in paying for a convenient dedicated parking space but do not have the option.
    - In neighborhoods with congested street parking, property managers believe residents would be willing to pay for a guaranteed on-street parking space or a space in a convenient off-street location, potentially up to $50 or $75 per month.
    - Approximately, *18 percent of question respondents expressed willingness to pay* $46-50 per month, or $550-600 per year for a residential parking permit, which can be considered an inferior or superior substitute to a dedicated off-street space in the evening. While this is not a direct comparison to leasing off street parking spaces, it suggests a willingness to pay.
    - A review of parking space rental sites for residential users found lease rates for individual spaces of $150 or more for 24-hour access to parking spaces.

  Based on these findings, we estimate a monthly parking rental fee of $65 to $100 without the additional benefits provided below to property owners, and discounted if these additional benefits are provided to property owners.

While the cost-neutral approach of having residents directly fund the leasing of parking spaces for their use is preferable to the City's general fund covering the cost of the program, City involvement may help provide confidence to parking lot owners who are unwilling to simply rent spaces to unknown members of the public.

- Annual costs to maintain a surface lot ($15 - $35 per space per year): Parking facilities are costly to maintain (spaces in structures even more so than surface lots). Per stall costs may range substantially from $15-$35 per year, and owners may welcome financial assistance from the City in this regard, as an incentive to make their lots available for residential parking at night. This would be the annual cost for all maintenance items, excluding long-term maintenance/resurfacing, which could add up to $5,000 per surface lot, if the City chose to shoulder this cost to incentivize owners to participate in a public parking program. The extent to which the City and parking lot owner agree for the City to cover the full costs of maintenance would be a negotiation, given the use for residents likely only in the evenings.

- **Signage (Estimated $1,000 per facility one-time cost):** Signage may be needed to communicate that a parking lot or some parking spaces are available to authorized or otherwise permitted residents, beyond those associated with the property, as well as any restrictions or limitations on the parking (such as "residents with permit may park 6:00 pm to 6:00 am"). We assume one to three signs per location at a cost of $200 to $300 each. If poorly lit, for use at night, there may be additional lighting costs, although typically City requirements for parking lot lighting are already in effect.
- **Annual costs to insure ($10 - $20 per space):** Liability issues and insurance are often cited as an obstacle to private owners allowing public parking in their surface lots. The owners of the facilities will have property insurance, but they likely will not want to carry liability insurance to cover public use of their facilities. However, if the City is self-insured, it should explore whether the coverage can be extended to private facilities. If so, there could be no/or minimal additional costs to insure. This is a legal question to be explored with the City's legal counsel.
- **Lighting costs**: We assume these costs would already be covered by the existing infrastructure in the parking facilities.

Parking Enforcement, Security, and Daily Maintenance for Shared Parking for Residents

Unless securely gated, a parking facility needs enforcement procedures to ensure that only authorized parkers are utilizing spaces. The cost of enforcing parking – and whether that cost is covered by the City or the parker - will depend on the City's policies for a shared, off-street parking program.[12] These include:

- Who is eligible to park in the off-street lots? The greater the restrictions on access, the more enforcement that is likely to be required. If a parking lot is made available to all members of the public for parking in the evenings, as a City service free of charge, maintaining security and cleanliness of the lot will be important, but the parking enforcement effort can be minimal, monitoring for illegally parked vehicles. However, if only authorized parkers may park in the lot, whether those who pay on a nightly, monthly or annual basis, or who otherwise receive a parking permit to do so, a more active – and costly - parking enforcement effort would be required.

  We note that access could be controlled using parking gates, but such a capital investment can far exceed the cost of manual enforcement and requires regular maintenance and monitoring, adding labor costs to the capital and technology costs of gated parking, in addition to the administration of a parking program.

- Credential to park: If parking is not made available to everyone, a credential is required to prove authorization. This may be a physical hang tag or sticker, which requires proof of eligibility, the ability to collect fees, distribution of a permit, and other administration of the program. This process can be facilitated with a pay-by-plate method of payment and enforcement. However, significant technology and training on the back end of the operation to enforce parking authorization is required.

[12] This discussion assumes City involvement in the program. Elsewhere we discuss considerations for shared parking based on individual agreements and transactions.

- Who enforces? Currently, Walker was told that the low number of cars observed "poaching" off-street commercial parking lots near our study areas was due to tow trucks aggressively enforcing parking restrictions in the private lots. While towing companies could continue to enforce, determining parking eligibility of parkers adds significantly more complexity to enforcement than towing any car observed parked after business hours. As noted above, this is particularly true if technology is required for enforcement.

  It is possible that the City's parking enforcement program could enforce parking restrictions on private property. Though unusual, it is a practical measure in recognition that on-street and off-street parking supply and demand are closely linked and can be permissible under state law (citations may be issued by a public agency on private property). The practice is increasingly used by cities in California, most notably Sacramento but also in smaller jurisdictions such as Fort Bragg. However, due to the current, limited number of parking enforcement staff available to enforce basic parking infractions across the City, as discussed elsewhere in this study, parking enforcement staff is insufficient to enforce evening residential parking in commercial properties.

