

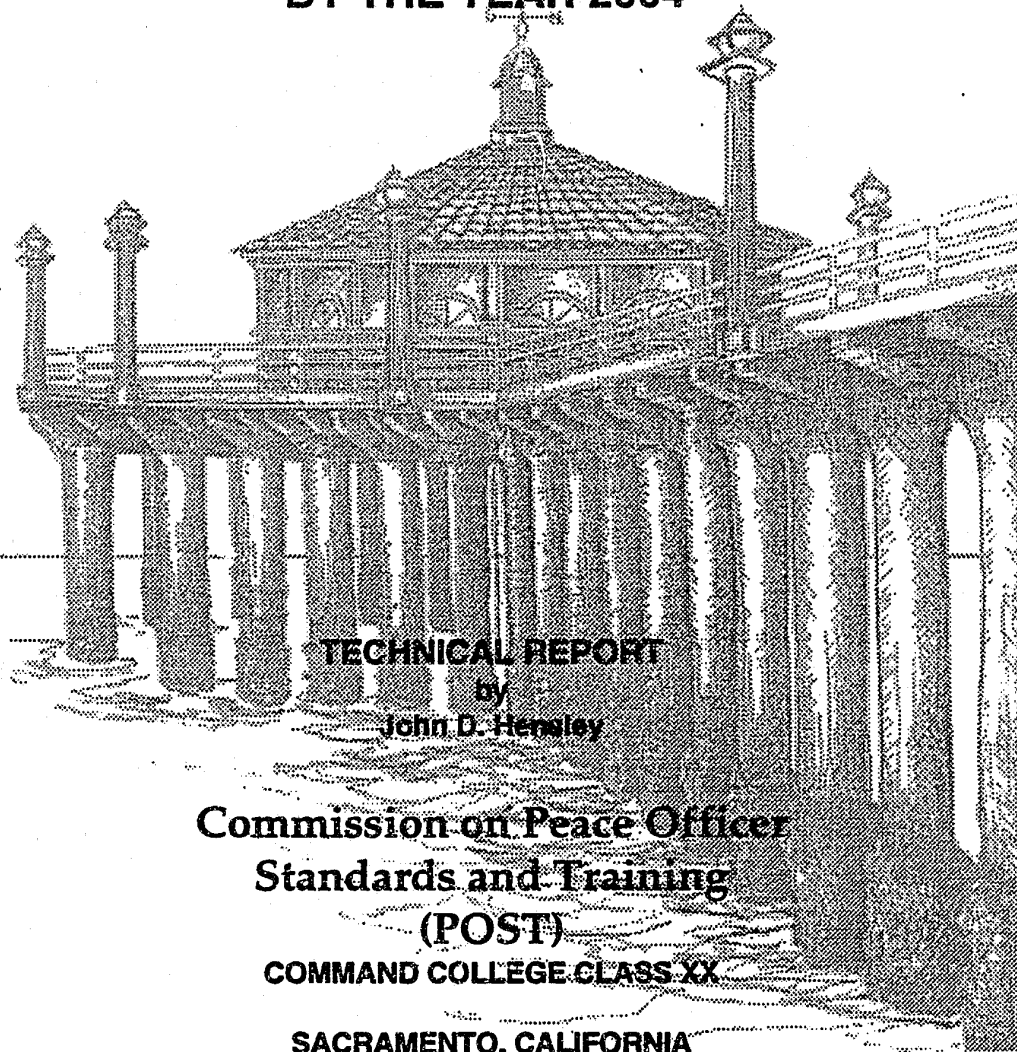
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**PARKING ENFORCEMENT MANAGEMENT
IN SMALL COASTAL COMMUNITIES
BY THE YEAR 2004**



TECHNICAL REPORT
by
John D. Henaley

**Commission on Peace Officer
Standards and Training
(POST)**

COMMAND COLLEGE CLASS XX

**SACRAMENTO, CALIFORNIA
MAY 1995**

20-0409

This Command College Independent Study Project is a FUTURES study of a particular emerging issue in law enforcement. Its purpose is NOT to predict the future, but rather to project a number of possible scenarios for strategic planning consideration.

Defining the future differs from analyzing the past because the future has not yet happened. In this project, useful alternatives have been formulated systematically so that the planner can respond to a range of possible future environments.

Managing the future means influencing the future--creating it, constraining it, adapting to it. A futures study points the way.

The views and conclusions expressed in the Command College project are those of the author and are not necessarily those of the Commission on Peace Officer Standards and Training (POST).

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Parking Enforcement Management in Small Coastal Communities by the
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Abstract

The complexities of parking enforcement management in small coastal communities and the future impact this issue will have on law enforcement is examined. The study consists of four chapters: data collection and analysis in which trends and events are recognized and future scenarios are developed with a desired future identified; a strategic plan which incorporates alternative policies that will help achieve the desired future; a transition plan to manage the proposed change with summary and conclusions. The results of this study indicate a need for a regionalized approach to address the issue. The author presents a model for regionalization of parking enforcement where coastal communities join in partnership to meet future parking enforcement management demands. The use of advanced parking technology and its applications is discussed. Graphical depictions of trends and events, bibliography and references are included.

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INTRODUCTION

"Today's paradise, put up a parking lot" were the lyrics of the 1970 hit song, "Big Yellow Taxi;" and, while these lyrics express the possible profit potential, parking and parking enforcement is far from being a paradise, particularly in California's coastal communities. During the past decade, the Golden State's transportation system has received a great deal of attention. Yet, the end product of the transportation system, "parking," has not received its fair share from policy makers and traffic engineers.¹

With a 20% increase in California's population forecasted by the year 2004, it is projected that by that year there will be at least another 5 million vehicles traveling California's roadways in addition to the 20 million vehicles already registered in the State.² While this affects all communities in varying degrees, the coastal communities, traditionally get-away havens, will be faced with increased parking problems. Beach cities, already dense in population and structures, will surely become increasingly congested with automobiles.

As air travel becomes increasingly expensive to many, vacationers have returned to the automobile as the transportation mode of choice. This trend is evidenced by the droves of Californians who have decided to escape the pressures of the inner city and enjoy the beaches, parks or mountains, foregoing air travel or long

drives to leave the State. During the summer, the beach provides the ideal refuge from the heat and smog of the city; and this seasonal trend further exacerbates the parking congestion problems experienced by beach cities.

Workers tend to take more vacations that are of shorter duration.³ California's coastal communities are now the ideal destinations for short trips and for those with less time and money to spend on recreation.

What does this mean to city policy makers and parking enforcement managers? Parking revenues traditionally constitute a significant portion of a beach municipality's budget.⁴ With a cash-strapped federal government, and Sacramento diverting local funds to pay for statutory spending programs and State-funded entitlements, cities rely more and more on local parking revenues.

Emerging technologies and public relations efforts play a role in how cities conduct the enforcement of parking ordinances. Technology exists that permits parking control officers to put away their pens and simply dispense citations at the touch of a button. This serves to increase efficiency more than ever possible before the advent of the microcomputer chip. Study is needed to identify the various types of technologies available, and exploration is needed for possible applications in municipal parking enforcement management.

But, while cities reap the benefits of additional parking enforcement revenues, they can never lose sight of the impact that increased issuance of citations has on the public's perception. Most citation recipients fail to realize that police officers generally do not issue parking citations; and, more often than not, local police departments are blamed for overzealousness which tarnishes the public image of the community's police department. Thus, the cities must balance the need for parking revenues against the need to maintain a reasonable parking enforcement policy that both serves the needs of residents as well as those of visitors.

Though parking enforcement management has been a concern for years, there has been a gradual increase in problems (e.g., lack of available parking supply, number of parking complaints and increased beach tourism) associated with this issue. Across the State, law enforcement and transportation agencies are struggling to develop workable solutions to this dilemma. Citizens express anxiety and frustration in the media and council chamber alike. During a recent 18-month period, parking related issues were reported in over 80 articles from various newspapers and magazines.⁵

RESEARCH FOCUS

The following question was used as a focus for the research conducted to produce this article.

What will be the state of parking enforcement management in small coastal communities by the year 2004?

This issue was selected because it poses a significant challenge to law enforcement. Law enforcement resources are slowly dwindling, and parking enforcement fines and fees may be a part of a solution to slowing this decline. Additionally, research pointed toward a lack of interest and appreciation for parking enforcement by law enforcement managers. It is hoped by researching the issue some interest will develop within the profession.

Parking enforcement management has been, and continues to be, problematic to law enforcement. In essence, parking enforcement management is much like the proverbial snowball rolling down hill, obtaining greater mass and speed as it continues on its path to destruction. It is the author's goal to identify potential hazards in the path of the "snowball" and prepare for the inevitable impact.

The year 2004 was selected as law enforcement is reactive in nature and slow to identify emerging issues. Therefore, looking at this issue ten years from now appears a logical choice.

The following sub-issues were also examined in this study.

- **To what extent does parking enforcement management impact community policing in small coastal communities?**
- **What impact will technology have on parking enforcement management efficiency in small coastal communities?**
- **What are the economic implications of parking enforcement management in small coastal communities?**

The above sub-issues were selected because they had not yet been addressed in past research, and they appear to have a definite impact on the issue. It is felt that a study of the issue and sub-issues will provide law enforcement with future remedies for this emerging challenge.

FUTURE TRENDS AND EVENTS

Trends and events which could significantly impact the issue and sub-issues were identified using a carefully selected Nominal Group Panel (NGT). The criteria for trend selection stated that each trend must be clearly defined and stated with terms which are understood; must be worth forecasting; must be non-directional and that later forecasting would determine direction; and must be comprehensive and address the issue. The criteria for event selections stated that each event: must be occurrences that a future historian could determine did or did not occur; must be comprehensive and relevant to the issue and sub-issues; must impact the issues if they occurred; and must be worth forecasting.

The panel identified ten key trends and ten key events as follows:

TRENDS

Trend 1 - Amount of Redevelopment in Coastal Communities - It was felt that residential properties were being divided into several lots, and buildings are being constructed to lot capacity. Additionally, redevelopment of downtown beach areas is being undertaken to enhance appearance and attract tourism. Both types of redevelopment have a direct impact on the available parking supply.

Trend 2 - Level of Public Transportation Use - The use of public transportation or lack thereof within beach communities by residents and visitors alike can make a significant difference in terms of available parking resources.

Trend 3 - Changes in Population Density - Because of environmental and quality-of-life factors, past building trends indicate the removal of single-family housing and construction of multi-family units in their place will continue, thus impacting the population density in coastal areas.

Trend 4 - Degree of Advancement in Parking Enforcement Technology - The pace of development of advance forms of computer technology and parking control systems and their introduction into the work place will increase productivity, efficiency, and profitability of parking enforcement units.

Trend 5 - Impact of Tourism on Coastal Communities - The accessibility of local beaches to inland communities has traditionally been a draw to those who seek low-cost relief and recreation in an attempt to escape the heat and pollution of the city.

Trend 6 - Level of Recreational Time - As the traditional work week changes "leisure time" will change; and, as a result, people will be looking for ways to spend this time. The beach offers several recreational diversions: swimming,

sunning, surfing, boating and fishing to name a few. It was felt that the level of available parking will be directly impacted by this trend.

Trend 7 - Shift in Reliance of Parking Penalties to Subsidize the General Fund -

During these difficult economic times, parking fines and fees are seen as an alternative source for funding programs within municipal government.

Trend 8 - Use of Contractual Services for Parking Enforcement -

Local municipalities, in an effort to reduce the size of government and increase parking revenues, have turned to contracting with either another city/county agency or the private sector for their parking enforcement services.

Trend 9 - Level of the Coastal Commission's Influence on Parking Enforcement -

The Coastal Commission has significant authority over matters impacting beach areas. The approval of any new parking supply solutions lies with this agency.

Trend 10 - Number of Special Interest Groups Driving Issue -

Environmental activists and residential and business groups have increased in numbers and in political clout. These groups can facilitate or obstruct parking supply projects or enforcement strategies, and their concerns must be considered in developing solutions.

EVENTS

Event 1 - Coastal Commission Dissolved - With the demise of the Coastal Commission's authority, local governments could once again determine their own individual parking supply needs.

Event 2 - Oil Embargo Resulting in a Fuel Shortage - The oil embargo of the mid 1970's and the resulting gasoline shortages and increased prices still haunt the country. It became necessary for the motoring public to reduce trips and look for other modes of transportation. From 1976 to 1989, gasoline consumption declined. However, over the past 5 years, the consumption has started an upward trend nearing pre-embargo levels, thus placing United States citizens in another vulnerable position should another embargo occur.

Event 3 - Natural or Man-Made Disaster - An earthquake, fire, flood or riot - all have the potential force to disrupt the freeways and roadways of the state. Disasters, natural or otherwise, can impact the ability to travel within, and to and from, coastal areas.

Event 4 - Regionalization of Parking Enforcement in Beach Communities - As municipalities are asked to make do with less funding, regionalization of services becomes an alternative. It was felt that several agencies - all performing parking

enforcement activities - could ban together to provide the same services with increased profitability, efficiency and productivity, while reducing the number of employees and equipment needed.

Event 5 - Legislature Passes "No Growth" Law for Coastal Areas - This event represents the prospect of a law prohibiting growth in coastal communities that would significantly impact the types of dwellings that could be built and types of businesses that could be established. This, in essence, has the possibility of reducing the number of vehicles traveling within, and to and from, coastal areas.

Event 6 - Environmental Protection Agency (EPA) Declares Beaches Unsafe due to Pollution - Due to increased levels of pollution in the bays from industrial wastes, sewage treatment and sea-going vessels, the EPA finds it necessary to declare the beaches unsafe, resulting in people staying away from the coastline.

Event 7 - Tax Deductions for Employer-Paid Carpool Subsidies - The government would provide incentives in the form of tax deductions for employers who subsidize carpooling by their employees.

Event 8 - Establish Beach Parking Reservation System - This event would create a reservation system for parking permits for the beach visitor. Once the parking supply is determined, only that number of reservations will be accepted. Those

attempting to park in beach parking lots would be turned away, and residential streets could be posted and monitored for those attempting to circumvent the system.

Event 9 - Parking Enforcement Technology Ruled Violation of Civil Rights - It was felt that the courts will view technology such as the "Denver Boot" as unreasonable and too punitive in nature, thereby slowing the pace and use of other parking control systems and causing municipalities to second guess the scope and legality of their parking enforcement programs.

Event 10 - Budget Crisis/Bankruptcy - The budget crunch being felt throughout the country could cause this event to occur. A budget crisis or bankruptcy could cause the elimination of a parking enforcement program or change its direction from one of problem solver to one of profitability as the bottom line.

POLICY CONSIDERATIONS

This research highlighted the importance of strategic planning, intra-agency cooperation, and the incorporation of advanced parking enforcement technology in preparing for the future.

Through the NGT process, the following four policy considerations were developed and offered.

- Parking enforcement management planning cannot be left to chance. The use of strategic planning is vital to meeting the parking supply needs of the future.
- Develop a network of state and local agencies to address parking enforcement concerns.
- Law enforcement must develop a partnership with the private sector parking industry. This partnership must be based on the mutual exchange of technological intelligence as well as emerging business practices.
- Public support and awareness of parking enforcement must be created. Parking enforcement management must be addressed in any community policing philosophy. This begins by educating the public and gathering support and acceptance for any parking enforcement program.

MODEL PROGRAM STRATEGY

Adopt a regionalized approach to parking enforcement management.

This plan would permit surrounding cities/municipalities to codify their respective policies and parking ordinances into one cohesive regional plan. This would reduce the redundancy of local agencies conducting parking enforcement and create one agency which has oversight and authority over the entire partnership.

This strategy, while complex, can be viewed as a win-win concept for all participating agencies. This strategy's potential for growth and flexibility can be recognized through its planned consolidation of parking enforcement services in coastal communities.

Stakeholder support will be accumulated through membership in a task force committee, active participation during program development and on-going regionalized training efforts. These exercises will serve to create a sense of ownership within the organization. These efforts will also work to mitigate opposition from any identified or unidentified snaildarters.

Financial impact through a reduction in repetitive functions, equipment sharing and increased efficiency through collective efforts will be significant. Initial start-up costs can be derived from current budgets by forecasting future savings and estimating available incoming parking fees and fines. An alternative funding source in the event of any shortfall could include a State or Federal grant. State and Federal agencies are constantly seeking innovative programs in which to invest.

Political support can be cultivated by focusing on mitigating parking service costs while enhancing existing services. Political leaders will play a significant role in program development and on-going evaluation and their participation will create a sense of ownership.

CONCLUSIONS

The focus and objective for this study have been to equip California law enforcement with a planning instrument.

The issue question is:

**What will be the state of parking enforcement management
in small coastal communities by the year 2004?**

The use of interviews and the limited amount of literature in the parking management profession indicates that this field requires additional exploration.

Parking enforcement management has been largely ignored by law enforcement and to some degree has resulted in a decline in efficiency and profitability. Parking enforcement as a program suffers from an image of "low self-esteem." This "low self-esteem" has resulted in parking enforcement not achieving the successes the private sector has enjoyed - successes of efficiency, productivity and profitability. Law enforcement leaders must contribute necessary resources to parking enforcement management and create a sense of worth for this program. Should this not occur, social and budgetary problems experienced during the remainder of this decade will impact all service levels and demand a re-thinking for all law enforcement leaders as we enter the 21st Century.

The results that may be realized with respect to the sub-issues are as follows:

- **To what extent does parking enforcement management impact community policing in small coastal communities?**

During each phase of this study a predominate theme was echoed, community involvement is a prerequisite for developing a successful parking enforcement strategy. A mission statement along with a strategic plan was presented which reflected this concern.

Clearly, this is the most challenging sub-issue. Traditionally, law enforcement agencies have managed as if they operate in a vacuum, seeking little community feedback and incorporating community input even less.

The primary resolution to this question will be for law enforcement management to create community partnerships with, for example, the parking commission and local merchants association, to identify the concerns and needs of their constituency and to adopt parking enforcement management strategies to meet those desires.