The question of who would enforce a formal shared parking program directly informs costs to the City, *unless the costs would be passed on directly to parking users*. We note the following considerations as they relate to parking enforcement. The following outlines possible options for formal enforcement of a shared, off-street parking program for residents:

1. Tow Truck Enforcement
   - Advantages:
     - A system already in place in the City
     - Self-funding (not cost to the City)
   - Disadvantages:
     - Blunt instrument with excessive penalties
     - Towing becomes the only violation recourse.
     - More nuanced enforcement (warnings, citations) becomes challenging

2. Enforcement by a private parking operations firm:
   - Advantages:
     - Potential for flexible resources based on how many or how few parking facilities require enforcement. Can leverage staff due to proximity to operations in nearby jurisdictions.
     - Abundant and professional resources including staffing expertise and technology
     - Can be funded directly by parkers.
   - Disadvantages:
     - Cost per parking facility or space could be significant if there is no critical mass of spaces for which to distribute costs.
     - Limited ability to cite vehicles on private property. Warning tickets and towing only violation recourse.

3. City parking enforcement
    - Advantages:
        - Direct control of enforcement by the City
        - Ability to issue citations on private property
        - Close policy and operational implementation with City staff
        - Existing staff and operation, with local knowledge
    - Disadvantages:
        - Current insufficient staffing levels
        - Lack of flexibility in resources to adjust to a growing or shrinking off-street parking program

4. Property owner enforcement
    - Advantages:
        - Owner controls their own property
        - Minimal City involvement
    - Disadvantages:
        - Onerousness and/or cost could dissuade participation or upkeep of lots
        - Lack of flexibility given size of the program
5. Physically gated or otherwise secured parking facilities
    - Advantages:
        - Virtually eliminates the need for enforcement and labor-intensive enforcement
        - Secures the facility better than gateless systems
    - Disadvantages:
        - High, fixed, capital costs. Requires a critical mass of spaces to be cost-effective, likely more spaces than are typically available in private lots
        - Still requires monitoring, maintenance, and repair of the equipment and the lot. Some labor and "eyes on the facility" is still necessary.
6. Gateless fixed LPR camera enforcement
    - Advantages:
        - Virtually eliminates the need for physical enforcement patrols
        - Might be able to send invoices via post processing system
    - Disadvantages:
        - Automated process needs humans to review
        - Still requires monitoring, maintenance, and repair of the equipment and the lot

Unbundle the cost of parking from the cost of housing.

Unbundling the cost of a residential parking space from a resident's housing payment, particularly for a rental unit, can improve the allocation of parking spaces between those who need a lot of parking and those who need less than they are allocated. Such a policy could help to improve parking conditions on the street, as well as issues of equity, traffic, and the environment.

This policy requires no capital investments but rather city staff time in order to update the City's ordinance language to allow for and preferably require unbundled parking in multifamily housing. We expect the resources to accomplish this would require up to 0.25 FTE staff time for one year at the Planner or Assistant Planner level. Thereafter we suggest that, for monitoring of compliance, up to 0.10 FTE of code enforcement's time, for at least the first three years that this policy was in place.

Establish transportation demand management (TDM) requirements for new residential developments of a certain size.

Implement a comprehensive Traffic Reduction and Transportation Improvement Fee for new developments.

For decades, the City has required developers of multifamily housing to spend a significant percentage of their construction budget (typically about 15% to 25%) to build a required number of parking spaces to facilitate access by car. The cost of TDM requirements for large residential developments as well as a Traffic Reduction and Transportation Improvement fee imposed by the City should not be incurred by the City, but instead be passed on to developers, much like the cost of required parking spaces have been paid by developers as part of their project budgets.

Given the enormous capital investment made to accommodate cars, part of the rationale for these policies is to provide investment to make it easier to utilize other modes of transportation, in part to reduce reliance on cars that use on street parking. While the setting of these requirements and fee is beyond the scope of this engagement, we can assume that the cost to developers would be significantly lower than the cost to provide required parking.

We expect that the resources to launch these two policies would require assistance from a consultant as well as staff time for implementation, management, and monitoring for compliance.

Transportation demand management (TDM) requirements for new residential developments above a certain size

For developing and incorporating TDM requirements for residential development into the City's ordinance, we suggest $45,000 to $70,000 in 2023 dollars for a study and recommendations (which could be performed by a consultant or city staff), as well as up to 0.25 FTE Planner staff time for one year, to oversee the study and incorporate the findings into the City's ordinance. We project 0.10 – 0.20 FTEs annually for code enforcement time to monitor and enforce the requirements, and potentially increasing with greater adoption as new residential development continues.

It is possible that the staffing costs could be incorporated into a TDM fee as part of the program associated with these requirements, thereby being passed on to the developer.

Traffic Reduction and Transportation Improvement Fee for new residential development

The costs to develop, implement, and monitor this fee program would include a consultant's study to establish the fee, likely performed by a consultant, staff time to incorporate the fee into City regulations, and staff time spent to monitor and manage the program. We note that we do not view this fee or its requirements as related to a city-wide traffic study but instead an additional effort to establish a nexus between multimodal transportation projects in the City and the fee on new residential units in the City to support multimodal project's construction and, to the extent allowable by law, their operation and maintenance. We estimate that the consulting fee for a study of this nature would be $120,000 to $180,000 in 2023, based on several factors including whether the study included traffic impacts (we suggest it should not include traffic impacts) and whether the multimodal projects considered for the fee were costed previously.

We suggest that the staff time involved for this effort would be 0.25 FTE for a planner or financial analyst level oversight of the study for one year, followed by 0.25 FTE time to monitor the program, its finances, and implementation.