■ **What impact will technology have on parking enforcement management efficiency in small coastal communities?**

William Tafoya, a noted futurist, suggests that by 1997 state-of-the-art technology will be routinely used by the law enforcement community in problem solving.⁶

The availability and effective application of parking enforcement technology has been slow to gain acceptance in the public sector. The hesitancy for the use of technology in public sector parking management is primarily based upon its high cost and resistance by employee associations.

Technologies that appear applicable to the municipal parking enforcement environment include:

- Computerized central pay systems that accept various methods of payment.
- "Theft proof" computerized non-attendant pay stations.
- Parking meters that accept various methods of payment.
- Time and fee computerized parking lot pay systems.
- Handheld computer citation books that are linked directly to city finance and to the courts.

Each of these technologies increases productivity and efficiency without increasing personnel costs.

Partnerships between public and private sector parking managers must be created to facilitate the exchange of technology information. The public sector is clearly at a disadvantage in the use of technology due to its expense and bureaucratic red tape and must look to the private sector for assistance on what has worked for them and what has not.

Technology has been demonstrated to increase both efficiency and productivity, while lowering personnel costs in the private sector. Using the private sector as a benchmark for municipal parking enforcement, we can expect to experience like successes.

■ **What are the economic implications of parking enforcement management in small coastal communities?**

Parking enforcement is big business and can account for a significant portion of government revenue in coastal areas. The deregulation of parking enforcement fines, through the passage of California Vehicle Code, Section 40203.5, has positioned each municipality to determine what its own community bail schedule will reflect.

While this "freedom" to determine fines locally appears attractive, it does come at a cost. City leaders must ensure the community has a voice in determining the bail schedule in their communities.

Since deregulation of parking fines has occurred, coastal communities have experienced gradual increases in fines. However, the author discovered during this study that parking fees in coastal areas have risen no more than the annual cost of living index.⁷

Coastal communities have looked to each other to ensure their parking fine fees appear reasonable for the region. This practice has in effect slowed the pace of increases and tends to prevent any one jurisdiction from hiking its rates beyond what the "market" will allow.

Finally, while the deregulation of parking enforcement has not dramatically changed the economic forecast for small coastal communities, the potential exists for creating a sense of municipal entrepreneurship.

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INTRODUCTION

"Today's paradise, put up a parking lot" were the lyrics of the 1970 hit song, "Big Yellow Taxi;" and, while these lyrics express the possible profit potential, parking and parking enforcement is far from being a paradise, particularly in California's coastal communities. During the past decade, the Golden State's transportation system has received a great deal of attention. Yet, the end product of the transportation system, "parking," has not received its fair share from policy makers and traffic engineers.¹

With a 20% increase in California's population forecasted by the year 2004, it is projected that by that year there will be at least another 5 million vehicles traveling California's roadways in addition to the 20 million vehicles already registered in state.² While this affects all communities in varying degrees, the coastal communities, traditionally get-away havens, will be faced with increased parking problems. Beach cities, already dense in population and structures, will surely become increasingly congested with automobiles.

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inner city and enjoy the beaches, parks or mountains, foregoing air travel or long drives to leave the state. During the summer, the beach provides the ideal refuge from the heat and smog of the city; and this seasonal trend further exacerbates the parking congestion problems³ experienced by beach cities.

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But, while cities reap the benefits of additional parking enforcement revenues, they can never lose sight of the impact that increased issuance of citations has on the public's perception. Most citation recipients fail to realize that police officers generally do not issue parking citations; and, more often than not, local police departments are blamed for overzealousness which tarnishes the public image of the communities' police department. Thus, the cities must balance the need for parking revenues against the need to maintain a reasonable parking enforcement policy that both serves the needs of their residents as well as those of their visitors.

Though parking enforcement management has been a concern for years, there has been a gradual increase in problems (e.g., lack of available parking supply, number of parking complaints and increased beach tourism) associated with this issue. Across the state, law enforcement and transportation agencies are struggling to develop workable solutions to this dilemma. Citizens express anxiety and frustration in the media and council chamber alike. During a recent 18-month period, parking related issues were reported in over 80 articles from various newspapers and magazines.⁶

Conducting a futures study of parking enforcement management in small coastal communities was of initial interest for several reasons. First, it is a facet of law

enforcement that appears to be in transition and is trying to find its niche either inside a police station or as a part of some other city department.

Secondly, community policing is emerging as the preferred philosophy of policing by many in law enforcement, as well as political figures and community activists alike. While community policing is not a solution for all of society's problems, it serves as a catalyst to involve people in the process of improving their neighborhoods. This researcher is curious as to the role that parking enforcement management will play as community policing matures.

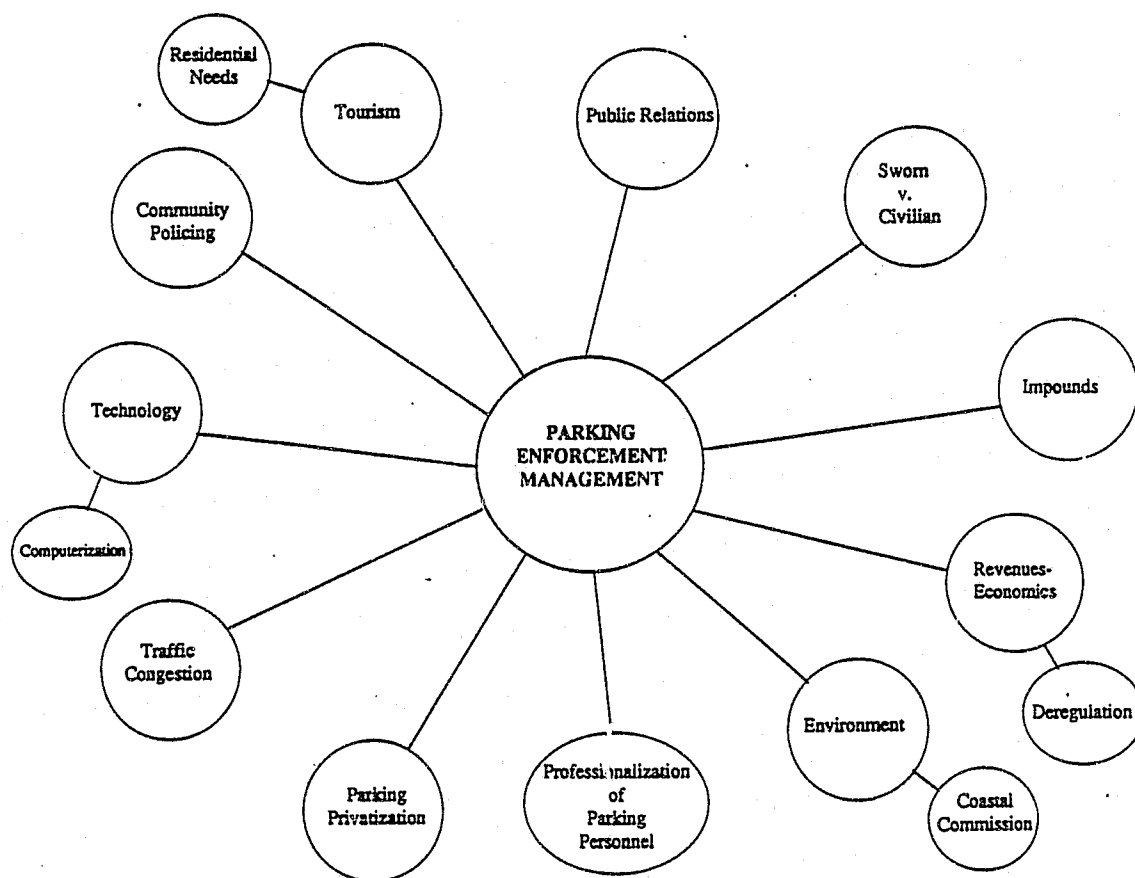
Furthermore, while the economic benefits of parking enforcement are tremendous,⁷ the community relations impact associated with aggressively enforcing parking regulations is sometimes formidable. A recent study determined that 68 percent of those fined for parking infractions pay their fines.

Through a literature search and the STEEP scanning process,⁸ the author was exposed to a great deal of public policy issues that both directly and peripherally dealt with parking enforcement. Research identified private sector firms that deal exclusively with parking enforcement technology and management.⁹ The author was subsequently interested in exploring the role of such organizations, their partnership potential with public parking enforcement managers, and how they might facilitate greater efficiency. As a largely ignored and little-recognized police

charge, the role that the private sector's profit motive has played in increasing efficiency and how it might apply to the public corporation was explored.¹⁰ Furthermore, with deregulation of parking fines and fees in January 1993,¹¹ the issue of what economic potential does parking revenue create was reviewed. Yet, experiencing firsthand the parking enforcement problems of the small coastal community in which the author works and those cities visited¹² during this study provided a real glimpse into the difficulties surrounding parking issues. A Futures Wheel (Figure 1) was used to assist the author in determining the issue and identifying potential sub-issue topics.

FIGURE 1

FUTURES WHEEL



The foregoing gave rise to the following issue and sub-issues questions:

THE ISSUE QUESTION

What will be the state of parking enforcement management in small coastal communities by the year 2004?

This issue was selected because it poses a significant challenge to law enforcement and has not adequately been explored. Law enforcement financial resources are slowly dwindling, and parking enforcement fines and fees may be a part of a solution to slowing this decline. Additionally, research pointed toward a lack of interest and appreciation for parking enforcement by law enforcement managers. It is hoped by researching the issue some interest will develop within the profession.

Parking enforcement management has been, and continues to be, problematic to law enforcement. In essence, parking enforcement management is much like the proverbial snowball rolling down hill, obtaining greater mass and speed as it continues on its path to destruction.

The year 2004 was selected as law enforcement is reactive in nature and slow to identify emerging issues. Therefore, looking at this issue ten years from now appears a logical choice.

THE SUB-ISSUES

- **To what extent does parking enforcement management impact community policing in small coastal communities?**
- **What impact will technology have on parking enforcement management efficiency in small coastal communities?**
- **What are the economic implications of parking enforcement management in small coastal communities?**

The above sub-issues were selected because they had not yet been addressed in past research, and they appear to have a definite impact on the issue. It is felt that a study of the issue and sub-issues will provide law enforcement with future remedies for this emerging challenge.

Interviews with experts were used to focus and clarify the sub-issues. The author interviewed five experts in the field of parking management to add clarity and

insight into the subject matter. The experts were identified through the review of literature and by reference from other experts in the field. The experts were interviewed by telephone and informed of the purpose for this study. The experts interviewed were:

- Charles Boldon
International Parking Design
14652 Ventura Blvd.
Sherman Oaks, CA 91403
(213) 872-1461
- J. Richard Choate
International Parking Design
3186 Airway Ave
Costa Mesa, CA 92626
(714) 662-2230
- Scott Herman
HNA Parking Consultants
1121 Steinhart Ave.
Redondo Beach, CA 90278
(310) 318-3411
- Rex B. Link
Rex B. Link & Associates
3950 Los Feliz Blvd., #116
Los Angeles, CA 90027
(213) 936-6218
- Richard C. Rich
Rich & Associates
25240 Lahser Rd.
Southfield, MI 48034
(313) 353-5080

The issue and sub-issues were identified and each expert was asked the following questions:

- What do you see as the future of parking enforcement management?
- What impact do you see technology having upon parking enforcement management?
- Have you identified any events you feel will impact the future of parking enforcement management?
- Do you feel law enforcement agencies have fully explored the potential implications of parking fine deregulation?
- Does parking enforcement management have a role in community policing?

All of the experts were firm in their belief that the future of parking enforcement management lies in long-term planning. All agreed that parking services must be enhanced and conducted as a profit-making venture for local government. Each of the experts saw parking enforcement management as a potential market for the private sector. They opined that private industry could provide enhanced services at a lower cost to local government, while at the same time increasing parking revenue.

Each of the experts agreed that parking technology will continue to increase efficiency and reduce the cost of labor. Additionally, the cost of this technology will keep the public sector behind the "technology curve." All of the experts saw the use of cash-less systems, manned parking stations and hand-held computer citation books on the rise.

The experts identified very little in the way of events impacting parking enforcement management. A few mentioned the deregulation of parking fines and its potential to increase local revenue.

All of the experts were in agreement that, while law enforcement is not a business for profit, it has not fully explored what the parking market will bear. It was expressed that market research must be conducted continually and fines and fees adjusted accordingly. Each expert indicated that the public sector must develop an entrepreneurial mind set, not only in parking management, but in all areas of service delivery. It was suggested that this mind set will improve services and reduce costs.

None of the experts were thoroughly familiar with the concept of community policing. The prevalent feeling of the experts was that parking enforcement management is one piece of the law enforcement services' puzzle and should be considered.

The experts voiced a concern in that a balance must be achieved between overzealousness on the part of parking enforcement personnel and the real needs of the community. Terms, such as parking enforcement problem solver and employee empowerment, were used during these interviews to express their desire for a holistic approach to parking enforcement management and law enforcement for that matter.

SCOPE AND LIMITS OF THE STUDY

This report will summarize the methodology and findings of the futures study. While the focus of this study is on California, specifically the Manhattan Beach Police Department as a model agency representing small coastal police agencies, such as: El Segundo, Hermosa Beach, Manhattan Beach, it must be noted social issues, environmental concerns and budgetary difficulties are being faced throughout the state. Therefore, information pertinent for this study was obtained from both local and state entities. It follows then that any parking enforcement management program that provides enhanced services at lower cost for the coastal community of Manhattan Beach, California, may be equally viable in other communities.

DEFINITIONS

For the purposes of this study, the following definitions will apply. Parking enforcement management is the management of parking supply resources, planning and logistics, and enforcement activities at the municipal level. A small coastal community is considered to be primarily a residential area with light industry and beach front property used for recreational activities with a population of less than 40,000 residents.

RESEARCH OVERVIEW

The study that follows will be presented in three chapters. In Chapter One a futures study will be used to identify ten related trends and ten possible future events that could impact the issue. The trends and events will be analyzed, explored and utilized as the starting point for the development of possible future scenarios.

Chapter Two provides a strategic management plan. Three alternative strategies are offered with an advocated strategy in which to achieve the "desired future." The strategic plan includes a situational analysis, using the STEEP and WOTS-UP processes, identification of stakeholders, and an implementation plan designed to execute the recommended strategy.

Chapter Three concludes this study with a transition management plan. The agency selected as the model to be used in this study is provided with a guide to develop and manage parking enforcement services. The transition management plan will provide the model agency's future management staff with the tools necessary to implement and execute a quality parking enforcement program in small coastal communities by the year 2004.

CHAPTER 1

FUTURES FORECASTING AND ANALYSIS

As previous material has indicated, the direction of parking enforcement management is an emerging challenge which coastal communities must prepare for as we enter the 21st Century. This study provides the visionary leader an opportunity to influence the future. This portion of the paper is designed to explore possible future forecasts implicit in existing trends and hypothetical events and their interaction.

NOMINAL GROUP TECHNIQUE (NGT)

A Nominal Group Technique panel was carefully selected and provided with the issue and sub-issue questions. The panel was assembled for the purpose of generating and identifying a list of relevant trends and events which would likely impact parking enforcement management in small coastal communities by the year 2004.

The NGT panel listed below consisted of police executives, a business professional, a community environmental activist, a special interest group member,

parking consultants from the private and the public sector, and a security director from a coastal area shopping mall.

Police Captain (Robert Cashion): A career law enforcement officer and a Command College graduate with over 30 years experience in all levels of municipal law enforcement with a Los Angeles County coastal community police department.

Municipal Parking Enforcement Manager (Joseph Ferrer): A career parking enforcement manager with over 10 years experience in the public and private sector. Member of Board of Directors, California Public Parking Association.

Certified Public Accountant (Earl Hupp): A CPA with over 24 years experience and a resident of a coastal community, currently serving as president of a beach city merchants' association.

Business Professional (Lee King): CEO of a corporation located in the South Bay area of Los Angeles County.

Police Civilian Records Manager (Mary Laquet): A law enforcement records manager with over 13 years of service. Experience includes research of computer technologies and software applications for the public sector.

Environmental Activist (Bruce Ponder): Community activist and past president of a beach city residents' association. Self-employed property manager for over 17 years.

Parking Consultant (Ron Saxton): Employed by a large international parking consulting firm. Experience includes 25 years of service specializing in parking control systems and research activities.

Parking Consultant (Lynne Sigman): Employed by a major nationwide parking consulting firm. Experience includes the public and private sector specializing in planning, environmental impact and economic feasibility of parking systems.

Security Director (Bob Such): Employed for over 30 years with a municipal police department specializing in traffic enforcement. Currently employed as security director of a large shopping mall in a coastal community.

Police Lieutenant (Larry Woessner): A career law enforcement officer with over 21 years of experience in two law enforcement agencies in Los Angeles and Orange Counties. Experience includes all levels of municipal law enforcement, a Command College student.

The members represented diverse vocations and backgrounds which provided the panel with a variety of experiences and expertise.

DEFINITION OF TRENDS AND EVENTS

A trend is a series of events by which change is measured over time. In other words, a trend is a series of events that are related, occur over time, and can be forecasted. An event is a discrete, one-time occurrence; or rather, an event is a one-time occurrence that can have an impact on the issue. Both trends and events can be internal to an organization, and thus something over which the organization has some control; or they can be external, and not under the control of the organization.

TRENDS

The NGT panel utilized a 3-stage screening process which resulted in the generating, defining, and selecting of candidate trends relating to the issue. Each panel member began generating trends in turn in a "round-robin" process, continuing around the room until all contributions were exhausted. The completed list was discussed for definition, clarity, relevance and repetitiveness. The panel first developed a list of the following 40 trends.

IDENTIFICATION OF TRENDS

1. City department responsible for parking enforcement efforts
2. Level of seasonal tourism
3. Level of public's demand for parking enforcement
4. Shift in reliance of parking penalties to subsidize the general fund
5. Level of the Coastal Commission's influence on parking enforcement
6. Degree of advancement in parking enforcement technology
7. Creation of data base to track habitual parking violators
8. Regulation of residential on-street parking
9. Change in use of parking meters
10. Industry's proximity to beach areas
11. Level of public funding for technology development
12. Impact of tourism on coastal communities
13. Public acceptance of parking control systems
14. Number of special interest groups driving issue
15. Level of inter-agency cooperation in parking enforcement
16. Number of vehicles per household
17. Level of parking supply in coastal areas
18. Shift in recreational preferences
19. Level of public transportation use
20. Hand-held parking enforcement computers

21. Amount of redevelopment in coastal areas
22. Level of parking citation assessments
23. Relocate parking facilities out of congested areas
24. Parking rate restructuring
25. Use of contractual services for parking enforcement
26. Number of vehicles on roadway
27. Level of property values in beach communities
28. The conversion of industrial property to retail use
29. Level of funding for parking enforcement activities
30. Number of citations issued to parking violators
31. Level of recreational time
32. Changes in population density
33. Shift in vehicle size
34. Change in demographics in beach cities
35. Change in number of household members
36. Level of fine/penalty recovery
37. Level of beach area mass transportation
38. Air Quality Management District mandates
39. Parking lot turnover time
40. Privatization of parking enforcement

This list was discussed and rank-ordered in terms of their importance to the issue and sub-issues. Based on this rank-ordering, the list was narrowed down to 10 trends which were believed to be of the greatest significance to the subject matter.

DEFINITION OF TRENDS

The group consensus of the panel was that the following 10 trends were the most important with respect to the subject under consideration. These trends are defined as follows:

Trend 1 - Amount of Redevelopment in Coastal Communities - It was believed that residential properties were being divided into several lots, and buildings are being constructed to lot capacity. Additionally, redevelopment of downtown beach areas is being undertaken to enhance appearance and attract tourism. Both types of redevelopment have a direct impact on the available parking supply.

Trend 2 - Level of Public Transportation Use - The use of public transportation or lack thereof within beach communities by residents and visitors alike can make a significant difference in terms of available parking resources.

Trend 3 - Changes in Population Density - Because of environmental and quality-of-life factors, past building trends indicate the removal of single-family housing

and construction of multi-family units in their place will continue, thus impacting the population density in coastal areas.

Trend 4 - Degree of Advancement in Parking Enforcement Technology - The pace of development of advance forms of computer technology and parking control systems and their introduction into the work place will increase productivity, efficiency, and profitability of parking enforcement units.

Trend 5 - Impact of Tourism on Coastal Communities - The accessibility of local beaches to inland communities has traditionally been a draw to those who seek low-cost relief and recreation in an attempt to escape the heat and pollution of the city.

Trend 6 - Level of Recreational Time - As the traditional work week changes, "leisure time" will change; and, as a result, people will be looking for ways to spend this time. The beach offers several recreational diversions: swimming, sunning, surfing, boating and fishing to name a few. It was felt that the level of available parking will be directly impacted by this trend.

Trend 7 - Shift in Reliance of Parking Penalties to Subsidize the General Fund - During these difficult economic times, parking fines and fees are seen as an alternative source for funding programs within municipal government.

Trend 8 - Use of Contractual Services for Parking Enforcement - Local municipalities, in an effort to reduce the size of government and increase parking revenues, have turned to contracting with either another city/county agency or the private sector for their parking enforcement services.

Trend 9 - Level of the Coastal Commission's Influence on Parking Enforcement - The Coastal Commission has significant authority over matters impacting beach areas. The approval of any new parking supply solutions lies with this agency.

Trend 10 - Number of Special Interest Groups Driving Issue - Environmental activists and residential and business groups have increased in numbers and in political clout. These groups can facilitate or obstruct parking supply projects or enforcement strategies, and their concerns must be considered in developing solutions.

TREND FORECASTING

At the conclusion of the NGT, the panel members were given instructions relative to forecasting each trend. These forecasts involved projecting into the future their best estimates of how the level of each trend might change. The panel, relying on their respective experiences and expertise, used a value scale to forecast each trend. Today's value (present) was equal to 100. An estimate equal to today

would be 100; less than today would be less than 100; and greater than today would be more than 100. The forecasts included past estimates (5 years ago) and estimates for the future, 5 and 10 years from now (Table 1, Page 24).

The forecasts were calculated to determine the median forecast as well as the high and low range for each trend. These figures were then discussed with the panel with special attention given to any great deviation between median and high, median and low, and high and low deviations. The panel members then had the opportunity to modify their positions using the same value scale.

Graphs of each trend level and an accompanying analysis of each respective forecast are shown in Figures 2-11.

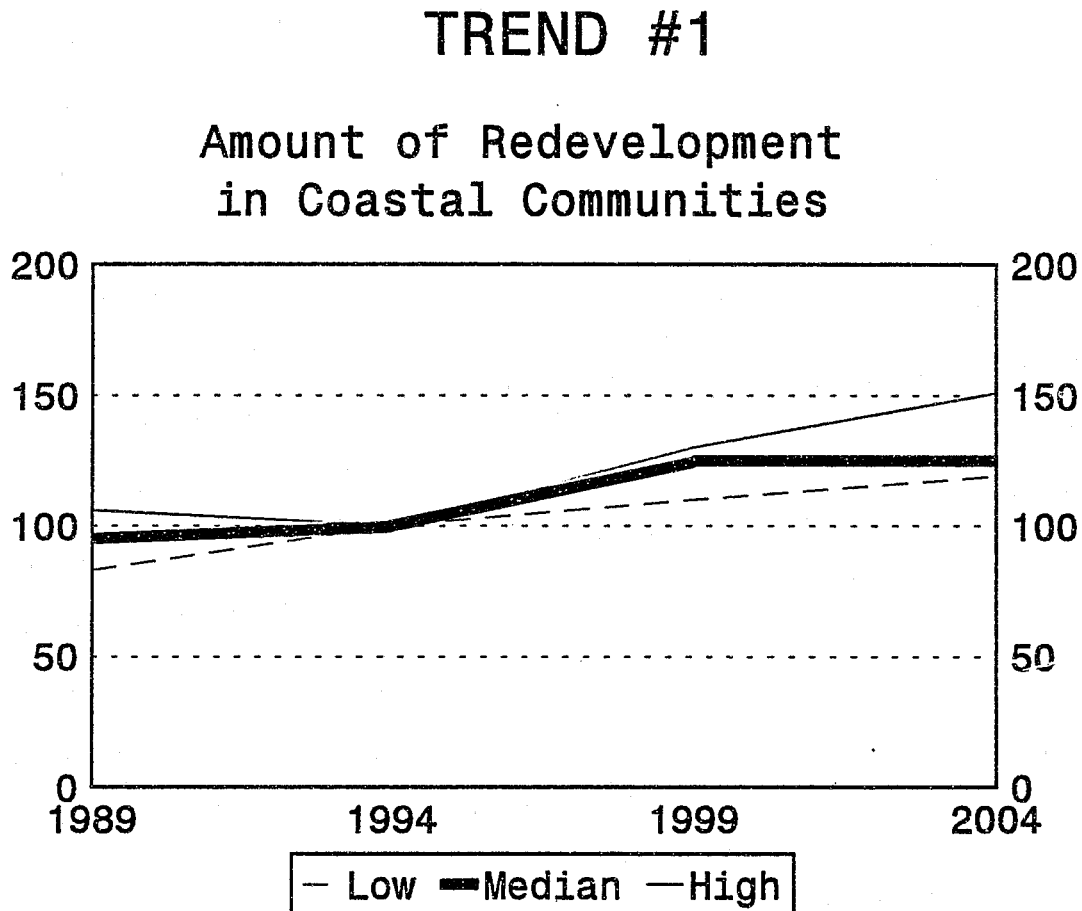
(n = 10)

TREND EVALUATION

TREND STATEMENT	LEVEL OF THE TREND (today = 100)									
	Five Years Ago			Today	5 Years From Now			10 Years From Now		
	Low	Median	High		Low	Median	High	Low	Median	High
T1 Amount of Redevelopment in Coastal Communities	83	95	106	100	110	125	130	119	135	151
T2 Level of Public Transportation Use	66	75	85	100	115	120	145	128	150	169
T3 Changes in Population Density	78	95	100	100	110	120	138	110	130	141
T4 Degree of Advancement in Parking Enforcement Technology	44	75	93	100	113	120	151	121	140	154
T5 Impact of Tourism on Coastal Communities	86	100	103	100	101	110	126	94	110	126
T6 Level of Recreational Time	71	90	126	100	109	120	141	116	125	143
T7 Shift in Reliance of Parking Penalties to Subsidize the General Fund	35	75	99	100	100	120	153	100	130	175
T8 Use of Contractual Services for Parking Enforcement	34	75	89	100	115	125	148	129	150	168
T9 Level of the Coastal Commission's Influence on Parking Enforcement	83	100	113	100	103	110	121	103	120	125
T10 Number of Special Interest Groups Driving Issue	78	90	100	100	108	120	133	111	125	160

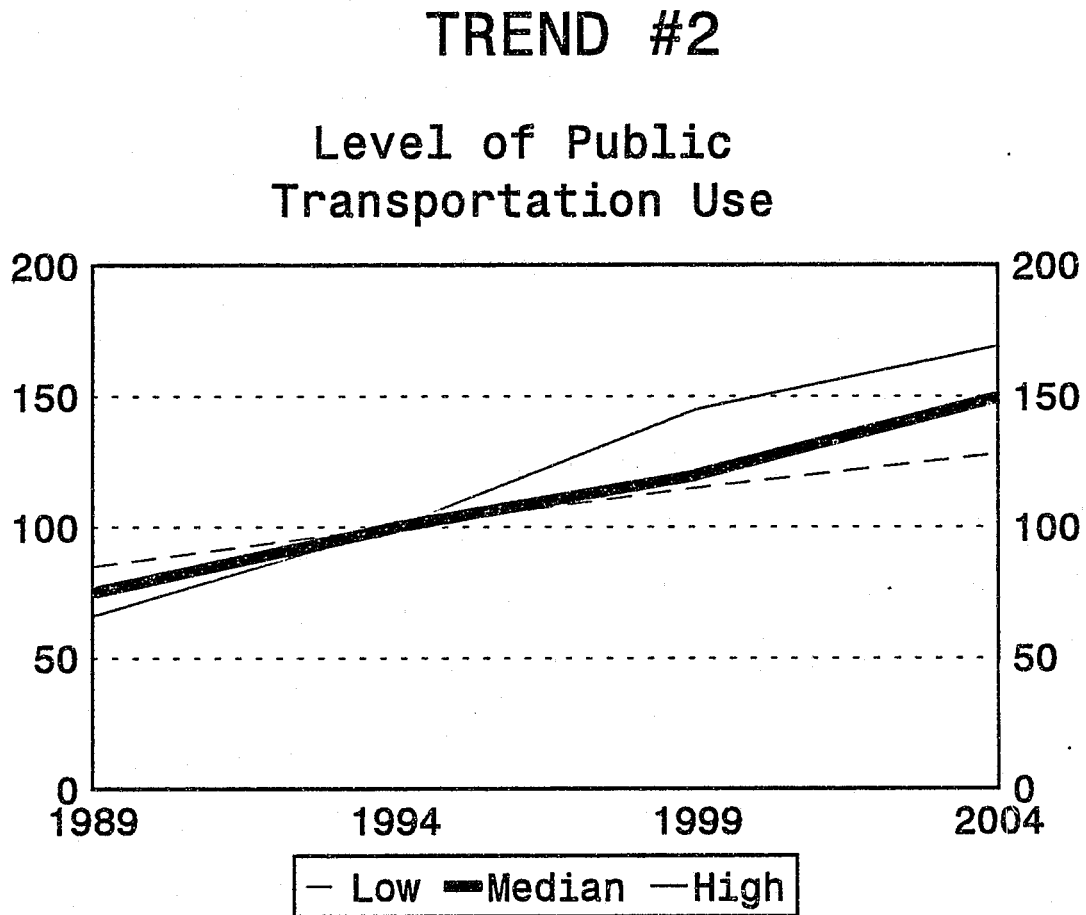
TABLE 1

FIGURE 2



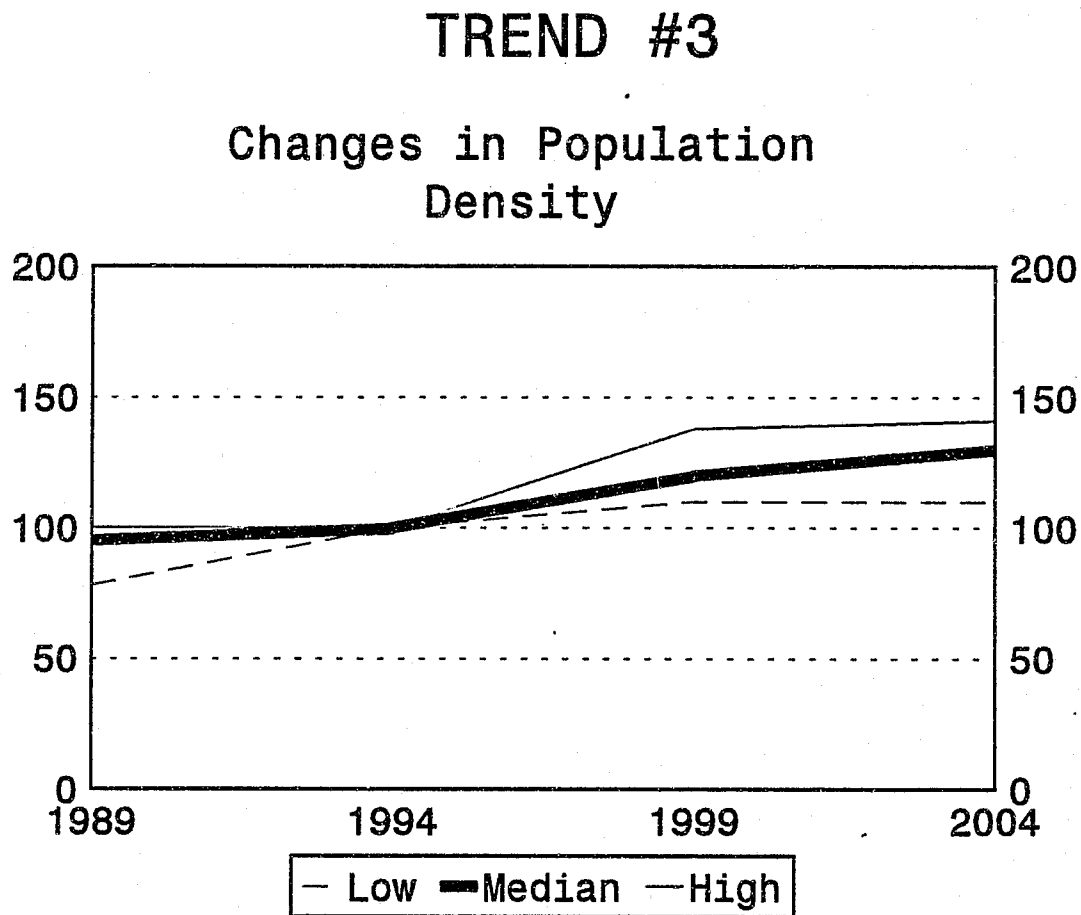
Using 100 as a base number for today, the panel forecasted Trend 1 as follows: Five years ago (1989): low=83; median=95; high=106. Five years from now (1999): low=110; median=125; high=130. Ten years from now (2004): low=119; median=135; high=151. The panel disagreed as to the amount of redevelopment in coastal communities during the first five years measured. However, between 1995 and 2004 the panel agreed that a sustained increase in redevelopment would occur in coastal communities as people continue to flee urban centers looking for safer places to raise their families.

FIGURE 3



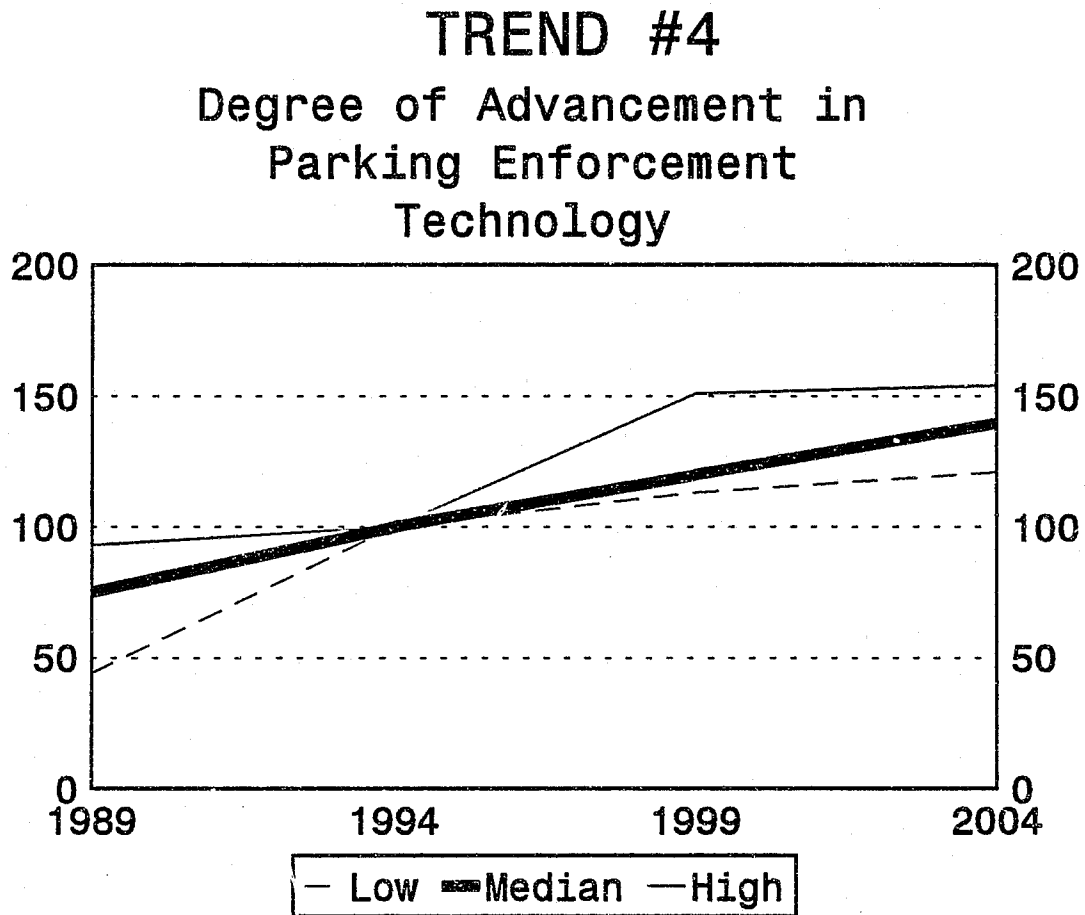
Using 100 as a base number for today, the panel forecasted Trend 2 as follows: Five years ago (1989): low=66; median=75; high=85. Five years from now (1999): low=115; median=120; high=145. Ten years from now (2004): low=128; median=150; high=169. The panel was in agreement and consistent as to the increased level of public transportation use between 1989 and 2004. The group believed this increase was due in part to high- and- increasing costs of fuel, automobile insurance, traffic congestion and environmental concerns.

FIGURE 4



Using 100 as a base number for today, the panel forecasted Trend 3 as follows: Five years ago (1989): low=78; median=95; high=100. Five years from now (1999): low=110; median=120; high=138. Ten years from now (2004): low=110; median=130; high=141. The consensus of the panel was that California will continue to experience increasing changes in population density in coastal areas between 1994 to 1999 at which time the trend will level off through 2004. These changes will most likely result in a decrease of single-family dwellings and an increase of multi-family structures, thereby increasing population density in coastal areas.

FIGURE 5

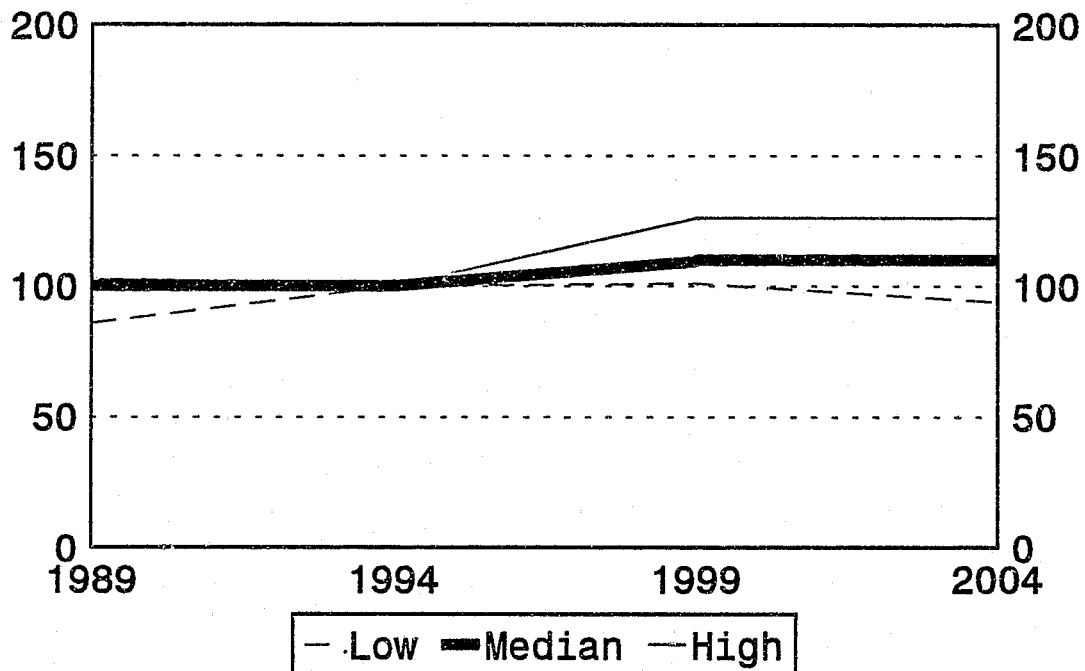


Using 100 as a base number for today, the panel forecasted Trend 4 as follows: Five years ago (1989): low=44; median=75; high=93. Five years from now (1999): low=113; median=120; high=151. Ten years from now (2004): low=121; median=140; high=154. The panel's view of this trend is represented by a narrow group opinion as to the increased development of parking enforcement technology.

FIGURE 6

TREND #5

Impact of Tourism on Coastal Communities

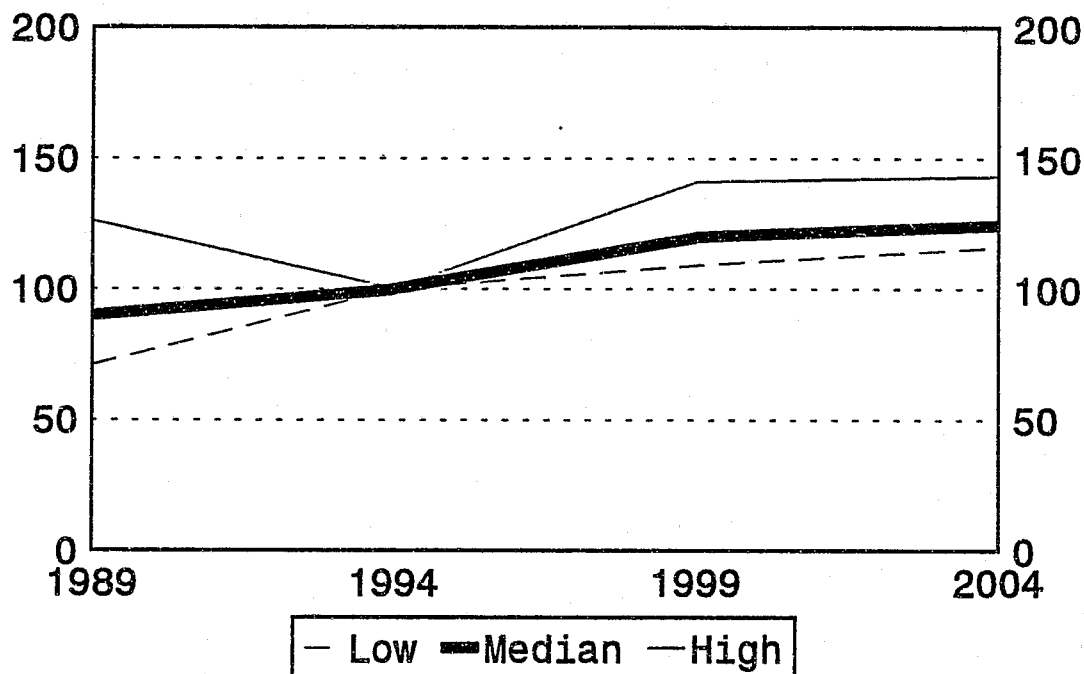


Using 100 as a base number for today, the panel forecasted Trend 5 as follows: Five years ago (1989): low=86; median= 100; high=103. Five years from now (1999): low=101; median=110; high=126. Ten years from now (2004): low=94; median=110; high=126. The consensus of the panel was that five years ago the impact of tourism on coastal communities was not as high today as it will be ten years from now. The use of coastal areas for low-cost, recreational activities and as a place of escape from the heat of the inner city will remain constant through 2004.

FIGURE 7

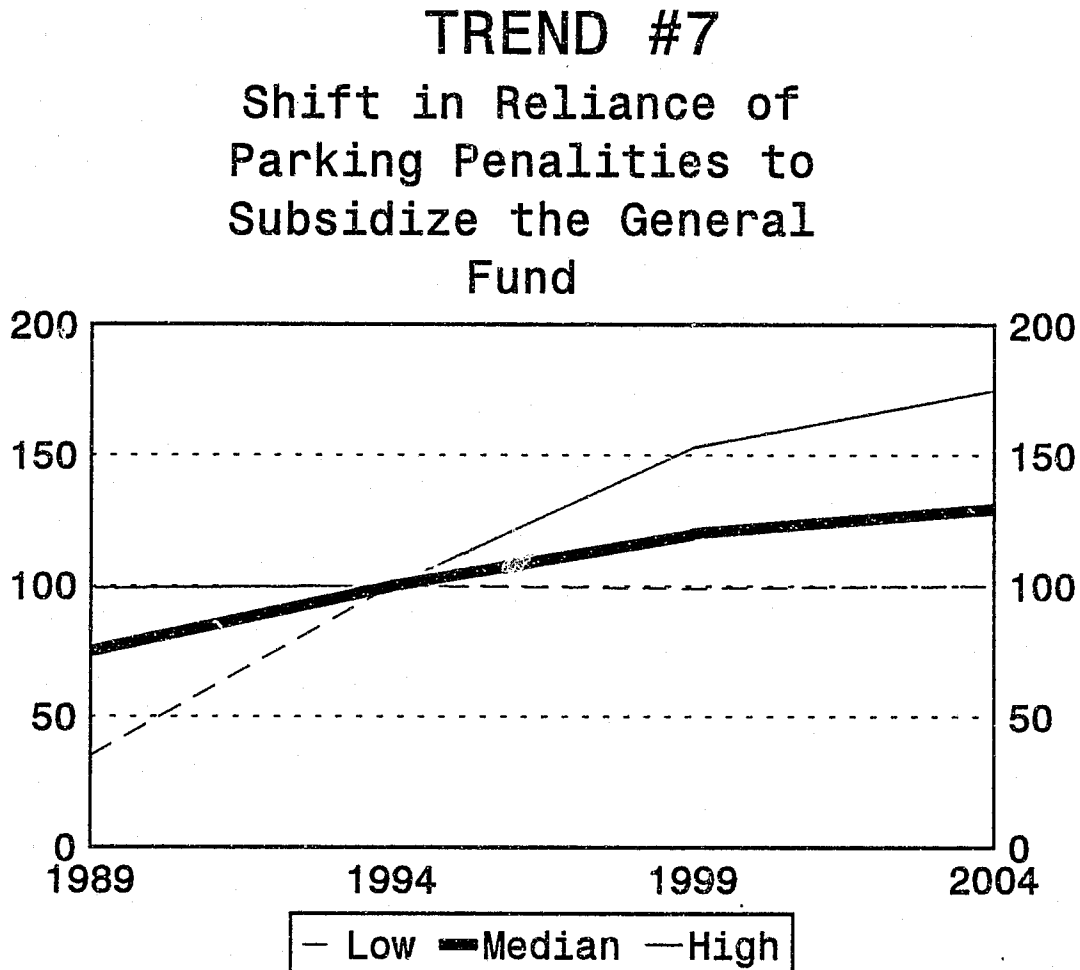
TREND #6

Level of Recreational Time



Using 100 as a base number for today, the panel forecasted Trend 6 as follows: Five years ago (1989): low=71; median=90; high=126. Five years from now (1999): low=109; median=120; high=141. Ten years from now (2004): low=116; median=125; high=143. While the panel's opinion on the previous five years varied with some members identifying an increase and others noticing a decrease, the panel did agreed that beach cities should expect to see increased recreational time between 1994 and 2004. This is due in part to a shorter work week and more workers seeking an escape from the stress and confinement of the workplace.

FIGURE 8

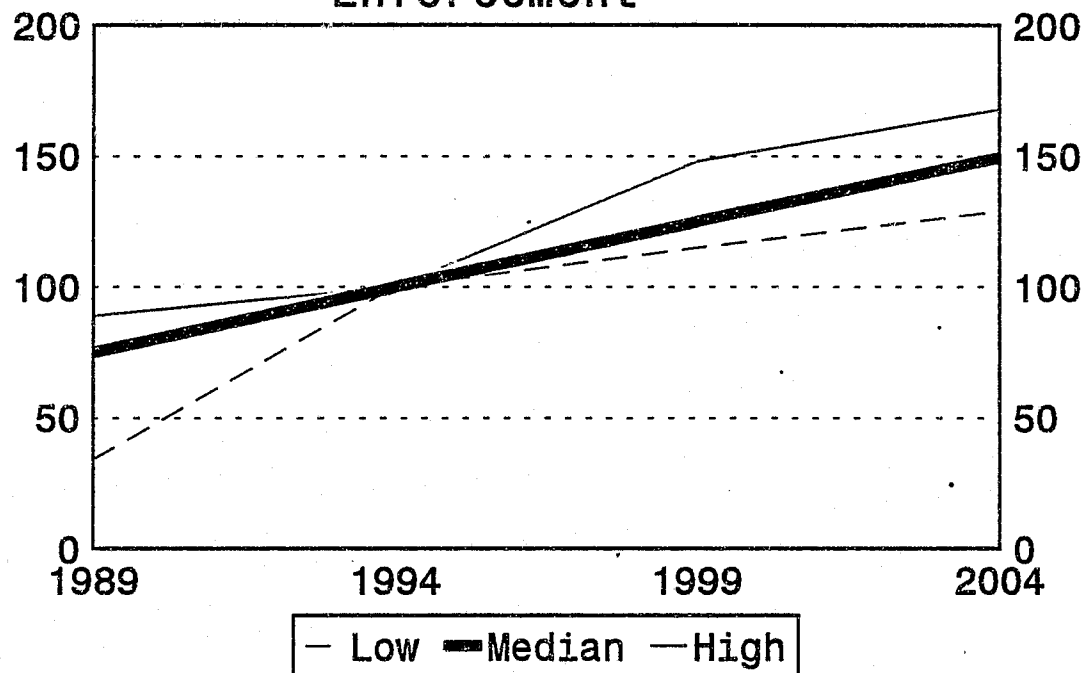


Using 100 as a base number for today, the panel forecasted Trend 7 as follows: Five years ago (1989): low=35; median=75; high=99. Five years from now (1999): low=100; median=120; high=153. Ten years from now (2004): low=100; median=130; high=175. The panel agrees that we have seen an increase in the reliance upon parking penalties to subsidize municipal general operating funds. The majority of the panel felt that this trend will continue to rise between 1994 and 2004. It was determined that the use of parking enforcement penalties is an easy fix in an effort to balance municipal budgets and implement new programs without politically unpopular, additional tax increases.

FIGURE 9

TREND #8

Use of Contractual Services for Parking Enforcement

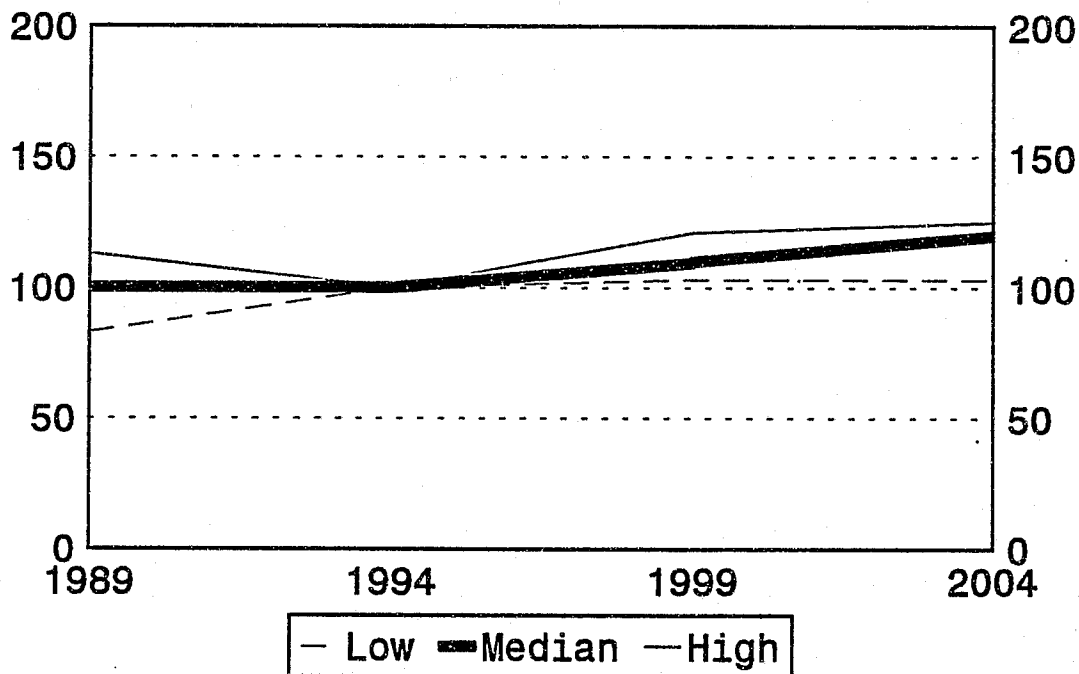


Using 100 as a base number for today, the panel forecasted Trend 8 as follows: Five years ago (1989): low=34; median=75; high=89. Five years from now (1999): low=115; median=125; high=148. Ten years from now (2004): low=129; median=150; high=168. The panel consensus was that there has been a gradual increase in the use of contractual services in local governments ranging from managing parking facilities to garbage collection. This trend will no doubt continue at an increased pace between 1994 and 2004 as local governments look to both the public and private sectors for ways to reduce costs and increase service to their citizens.

FIGURE 10

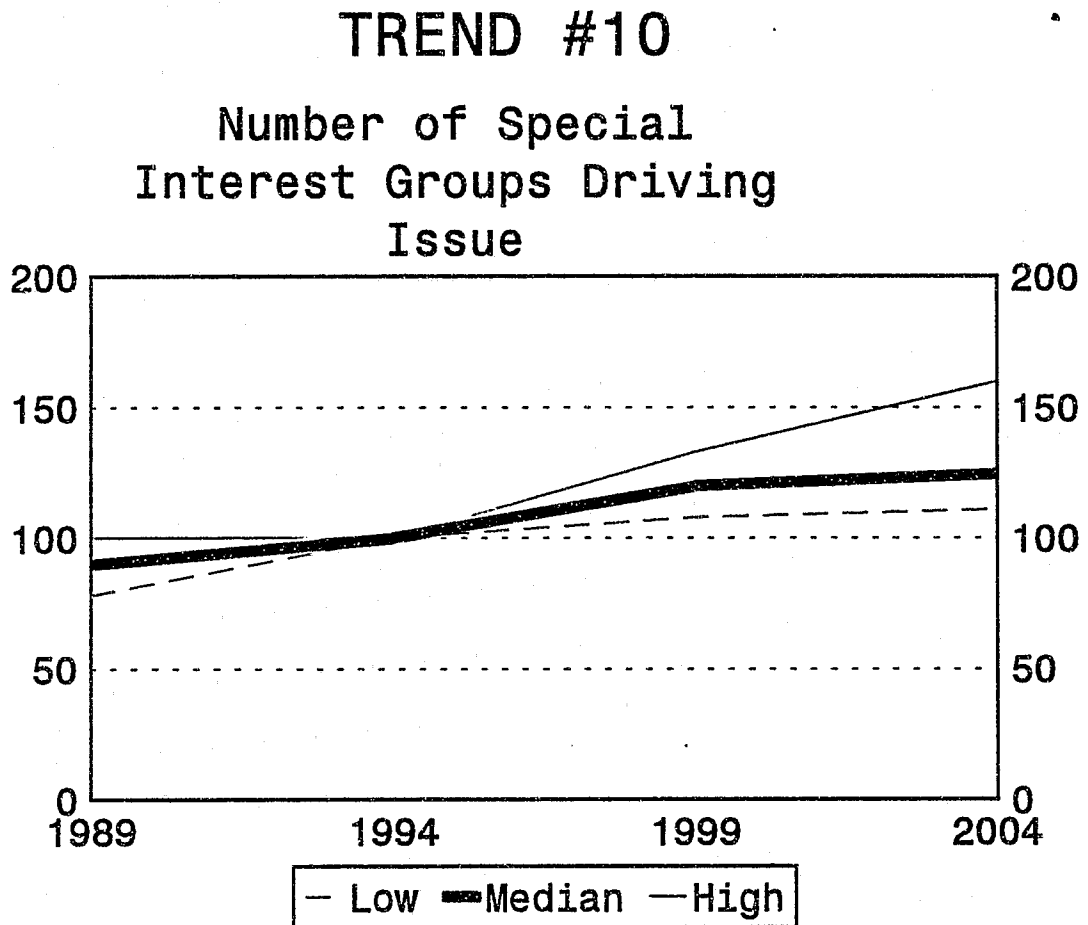
TREND #9

Level of the Coastal Commission's Influence on Parking Enforcement



Using 100 as a base number for today, the panel forecasted Trend 9 as follows: Five years ago (1989): low=83; median=100; high=113 . Five years from now (1999): low=103; median=110; high=121. Ten years from now (2004): low=103; median=120; high=125. The panel was in agreement and consistent as to the continued impact the Coastal Commission will have on parking enforcement through 2004. The group felt that the Coastal Commission will increase in both legal and political clout due to environmental, economic and quality-of-life issues.

FIGURE 11



Using 100 as a base number for today, the panel forecasted Trend 10 as follows: Five years ago (1989): low=78; median=90; high=100. Five years from now (1999): low=108; median=120; high=133. Ten years from now (2004): low=111; median=125; high=160. The panel agreed that this trend has increased between 1989 and 1994. A majority of the panel expressed the opinion that this trend will increase through 2004 and that concerns by environmentalists, home owners and business groups will push local governments to ensure that their individual needs and concerns relative to parking enforcement and other areas are met.

EVENTS

Following the completion of the trend forecasting, the NGT panel reformed and was asked to identify and select events applying the same process used in the trend selection. For the purposes of this research paper "Events" were defined as one-time occurrences, comprehensive, and relevant to the issue and sub-issues.

The NGT panel developed 21 significant events. The events were listed and briefly discussed for clarification, then paired down with the 10 most important selected for examination. This list of 10 was discussed and voted on again for a final ranking.

IDENTIFICATION OF EVENTS

1. Oil embargo resulting in a fuel shortage
2. Natural or man-made disaster
3. Coastal Commission granted sole responsibility for parking enforcement in coastal areas
4. Legislature authorizes forfeiture of "booted" vehicles for unpaid parking fines
5. Electronic access to banking accounts for unpaid parking fines by municipalities
6. Regionalization of parking enforcement in beach communities

7. New beach freeway system
8. Budget crisis/bankruptcy
9. Mandate to restrict private vehicle use in coastal areas
10. Parking enforcement technology ruled violation of civil rights
11. Coastal Commission dissolved
12. Parking enforcement ruled unconstitutional by U.S. Supreme Court
13. Criminalization of parking violations
14. Legislature limiting numbers of beach visitors during peak periods
15. Establish beach parking reservation system
16. Environmental Protection Agency declares beaches unsafe due to pollution
17. Construction of off-shore parking structures
18. Legislature passes "No Growth" law for coastal areas
19. Major defense liability award against city
20. Names of people failing to pay parking fines printed in local newspapers
21. Tax deductions for employer-paid carpool subsidies

DEFINITION OF EVENTS

The group believed the following 10 events were the most important with respect to the subject under consideration. These events are defined as follows:

Event 1 - Coastal Commission Dissolved - With the demise of the Coastal Commission's authority, local government could once again determine their own individual parking supply needs.

Event 2 - Oil Embargo Resulting in a Fuel Shortage - The oil embargo of the mid 1970's and the resulting gasoline shortages and increased prices still haunt the country. It became necessary for the motoring public to reduce trips and look for other modes of transportation. From 1976 to 1989, gasoline consumption declined. However, over the past 5 years, the consumption has started an upward trend nearing pre-embargo levels, thus placing United States citizens in another vulnerable position should another embargo occur.

Event 3 - Natural or Man-Made Disaster - An earthquake, fire, flood or riot - all have the potential force to disrupt the freeways and roadways of the state. Disasters, natural or otherwise, can impact the ability to travel within, and to and from, coastal areas.

Event 4 - Regionalization of Parking Enforcement in Beach Communities - As municipalities are asked to make do with less funding, regionalization of services becomes an alternative. It was felt that several agencies - all performing parking enforcement activities - could band together to provide the same services with

increased profitability, efficiency and productivity, while reducing the number of employees and equipment needed.

Event 5 - Legislature Passes "No Growth" Law for Coastal Areas - This event represents the prospect of a law prohibiting growth in coastal communities that would significantly impact the types of dwellings that could be built and types of businesses that could be established. This, in essence, has the possibility of reducing the number of vehicles traveling within, and to and from, coastal areas.

Event 6 - Environmental Protection Agency (EPA) Declares Beaches Unsafe due to Pollution - Due to increased levels of pollution in our bays from industrial wastes, sewage treatment and sea-going vessels, the EPA finds it necessary to declare our beaches unsafe, resulting in people staying away from the coastline.

Event 7 - Tax Deductions for Employer-Paid Carpool Subsidies - The government would provide incentives in the form of tax deductions for employers who subsidize carpooling by their employees.

Event 8 - Establish Beach Parking Reservation System - This event would create a reservation system for parking permits for the beach visitor. Once the parking supply is determined, only that number of reservations will be accepted. Those attempting to park in beach parking lots would be turned away, and residential

streets could be posted and monitored for those attempting to circumvent the system.

Event 9 - Parking Enforcement Technology Ruled Violation of Civil Rights - It was felt that the courts will view technology such as the "Denver Boot" as unreasonable and too punitive in nature, thereby slowing the pace and use of other parking control systems and causing municipalities to second guess the scope and legality of their parking enforcement programs.

Event 10 - Budget Crisis/Bankruptcy - The budget crunch being felt throughout the country could cause this event to occur. A budget crisis or bankruptcy could cause the elimination of a parking enforcement program or change its direction from one of problem solver to one of profitability as the bottom line.

EVENT FORECASTING

At the conclusion of the NGT, panel members were asked to forecast the selected events. The forecast included the number of years until the probability of each event exceeded zero and the probability of occurrence by the years 1999 and 2004. Panel members evaluated the probability scale zero (Event will not occur within the time limit.) to 100 (Event will occur by the established time.). The panel members were also asked to evaluate the impact of the event on the issue,

positive and/or negative, using a zero-to-ten scale. The panel's forecasts were then calculated using the same method as with the trend forecasts and returned to the members for discussion and an opportunity to re-evaluate their position. The panel's average forecasts are charted and analyzed in Table #2 on Page 41.

Graphs for each event and a brief explanation of the meaning of each forecast are found in Figures 12-21. The use of upper and lower mean deviations reduces the possibility of a single individual skewing the data. This was used on all graphs even though there may have been a consensus on the issue.

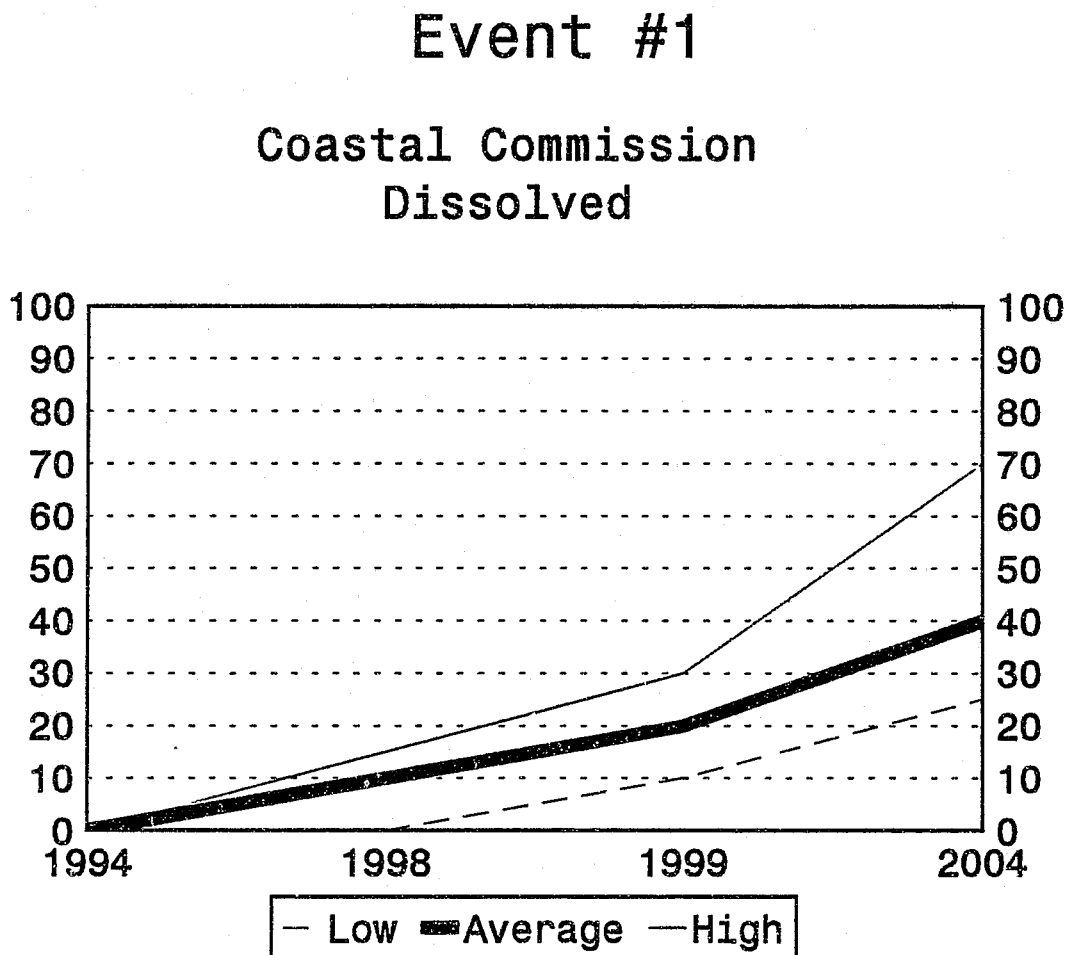
(n = 10)

EVENT EVALUATION

EVENT STATEMENT	YEARS UNTIL PROBABILITY FIRST EXCEEDS ZERO			PROBABILITY						Impact on the Issue Area If the Event Occurred					
				FIVE YEARS FROM NOW (0-100)			TEN YEARS FROM NOW (0-100)			POSITIVE (0-10)			NEGATIVE (0-10)		
	L	A	H	L	A	H	L	A	H	L	A	H	L	A	H
E1 Coastal Commission Dissolved	0	0	4	10	20	30	25	40	70	2	6	10	1	5	10
E2 Oil Embargo Resulting in a Fuel Shortage	0	0	4	10	20	37	20	41	60	1	3	6	0	7	10
E3 Nature or Man-Made Disaster	0	0	1	10	28	50	15	52	100	2	4	10	3	7	8
E4 Regionalization of Parking Enforcement in Beach Communities	0	0	4	35	60	75	40	75	100	2	9	10	2	2	10
E5 Legislature Passes "No Growth" for Coastal Areas	0	2	7	10	25	56	28	46	80	4	7	9	1	5	6
E6 Environmental Protection Agency Declares Beaches Unsafe due to Pollution.	0	1	4	25	30	55	30	55	80	1	2	10	2	8	10
E7 Tax Deductions for Employer-Paid Carpool Subsidies	0	1	2	36	55	75	70	90	100	4	10	10	1	2	6
E8 Establish Beach Parking Reservation System	0	1	4	10	25	60	20	46	60	1	3	5	3	8	10
E9 Parking Enforcement Technology Ruled Violation of Civil Rights	0	0	8	10	30	50	15	50	75	2	6	10	2	5	9
E10 Budget crisis/bankruptcy	0	0	3	20	30	40	30	66	90	1	4	10	1	7	10

TABLE 2

FIGURE 12

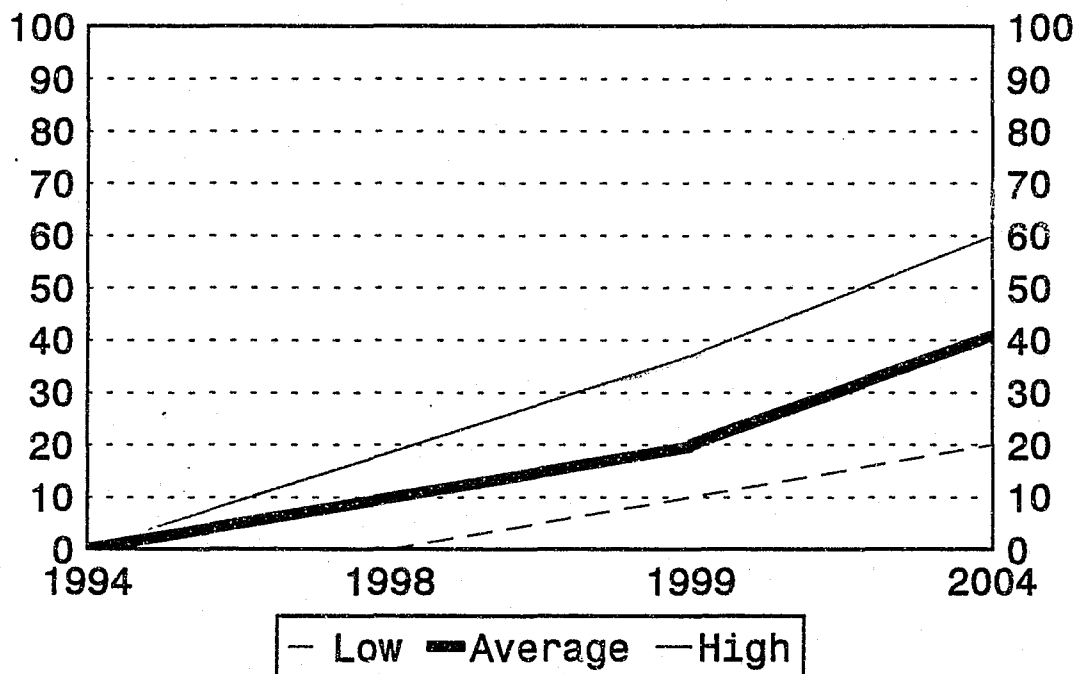


The panel forecasted the time and probability of occurrence as follows: Time frame: low=<1 year; av.=<1 year; high=4 years. Five year probability: low=10%; av.=20%; high=30%. Ten year probability: low=25%; av.=40%; high=70%. The consensus of the panel is the probability of this event exceeding zero will occur immediately and most likely occur within 5 years. This opinion is based on two factors: lack of state funds to keep this commission operating, and local governments asserting their respective rights to manage their coastal areas.

FIGURE 13

Event #2

Oil Embargo Resulting in a Fuel Shortage

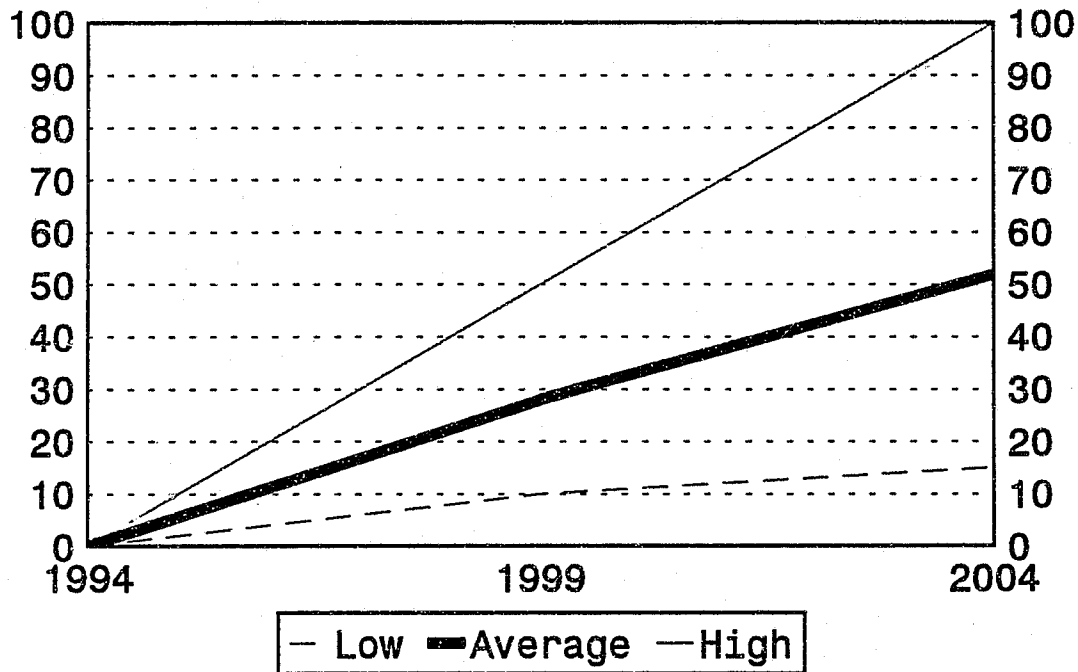


The panel forecasted the time and probability of occurrence as follows: Time frame: low=<1 year; av.=<1 year; high=4 years. Five year probability: low=10%; av.=20%; high=37%. Ten year probability: low=20%; av.=41%; high=60%. The probability of this event first exceeding zero is projected to occur between 1994 and 1998. The probability of occurrence increases with each succeeding year. The panel felt it would take approximately 2 years for an oil embargo to have a significant impact on United States oil reserves taking into consideration the country's current level of use and United States oil production capacity.

FIGURE 14

Event #3

Natural or Man-Made Disaster

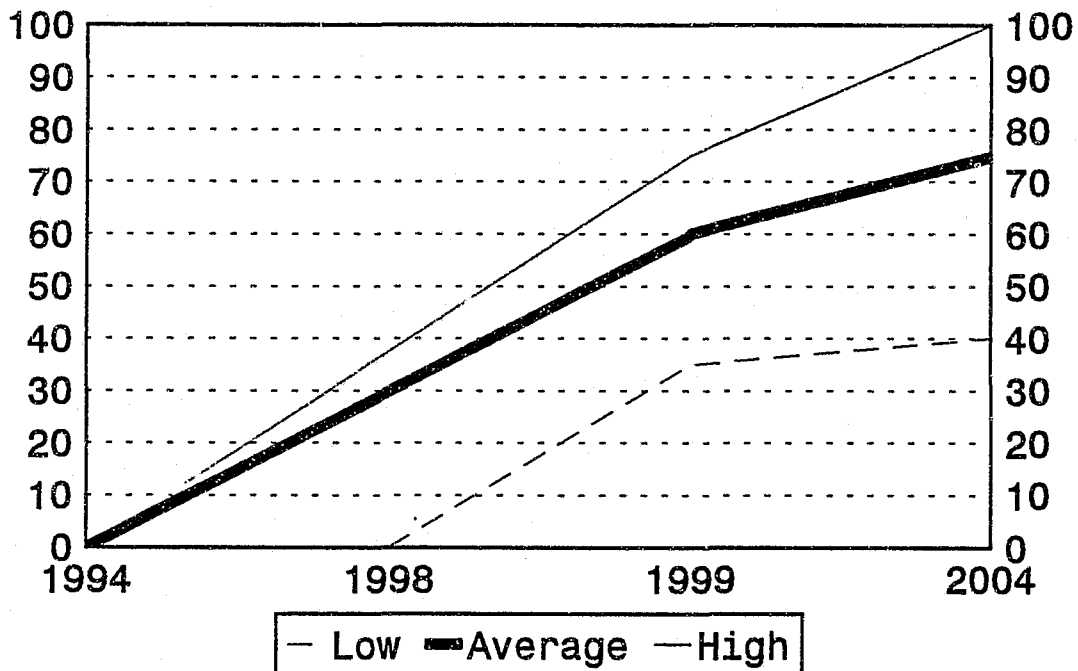


The panel forecasted the time and probability of occurrence as follows: Time frame: low= ≤ 1 year; av. ≤ 1 year; high=1 year. Five year probability: low=10%, av.=28%; high=50%. Ten year probability: low=15%; av.=52%; high=100%. The panel projected this event's probability of occurrence first exceeding zero would begin in 1994. The panel felt that since California is "earthquake country," prone to both fire and floods as well as the chance for continued riotous behavior by community members, the probability of this event occurring will continue to increase. Any one of these "disasters" occurring will impact the parking supply in coastal areas.

FIGURE 15

Event #4

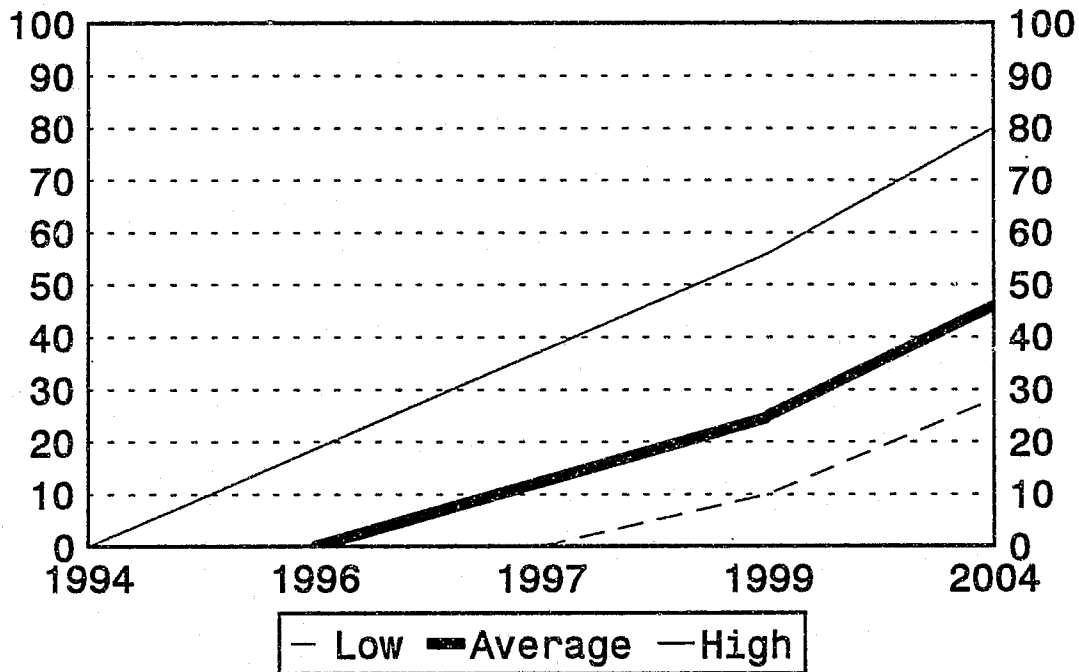
Regionalization of Parking Enforcement in Beach Communities



The panel forecasted the time and probability of occurrence as follows: Time frame: low=<1 year; av.=<1 year; high=4 years. Five year probability: low=35%; av.=60%; high=75%. Ten year probability: low=40%; av.=75%; high=100%. The panel agreed that this event was significant to the issue under study. The probability of first occurrence exceeding zero begins in 1994 and continues to increase during the next 5 years as local governments continue to review the possibility of consolidating services on a regional basis.

FIGURE 16

Event #5 Legislature Passes "No Growth" Law for Coastal Areas

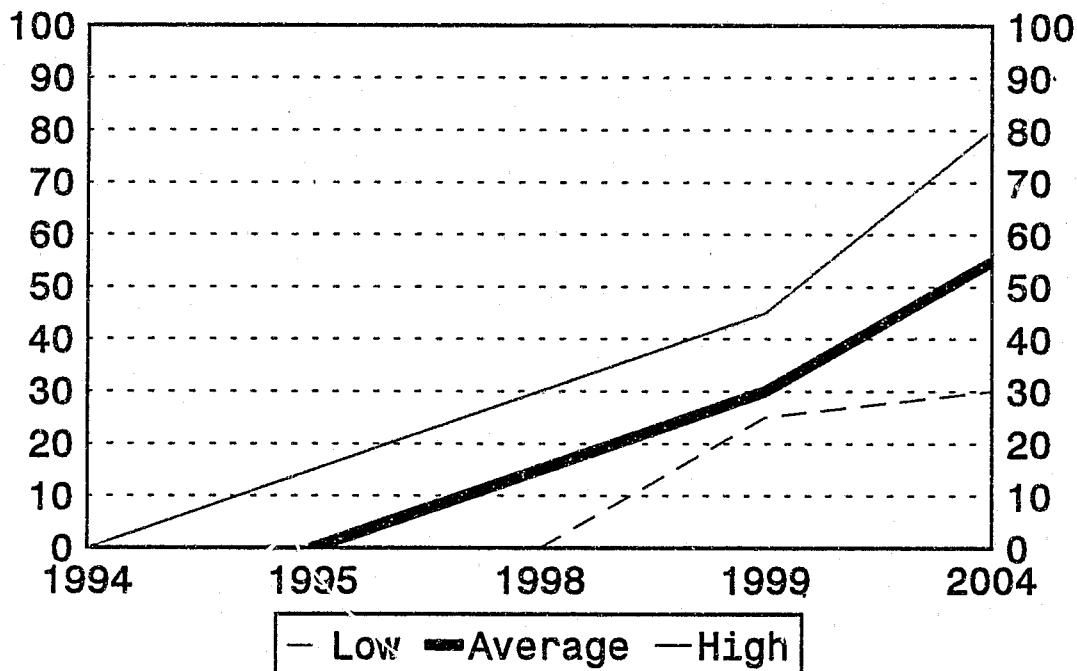


The panel forecasted the time and probability of occurrence as follows: Time frame: low=<1 year; av.=2 years; high=3 years. Five year probability: low=10%; av.=25%; high=56%. Ten year probability: low=28%; av.=46%; high=80%. This event is not projected to occur until 1996 and the probability increases through 2004. The panel projected environmental concerns and quality-of-life issues will drive the legislature to pass a "No Growth" law in coastal communities beginning in 1996 with increasing probability of occurrence through 2004.

FIGURE 17

Event #6

Environmental Protection Agency Declares Beaches Unsafe Due to Pollution

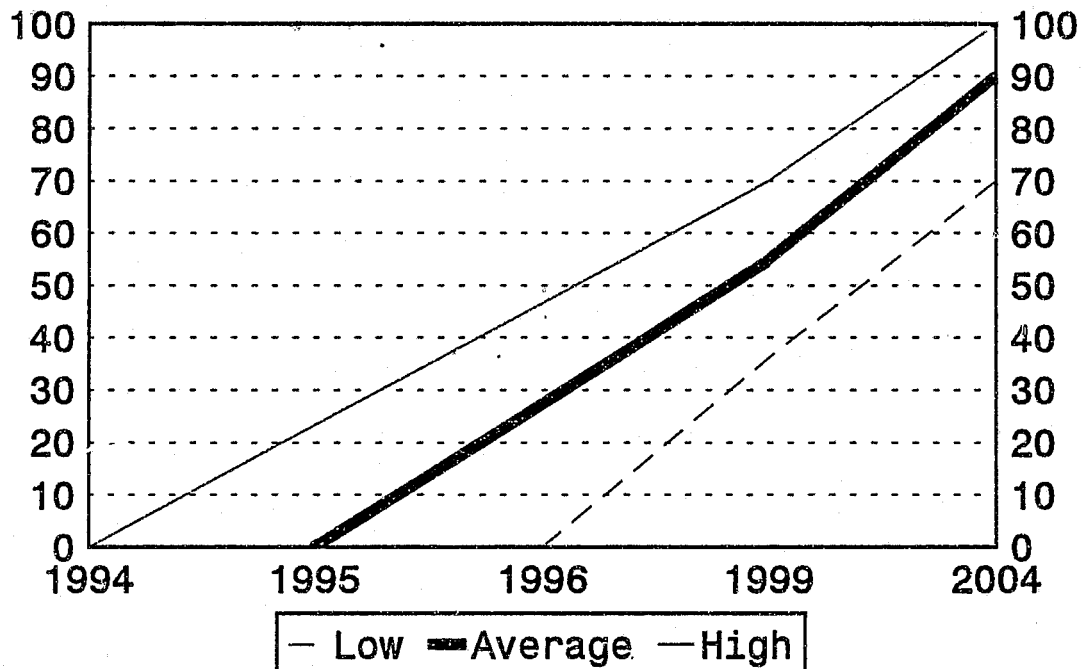


The panel forecasted the time and probability of occurrence as follows: Time frame: low=<1 year; av.=1 year; high=4 years. Five year probability: low=25%; av.=30%; high=45%. Ten year probability: low=30%; av.=55%; high=80%. The probability of occurrence begins in 1995 and progresses to 1998. The group voiced concerns as to the number of raw sewage discharges, oil spills and industrial waste dumping - all of which have resulted in beach closures during the last several years. The group felt the level of pollution in our coastal waters will cause the EPA to declare beaches unsafe.

FIGURE 18

Event #7

Tax Deductions for Employer-Paid Carpool Subsidies

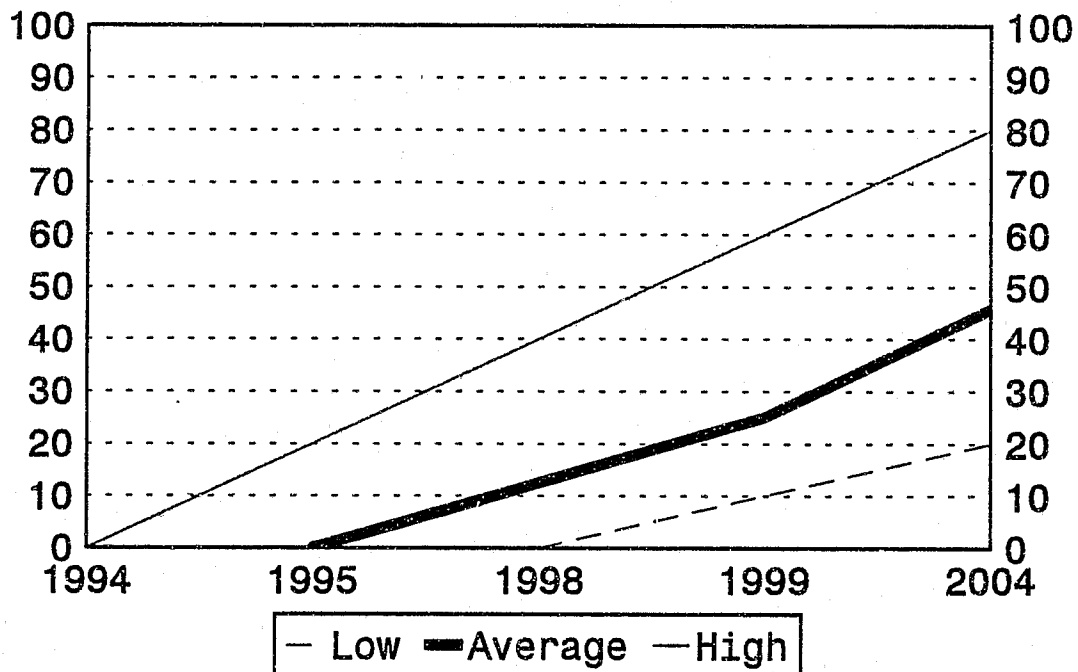


The panel forecasted the time and probability of occurrence as follows: Time frame: low=<1 year; av.=1 year; high=2 years. Five year probability: low=36%; av.=55%; high=70%. Ten year probability: low=70%; av.=90%; high=100%. The probability of this event first exceeding zero will occur in 1995. The probability will increase dramatically as the government, and the Air Quality Management District in particular, searches to find ways to coax California's drivers into ride-sharing.

FIGURE 19

Event #8

Establish Beach Parking Reservation System

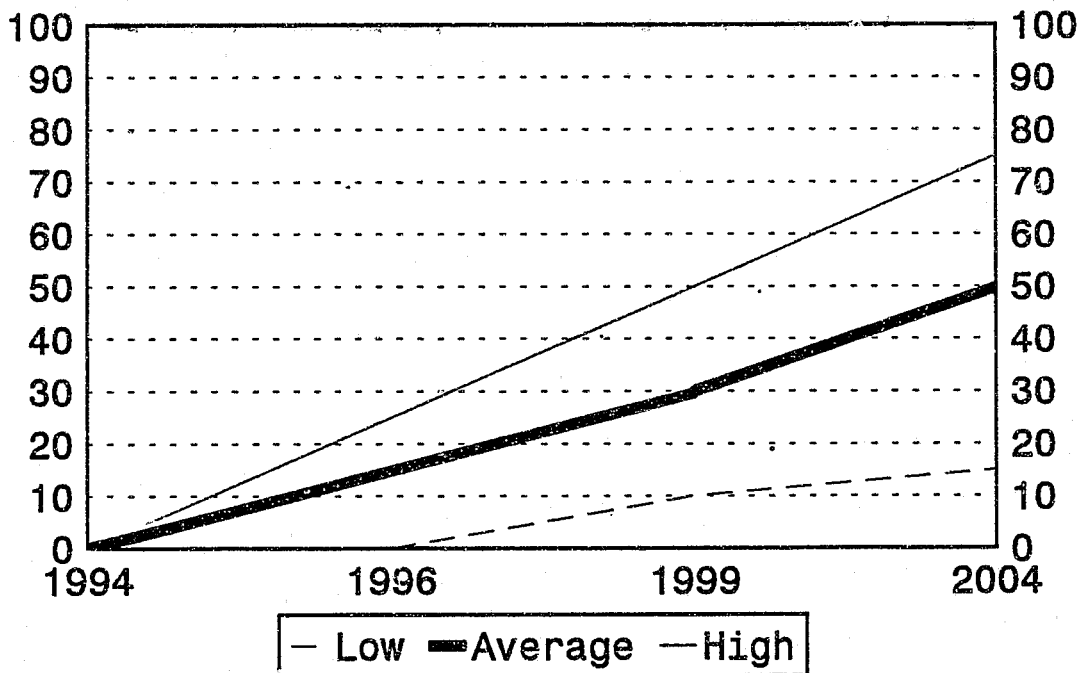


The panel forecasted the time and probability of occurrence as follows: Time frame: low=<1 year; av.=1 year; high=4 years. Five year probability: low=10%; av.=25%; high=60%. Ten year probability: low=20%; av.=46%; high=80%. This event is not projected to occur until 1995 and then continue to increase through 2004. The group had varying opinions as to the probability of this event actually occurring as reflected by the high and low deviations. It was generally felt that this concept will work in a state beach setting. However, county and municipal beaches may find it difficult to implement given the number of beaches and the cost of the technology needed to manage a reservation system.

FIGURE 20

Event #9

Parking Enforcement Technology Ruled Violation of Civil Rights

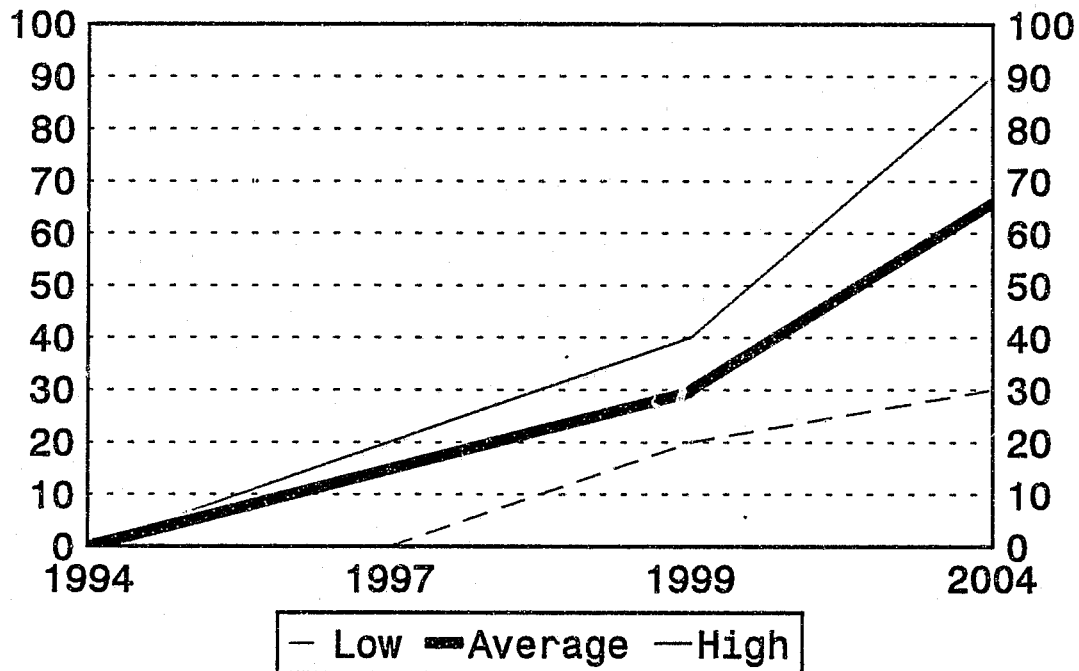


The panel forecasted the time and probability of occurrence as follows: Time frame: low=<1 year; av.<1 year; high=2 years. Five year probability: low=10%; av.=30%; high=50%. Ten year probability: low=15%; av.=50%; high=75%. The panel's consensus was that this event could occur immediately and its probability will increase at a steady pace through 2004. It was determined that we live in a litigious society; and, with the increased use of technology in parking enforcement, we can expect to experience court challenges resulting in a possible ban on the use of certain types of parking enforcement technology due to civil rights violations.

FIGURE 21

Event #10

Budget Crisis/Bankruptcy



The panel forecasted the time and probability of occurrence as follows: Time frame: low=<1 year; av.=<1 year; high=3 years. Five year probability: low=20%; av.=30%; high=40%. Ten year probability: low=30%; av.=66%; high=90%. The panel projected this event's probability of occurrence first exceeding zero to occur immediately and rapidly increase through 2004 without decline. This projection was based on California's bleak economic future, increased financial demands on state and local governments, and a shrinking tax base.

CROSS-IMPACT ANALYSIS

The purpose of the cross-impact analysis is to assess how each of the forecasted events impact one another. This analysis is important in identifying events used to create future scenarios. For cross-impact analysis, the impact of an event is recorded as a percentage of change - including positive or negative - and represents the maximum impact on that event. Analysis of these impacts allows judgments as to the future impact one event might have on another should they occur. This researcher was assisted in this process by another member of law enforcement, Captain Robert Cashion, who was also a member of the NGT panel. Captain Cashion is currently Commander of the Field Services Division of the Manhattan Beach Police Department and a graduate of Command College, Class 17. Additionally, assistance was provided by Christian Meadows, a member of the Manhattan Beach Police Department, who specializes in computer software and hardware systems. After completing the Cross-Impact Evaluation Matrix, this researcher and the panel members discussed the scores and a consensus was reached.

Table 3 contains a Cross-Impact Matrix depicting the combined results of the consensus panel and the adjusted probability of each event as affected by the occurrence of the other events. A percentage, plus or minus, in a matrix cell was considered an "impact" on the event and a blank cell indicates no impact.

(Consensus Panel n = 3)

EVENT-TO-EVENT CROSS-IMPACT MATRIX

IMPACTING EVENT	Initial Probability	1	2	3	4	5	6	7	8	9	10		Final Probability
E-1 Coastal Commission Dissolved	40	X			20	-8			20		-7	E1	56
E-2 Oil Embargo Resulting in A Fuel Shortage	41		X	-5		10	15	20	10		2	E2	75
E-3 Nature or Man-Made Disaster	52			X	7	-7	-7				11	E3	57
E-4 Regionalization of Parking Enforcement in Beach Communities	75	3	5		X	5	2	3	2	-4	6	E4	87
E-5 Legislature Passes "No Growth" Law for Coastal Areas	46	20		-8	10	X	-10	8	20		10	E5	75
E-6 Environmental Protection Agency Declares Beaches Unsafe due to Pollution	55	-10		-10		30	X				-6	E6	56
E-7 Tax Deductions for Employer-Paid Carpool Subsidies	90		7					X	7		-5	E7	93
E-8 Establish Beach Parking Reservation System	46	18			16	-12			X		28	E8	78
E-9 Parking Enforcement Technology Ruled Violation of Civil Rights	50				3				6	X		E9	55
E10 Budget Crisis/Bankruptcy	66	-6	6	6	8			10	7		X	E10	87

TABLE 3

Some of the more interesting event-to-event consensus scores in the Cross-Impact Matrix are explained.

Event 2 - Oil Embargo Resulting in a Fuel Shortage: This event had an impact on 6 other events. Another oil embargo, like the one this country experienced during the 1970's, would certainly have a profound impact on parking enforcement management. The resultant fuel shortage from an oil embargo would exacerbate budget difficulties in financially strapped municipalities because of increased fuel costs and reduce incoming tax revenues from a drop in tourism, increasing the probability of a budget crisis and possible bankruptcy (Event 10). A fuel shortage would likely increase the demand for tax deductions for employer-paid carpool subsidies (Event 7). A fuel shortage could result in the increase of carpooling to the beach, thereby making a beach parking reservation system (Event 8) more appealing to visitors.

Event 4 - Regionalization of Parking Enforcement in Beach Communities: This event had an impact on 8 other events. If this event were to occur, regionalization of parking enforcement would allow participating agencies to collectively share resources in the event of an oil embargo resulting in a fuel shortage (Event 2). The creation of regionalized parking enforcement would increase the probability of a parking reservation system (Event 8), thereby generating tax revenues and decreasing the likelihood of local budget crisis/bankruptcy (Event 10).

Event 5 - Legislature Passes "No Growth" Law for Coastal Areas: This event had an impact on 7 other events. Should this event occur, it would eliminate the Coastal Commission's primary mission - that of monitoring coastal growth and environmental impact, resulting in the demise of the Coastal Commission (Event 1). With the moratorium on growth, the beach parking supply would be locked at the current level, increasing the probability for the need of a beach parking reservation system (Event 8). No growth would result in a leveling of possible tax revenue while service demands and costs increase, pushing local governments into a budget crisis/bankruptcy (Event 10).

Event 10 - Budget Crisis/Bankruptcy: If this event were to occur, it would impact 6 other events. This event would decrease the ability of a city to recover in the event of a natural or man-made disaster (Event 3) be it earthquake, fire, oil spill or civil disturbance thus worsening the local economic picture. Should this event occur, local governments might be willing to try non-traditional approaches to meeting the needs of the community, thus increasing the probability of regionalized parking enforcement (Event 4).

FUTURE SCENARIOS

The purpose of this section is to provide future scenarios based on the occurrence of one or more events. SIGMA - the Probabilistic Scenario Generator computer

program provided by The Policy Analysis Company was used to identify which events could be used in the scenarios. The events, initial probabilities and a "seed number," were entered into the program which generated 10 scenarios in 3 different batches for a total of 30 "scenarios" to provide sufficient, usable data to determine which events to use.

The generator is programmed to begin in 1995 and covers a nine-year period. Therefore, none of the iterations will show any events occurring in 1994. The 100 iterations from the scenario generator were separated by scenarios with the same similarities such as numerous events occurring within the first few years, or all negative events occurring, or most plausible scenarios, etc. The three scenarios combined will address all ten events. Additionally, three core trends will be used in each scenario. They are Trend 2 (Level of Public Transportation), Trend 4 (Degree of Advancement in Parking Enforcement Technology) and Trend 8 (Use of Contractual Services for Parking Enforcement). These three core trends were selected as the author felt they had the greatest impact on the issue. The events and trends used in the following scenarios were selected because of their unique and interesting futures.

Written from the perspective of the historian in the year 2004, three scenarios are presented, not as a prediction but as a forecast to aid future leaders.

Community on which the Scenarios are Based

The City of Manhattan Beach, California, was selected as the site of the three scenarios. Manhattan Beach is a small beach community (3.8 square miles) in Los Angeles County. The City enjoys pleasant weather, smog-free ocean breezes, and a clean, wide beach frontage of 2.1 miles with abundant opportunities for all types of coastal recreational activities.

The City of Manhattan Beach is primarily a bedroom community of 35,000, with seasonable fluctuations of 10,000 to 20,000 beach goers.¹³ It is located three miles south of Los Angeles International Airport, and the San Diego Freeway is only minutes away from any point in the City. This ideal location provides easy access to and from surrounding communities with vast educational, recreational and entertainment facilities in the surrounding areas. Along with advantages provided by nature, Manhattan Beach residents enjoy excellent schools, fine shopping areas, beautiful parks and low crime rates.

The Police Department has created numerous "partnerships" with residential, businesses and school groups. The Police Department enjoys widespread support due in part to a history of client-oriented delivery of services.

SCENARIO #1

"Most Likely Future"

(Seed #3226295)

ITERATION #10

APR. 1996	LEGISLATURE PASSES NO GROWTH
FEB. 1997	PARKING ENFORCEMENT TECH. VIOLATION OF CIVIL RIGHTS
MAY 1997	REGIONALIZATION OF PARKING ENFORCEMENT
OCT. 1998	NATURAL OR MAN MADE DISASTER
SEP. 1999	COASTAL COMMISSION DISSOLVE
JAN. 2003	CARPOOL TAX DEDUCTIONS
NOV. 2003	BUDGET CRISIS/BANKRUPTCY
DEC. 2003	PARKING RESERVATION SYSTEM

The year is 2004. Manhattan Beach has remained relatively stable despite the continued downward trend of the California economy. The local aerospace and defense contractors have completed their transition from developing weapons and space exploration technology to one focused on research and development of peacetime products. This has caused the South Bay of Los Angeles County to maintain its level of prosperity despite fluctuations in the state-wide economy. While Manhattan Beach has continued to be a safe and pleasant place in which to live, the same cannot be said for the rest of the Los Angeles area. Unfortunately

crime, high unemployment, and traffic congestion continue to plague other southern California cities.

What is the secret that has made Manhattan Beach an oasis? Looking back, it all started in the spring of 1996 with the state legislature passing a "No Growth" law for coastal communities. Residents and environmentalists alike had been calling for such a measure for several years. This law resulted in soaring property values in coastal areas. With the increase in property values, the City benefitted from a surplus of property tax revenues. With the surplus, many proposals were submitted for investment strategies.

City policy makers noted that, regardless of the economy, tourism at the beach continues to thrive. However, parking enforcement had been neglected and an opportunity existed to invest in this program and obtain an immediate return on the City's investment. So, it was decided in 1997 to invest in parking enforcement technology in an effort to automate parking lots and enhance productivity of parking control officers. Prior to 1997, parking enforcement technology was advancing at an ever-increasing pace. As the plan for automation was being developed, the City experienced a major setback when the United States Supreme Court ruled that certain parking enforcement technologies were a violation of civil rights and banned the use of them. Undaunted by this development, the City placed its property tax surplus into reserves for future infrastructure improvements.

Beginning in May of that same year, the City drawing on the trend to contract services discussed the possibility of contracting-out parking enforcement services but opted for a regionalized approach. This concept was not new to the South Bay as communications had been regionalized for over 20 years. As a result, the South Bay Parking Enforcement Authority (SBPEA) was created consisting of the same 5 cities that were partners in the Regional Communications Center.

The SBPEA was able to enhance professionalism, productivity and efficiency because of increased cooperation and coordination of resources. Then, in October, 1998, as had been predicted for years, the "Big One" hit the Los Angeles basin - an earthquake registering 8.3 on the Richter Scale. It struck along the Inglewood fault, its epicenter being Culver City. Thousands of lives were lost; an estimated 70 billion dollars in losses occurred county-wide. The earthquake resulted in major, structural damage to the City Hall, Police and Fire Complex requiring demolition. All 6 parking structures, the 70-year-old pier and the Sepulveda Boulevard bridge collapsed. During the earthquake, a fire started in the "old downtown" shopping area and leaped from one building to the next, destroying 86 small businesses.

The once handsome surplus tax revenues were used to get the City back on its feet. Manhattan Beach residents, business community members and City employees showing an uncommon sense of pride and commitment to rebuild and

improve their home town worked tirelessly for the next several years. When the restoration process was completed Manhattan Beach would assume its position as "the jewel of the South Bay."

The state's economic condition continued to worsen and programs throughout the state were being eliminated. One of the first to go was the Coastal Commission in September, 1999. The elimination of the Coastal Commission's influence over parking matters benefitted Manhattan Beach immediately. For several years, the City had been denied approval by the Coastal Commission to develop vacant beach area property earmarked for parking lots. Now that this obstacle was removed, construction began immediately in preparation for the first summer of the 21st Century.

For several years, things remained uneventful; however, beginning in January, 2003, the state legislature passed a bill providing for tax deductions to assist employers who provide employee carpool subsidies. This law was driven by the high cost of fuel, smog, congested freeways and a shortage of parking throughout the state. This law, coupled with the increased use of public transportation, improved conditions in southern California and the rest of the Golden State.

In reviewing the history of Manhattan Beach and its path to maintaining its vitality while other cities were in decline, one must discuss the City's most traumatic event

since its incorporation in 1908. Back in 1989, the City purchased 25 undeveloped acres from the Santa Fe Pacific Railroad without a title search. After the transaction, it was found that the railroad bought the land in the early 1900's and a condition of sale existed. The condition being if and when the railroad decided to sell the property or if the land was abandoned the heirs of the previous owners have the right of first refusal.

After the transaction was made public, several heirs claimed ownership and filed a lawsuit. Fourteen years later, a jury decided in favor of the plaintiffs and 42 million dollars was awarded to the heirs. This judgment, coupled with legal fees, resulted in the City of Manhattan Beach declaring bankruptcy in November of 2003.

The City immediately reduced non-essential services, increased fees for others, and shifted its parking enforcement penalties and fees to subsidize the general fund. In December of that same year, in an effort to manage and plan for the use of parking fees, the City implemented a beach parking reservation system. The system was created during the right time; tourism was at an all-time high and the increase in fees was impressive. A reduction in pay was implemented to all employees; and a call for volunteers to assist in maintaining the City's beaches, parks and other functions was positively received by the community.

While the City has not fully recovered, it has come a long way in a short period of time. So, what is Manhattan Beach's secret to success? It lies in the City's enormous sense of pride, dedication, and commitment from residents, business community and City employees to maintain Manhattan Beach's tradition of excellence even during difficult times.

Lastly, Manhattan Beach has a history of attracting visionary leadership from the city manager to the volunteer coordinator that is dedicated to quality service while developing and empowering subordinates to be problem solvers.

SCENARIO #2

"Turbulent Future"

(Seed #3223064)

ITERATION # 4

DEC. 1995	COASTAL COMMISSION DISSOLVE
MAR. 1998	NATURAL OR MAN MADE DISASTER
DEC. 1998	PARKING RESERVATION SYSTEM
APR. 2001	LEGISLATURE PASSES NO GROWTH
MAR. 2002	BUDGET CRISIS/BANKRUPTCY

The year is 2004 and the City of Manhattan Beach is only a shadow of its former self. What went wrong? Why the decline of this once-described "jewel of the South Bay?"

The genesis behind the decline of Manhattan Beach began with the dismantling of the Coastal Commission in December, 1995, because of state funding difficulties. The Los Angeles area and South Bay in particular were spared somewhat due to a large segment of the aerospace and defense industry converting their wartime efforts to peacetime products which provided jobs to thousands. However, the demise of the Coastal Commission opened the flood gates for unrestricted growth in coastal areas.

Manhattan Beach while not alone started an aggressive, downtown redevelopment project. Without the Coastal Commission in place to hinder construction and development, the "old downtown" was restored in record time. The impetus behind the redevelopment was turning a once seasonal tourist attraction into a year-round place to visit and shop.

Manhattan Beach immediately converted formerly protected land into parking structures and other sites for carpool parking lots. The idea behind these "improvements" was that the level of public transportation for those employees working in the light industrial section of Manhattan Beach was on the rise, and carpoolers would need a low-cost place in which to leave their vehicles. City officials planned the parking structures for seasonal beach parking and for downtown shopping use year round.

For the past 2 years, tourism in Manhattan Beach was on the rise and forecasts from experts predicted the trend to continue because of workers having more leisure time on their hands for recreational activities. This forecast would result in increased business through tourism and additional tax revenues for City government.

The City invested large portions of its reserves in parking improvements Citywide with high hopes of a fast return on its initial investment. Construction went well; and on January 15, 1998, 3 parking structures in the "old downtown" area were dedicated, as well as two 3-acre carpooling parking lots.

The City contracted with APB Parking Services to operate the parking structures and carpool lots. Following a private sector trend of using advanced parking technology to operate parking facilities without human intervention, the City leased "cashless," computerized parking devices for the parking structures. This type of technology increased profit potential without the need for additional City staff.

Things were going well for Manhattan Beach; that was until the morning of March 31, 1998, when the "Big One" hit. An 8.3 earthquake hit on the San Andreas fault (centered in Long Beach) causing county-wide devastation. Nearly 15,000 deaths and over 350,000 injuries were attributed to this disaster. Manhattan Beach was

nearly destroyed from the initial earthquake, fire and then liquefaction which occurred in the "old downtown" area.

The City was without most utilities for nearly 2 weeks. Manhattan Beach had lost its civic center and both fire stations, Sepulveda Boulevard bridge, the pier, water tower and newly restored "old downtown" shopping area. Additionally, the new "earthquake-proof" parking structures crumbled from this "act of God."

California was prepared to some degree for the "Big One," and federal and state agencies went right to work. Manhattan Beach, however, had a problem. Its problem - no insurance (self insured) - and no reserves with which to rebuild.

Manhattan Beach had invested a significant portion of its reserve in the downtown redevelopment and parking improvements. The decision was made to demolish and use the damaged parking structure property as parking lots for the time being. In December, the new parking lots were opened, but with a new twist. The City had created a parking reservation system to maximize the use of the limited downtown and beach parking supply.

Rebuilding continued in Manhattan Beach and the Los Angeles area with coastal areas experiencing a significant change in housing density. Single-family dwellings

damaged during the earthquake were replaced with multi-family complexes. This trend increased the population density in beach areas over time.

However, this trend did not go unnoticed by environmentalists and local residential associations. These special interest groups banded together lobbying their representatives in the state legislature to pass a coastal area "No Growth" law beginning in the year 2001.

While the Los Angeles area had recovered to a great degree from the 1998 Long Beach earthquake, Manhattan Beach did not. Because of the loss of its infrastructure and lacking available financial resources from which to build, the City filed bankruptcy on March 31, 2002, exactly 4 years to the day after the "Big One" rocked the Los Angeles area.

Manhattan Beach is now an incorporated area under the control of the Los Angeles County Board of Supervisors. While the City remains a pleasant place to live and visit, something is missing. Some say Manhattan Beach has lost its uniqueness, its "soul."

SCENARIO #3

"Desired Future"

(Seed #3222794)

ITERATION # 1

AUG. 1995	LEGISLATURE PASSES NO GROWTH
DEC. 1999	CARPPOOL TAX DEDUCTIONS
FEB. 2000	OIL EMBARGO RESULTING IN A FUEL SHORTAGE
JUL. 2000	REGIONALIZATION OF PARKING ENFORCEMENT
SEP. 2003	PARKING RESERVATION SYSTEM

The year is 2004 and, while the nation continues to recover economically from the Clinton administration policies debacle, California and Manhattan Beach have largely avoided economic difficulties. This is due in part to local aerospace and defense contractors returning to full production as a result of America's role as the "World's Police" and increased investment by the new economic powers from the Pacific Rim Nations. Employment rates in the South Bay rival levels enjoyed during the '80's.

While high employment rates have provided Los Angeles area residents with a ray of hope, other social issues have continued to impact the quality of life. Environmental concerns and traffic congestion since the early 1990's continue to worsen. Increased population and demographic changes have created predicted

challenges for the southern California area. There are bright spots, however. The level and use of available mass transit have risen. Gang violence, drug usage and teen pregnancy - once plagues of the '80's and '90's - have been reduced to their lowest levels in 35 years.

All the improvements in our "social health" began with the election of President Colan Powell and Vice President Newt Gingrich in 1996. The country was inspired by their family-oriented agenda. While these two men deserve a great deal of praise, recognition must be given to DARE students coming of age, AIDS creating an abstinence mentality among our youth, and the banning of private ownership of firearms by citizens in 1996.

Locally, Manhattan Beach continues to shine as a great place to live, work and visit. Historically, Manhattan Beach has been fortunate in attracting visionary leadership, adaptable to change.

One such change occurred in the summer of 1995 when a "No Growth" law for coastal areas was passed by the state legislature. The law resulted in a dramatic increase in local property values and increased tax revenues for the City. In turn City leaders, looking toward the future of Manhattan Beach, invested this windfall in enhancing its infrastructure. Public service projects, particularly parking lot and parking structure improvements, were undertaken. With increased employment

rates and leisure time on workers' hands, continued increases in tourism were expected.

In 1997, after the dedication of the City's parking structures and beach parking lots, it was decided to contract out these services. The private sector had shown the ability to operate parking facilities more cost effectively than the public sector. An added benefit from contracting was the use of advanced parking enforcement technology which the contractor APB Parking Services employs.

California, having avoided the massive gridlock and exhausting the parking supply as forecasted years ago, did so by being creative and forward-thinking. Numerous projects that helped to alleviate congestion and meet parking supply demand were implemented. Tax deductions for employer-paid carpool subsidies were offered in 1999. Taxes were doubled on gasoline, with revenues used to enhance existing mass transit. Both public and private sector parking facilities were assessed. Additional taxes and revenues were used for parking technology research and development.

Additionally, the state limited the number of vehicles owned per household. Only two vehicles per household could be registered and insured. Mandatory, annual vehicle safety inspections were instituted using the European model as the benchmark. Unsafe vehicles were immediately assessed a penalty up to and

including the seizure of the vehicle depending upon the mechanical or smog violation.

As the new millennium arrived, OPEC returned to their 1970's tactics and the price of oil doubled. This resulted in nationwide shortages. However, America was better prepared this time around.

In the summer of 2000, Manhattan Beach's contract with APB Parking Services expired. However, having planned for this occurrence, Manhattan Beach had (months earlier) undertaken and completed a needs assessment study and the recommendation offered was to regionalize these services.

Beginning July 1, 2000, in a 5-city consortium, the South Bay Regional Parking Enforcement Authority (SBRPEA) was created. The creation of the regionalized parking enforcement approach continues to operate successfully to this day.

Noting a significant increase of visitors to the downtown area and beaches, City leaders forecasted that the current parking supply would be exhausted in the year 2004. The City's strategic plan laid out several options to meet this challenge. The option of choice was the creation of a parking reservation system beginning in September, 2003. This system would allow the SBRPEA to coordinate the

parking supply for both beach visitors and shoppers alike. Additionally, it was the ideal method for calculating future parking revenues.

Through planning and anticipating the future, Manhattan Beach has been able to maintain its unique "home town" flavor, while at the same time keeping in step with progress. Manhattan Beach continues to be a great place to live, work and visit.

POLICY CONSIDERATIONS

This research highlighted the importance of strategic planning, intra-agency cooperation, and the incorporation of advanced parking enforcement technology in preparing for the future.

Through scenario development and the NGT process, three distinct futures were revealed involving parking enforcement management. In order to temper the most likely and turbulent futures and reach the desired future, the following policy considerations are offered.

- Parking enforcement management planning cannot be left to chance. The use of strategic planning is vital to meeting the parking supply needs of the future.

- Develop a network of state and local agencies to address parking enforcement concerns.
- Law enforcement must develop a partnership with the private sector parking industry. This partnership must be based on the mutual exchange of technological intelligence as well as emerging business practices.
- Public support and awareness of parking enforcement must be created. Parking enforcement management must be addressed in any community policing philosophy. This begins by educating the public and gathering support and acceptance for any parking enforcement program.

CHAPTER II

STRATEGIC MANAGEMENT PLANNING

The nucleus of this Chapter is on the formation of a plan to implement a strategy for the Manhattan Beach Police Department to realize a desired future based upon the scenario derived from the futures study. However, the plan may be modified to suit the needs and directives of any law enforcement agency regardless of size or makeup of the population it serves.

The Manhattan Beach Police Department is a full-service, law enforcement agency which renders assistance to a small beach community of approximately 32,000 residents. The City's demographic make-up includes a mix of 91 percent White, 4 percent Hispanic, 4 percent Asian, 1 percent African-American and 1 percent others. The staff of the Manhattan Beach Police Department is ethnically representative of the community it serves.

The City has a tax base which is predominantly residential with a mix of commercial and light industrial complexes. Located just 3 miles south of the Los Angeles International Airport, Manhattan Beach enjoys pleasant weather and clean beaches with abundant opportunities for all types of recreational activities.

MISSION STATEMENT

This statement represents the organization's mission to the community and serves to guide the people employed by the organization. It was developed by an *ad hoc* committee consisting of Police Department personnel and community members.

The Manhattan Beach Police Department's Parking Enforcement Management Mission Statement is:

We, the members of the Manhattan Beach Police Department, are committed to being responsive to our unique beach community in the delivery of quality parking services, recognizing our responsibility toward efficient and effective parking management, while affording dignity and respect to every individual. Our goal is to enhance the quality of life through a community partnership which promotes safe streets and peaceful neighborhoods.

SITUATIONAL ANALYSIS

An analysis of the situation is introduced examining the external and internal environment impacting the issue by utilizing the STEEP (Social, Technical, Economic, Environmental, and Political) process and WOTS-UP (Weaknesses,

Opportunities, Threats, Strengths, Underlying, and Planning) methodology. This examination is designed to guide the organization in the development of the designated strategy.

A consensus group of five colleagues collaborated with the author to produce the situational analysis and identify the stakeholders and stakeholder assumptions.

The group consisted of:

- Ted Mertens, Chief of Police, Manhattan Beach Police Department
- Robert Cashion, Captain, Manhattan Beach Police Department
- Randy Leaf, Sergeant, Manhattan Beach Police Department
- John Dye, Sergeant, Manhattan Beach Police Department
- Lee King, Business Owner, Redondo Beach

During brainstorming sessions, the group identified external opportunities and threats. A discussion of the group's findings is as follows:

Opportunities:

The Manhattan Beach Police Department enjoys strong support from residents and the business community alike. Community support is epitomized by successful volunteer programs and community-outreach activities. The Police Department has endeavored to create working partnerships with members of the community. In an effort to manufacture community ownership of its police a conscious effort is made to be responsive in meeting the needs of the client.

Careful to consider client needs, the Department conducts citizen satisfaction surveys¹⁴ to measure service levels on an on-going basis with excellent results noted. This wide-spread support is noted by political leaders and will prove valuable in terms of future parking enforcement management strategies and funding for parking enforcement technology.

The Manhattan Beach City Council is considered to be informed, progressive risk takers. The Council is extremely responsive to community needs and places a high priority on quality of life issues regardless of the costs. This responsive style can be harnessed to support this strategic plan. In addition, the local business community has voiced concerns over parking supply issues and has demonstrated a willingness to become involved by forming several issue specific special interest committees.

A myriad of aerospace and defense contractors have headquarters in the South Bay area, some of which are located within Manhattan Beach city limits. This is a potential source for technology-based support. With the ending of the "Cold War" and the need to shift to a peacetime economy, these defense contractors will be marketing their military technologies for civilian and law enforcement applications. Currently, Congresswoman Jane Harman is forming an ad hoc committee¹⁵ of defense contractor executives and police chiefs for this very purpose.

This "partnership" between the private sector and law enforcement will result in much-needed technology for law enforcement, simultaneously subsidizing losses to the private sector that occurred as a result of reduced military spending by the federal government.

Threats

The responsiveness of the City Council can be a double-edged sword. Their concern for special interest groups can frustrate progress and delay risk-taking efforts. This threat is compounded during uncertain economic times and can collide with the interests of local businesses, creating conflicts between civic leaders and merchant associations. Financial conditions throughout the state

continue to impact the City. While cuts are not expected locally, a "hold-the-line" budget has been the theme over the past few years. No new positions are being created and vacant positions are not being filled. Additionally, new programs are not being fully explored. This situation will have a negative long-term effect on creative parking enforcement solutions and the acquisition of new technology.

The media continues its watchdog approach to monitoring government. Increased fees for service or reduction in service levels are reported all too often from a slanted point of view. While Manhattan Beach has enjoyed a tradition of positive relations with the newspapers, a shift is occurring.

ORGANIZATIONAL CAPABILITY ANALYSIS

This process assesses the internal environment in which the issue question, "What will be the state of parking enforcement management in small coastal communities by the year 2004," will occur. Examination of the Manhattan Beach Police Department's ability to adapt, change, or meet the needs and concerns of its clients are reviewed. What follows is a discussion of identified strengths and weaknesses.

Strengths:

The Manhattan Beach Police Department is served by a Chief of Police and an Executive Management Team consisting of Command College alumni. This management team is futures oriented and dedicated to planning strategically. This staff is committed to a philosophy of community policing titled, "Policing Through Partnerships," and is supported in this endeavor by the City Manager and City Council.

Funds needed for equipment and advanced technology have been supplied by a highly productive regionalized major narcotics task force, of which the Manhattan Beach Police Department is a member. The Police Department has received large sums of asset forfeiture money which has been used to fund these purchases.

The Department is a leader in the area of volunteer programs. Several programs are currently staffed and managed on a strictly voluntary basis; e.g., Victims Assistance and Neighborhood Watch. There is a rich resource of willing, talented and highly educated members of the community who are available for participation in developing parking enforcement management strategies.

The Department has experienced a tremendous turnover rate in sworn personnel due to service retirements over the past few years. A total of 63 percent of the Department is currently staffed with officers that were not employed by the

Manhattan Beach Police Department a mere four years ago. These new officers are highly educated and adaptable to change. As they gain experience and attain leadership roles within the organization, the Department will be in a desirable position as we head into the new millennium.

The Department works to maintain a sense of pro-active community involvement. Department involvement has been significant over the last 20 years. Issues that seem to plague law enforcement agencies as a result of a perception of isolation are not a problem in this City. Manhattan Beach Police Department maintains a "connected" relationship with the community it serves and it has paid off in widespread community support and trust.

Weaknesses:

While the Chief of Police and Executive Management Team are considered progressive and cohesive, first-line supervision is not. Sergeants are generally resistant to change, suspicious of management and in some cases, lack basic supervisory skills. This weakness in first-line supervision will severely impede any progressive shift in parking enforcement philosophy or the incorporation of advanced technology.

Department culture has traditionally been oppressive toward civilian employees. A climate exists where civilian involvement is discouraged; and, in many cases, sworn personnel resent any attempt to include civilian employees in Department-wide, decision-making efforts. An organizational paradigm shift must occur in the way civilian employees are viewed and treated. Civilian employees have been, and will continue to be, a key to any parking enforcement effort. Parking enforcement chores are traditionally performed by civilian personnel, and their ideas and input are needed if parking enforcement management is to be effective.

Finally, while the consensus group identified these weaknesses, they have also been recognized and empirically validated through employee surveys¹⁶, team building workshops¹⁷ and by a 1992 Police Services Study.¹⁸

STAKEHOLDER IDENTIFICATION AND ANALYSIS

Stakeholders are groups or individuals who have an interest in the organization's activities. Stakeholders can create opposition, be supportive, or have conflicting/mixed interest in the issue. Evaluation, identification, and mapping of their positions is important for the successful implementation of a strategic plan. Unanticipated stakeholders, or those who appear to be unimportant to an issue, can radically impact a proposed issue strategy if they are not considered. These stakeholders are called "snaildarters."

This section will identify the stakeholders and assumptions they have about the issue. The assumption is a brief description of the feeling or belief the stakeholder has about the issue of parking enforcement management in small coastal communities.

The following is a list of stakeholders and their positions and assumptions that they may have about the issue.

<u>Stakeholder</u>	<u>Position</u>	<u>Assumptions</u>
1. Chief of Police	Supportive	<ul style="list-style-type: none"> A. Primarily interested in the generation of revenue. B. Supportive of innovation in Parking Enforcement. C. Concerned with liability issues, labor issues, or anything else that has negative connotation to the issue.
2. City Council	Mixed	<ul style="list-style-type: none"> A. Primarily concerned with increased generation of revenue. B. Will have concerns with labor and liability issues. C. Easily influenced by lobbying efforts of special interest groups. D. Supportive of the welfare of their constituents.
3. Residents	Mixed	<ul style="list-style-type: none"> A. A strong interest in reducing parking congestion on neighborhood streets. B. Generally misinformed about financial issues facing City government. C. Maintains strong desire to keep taxes low.

<u>Stakeholders</u>	<u>Position</u>	<u>Assumptions</u>
4. Civilian Employee Association	Supportive	<p>A. Will support expansion of Parking Enforcement positions.</p> <p>B. Will desire participation in program development.</p> <p>C. Generally supportive of innovation in parking enforcement.</p>
5. Coastal Commission	Mixed	<p>A. Generally interested in controlling coastal development.</p> <p>B. Strong concerns regarding environmental issues.</p> <p>C. Supportive of innovation and sound parking supply planning.</p>
6. State Legislature	Mixed	<p>A. Generally defers responsibility of parking issues to local government.</p> <p>B. Maintains a strong interest in tax dollar savings.</p> <p>C. Will be supportive of parking enforcement management if it positively enhances neighborhood quality of life.</p> <p>D. Easily influenced by lobbying efforts of special interest groups.</p>
7. Media	Mixed	<p>A. Initial coverage may be considerable for any program calling for an increase in parking fees.</p> <p>B. Interested in reporting on technology.</p> <p>C. Coverage often dictates other stakeholder position on issue.</p>
8. Courts	Mixed	<p>A. Will closely scrutinize any new parking ordinance.</p> <p>B. Predictability on rulings inconsistent.</p> <p>C. Will oppose any law which reduces accessibility to local beaches.</p>

<u>Stakeholders</u>	<u>Position</u>	<u>Assumptions</u>
9. Motoring Public	Mixed	A. Oppose any parking fee increase. B. Support additional parking supply. C. Supportive of parking control technology <u>if</u> user friendly.
10. Police Officers' Association	Mixed	A. Supportive if a reduction in their job tasks can be expected. B. Concerned for their own job security. C. Lack confidence in civilian counterparts. D. Generally, are uninformed of long-range needs of the organization. E. Generally, view Parking Enforcement as unimportant.
11. Chamber of Commerce	Mixed	A. Primarily interested in promoting business concerns. B. Will oppose any program likely to slow commercial traffic. C. Supportive of increased business area parking supply. D. Strong lobby and politically active.
12. League of California Cities	Supportive	A. Main interest in saving tax dollars. B. Concerned about labor and liability issues. C. Supportive of advance technology. D. Valuable source of information from a state-wide perspective.
13. Private Sector Developers of Technology	Supportive	A. Primary concern is "bottom line." B. View municipal parking market as a fertile field for technology. C. On-going research and development activities.
14. Private Sector Parking Management Corporations	Mixed	A. Primarily concerned with profit. B. Opposed to programs that reduce private sector opportunities. C. Support for developing public sector markets. D. Broad-based experience with technology.

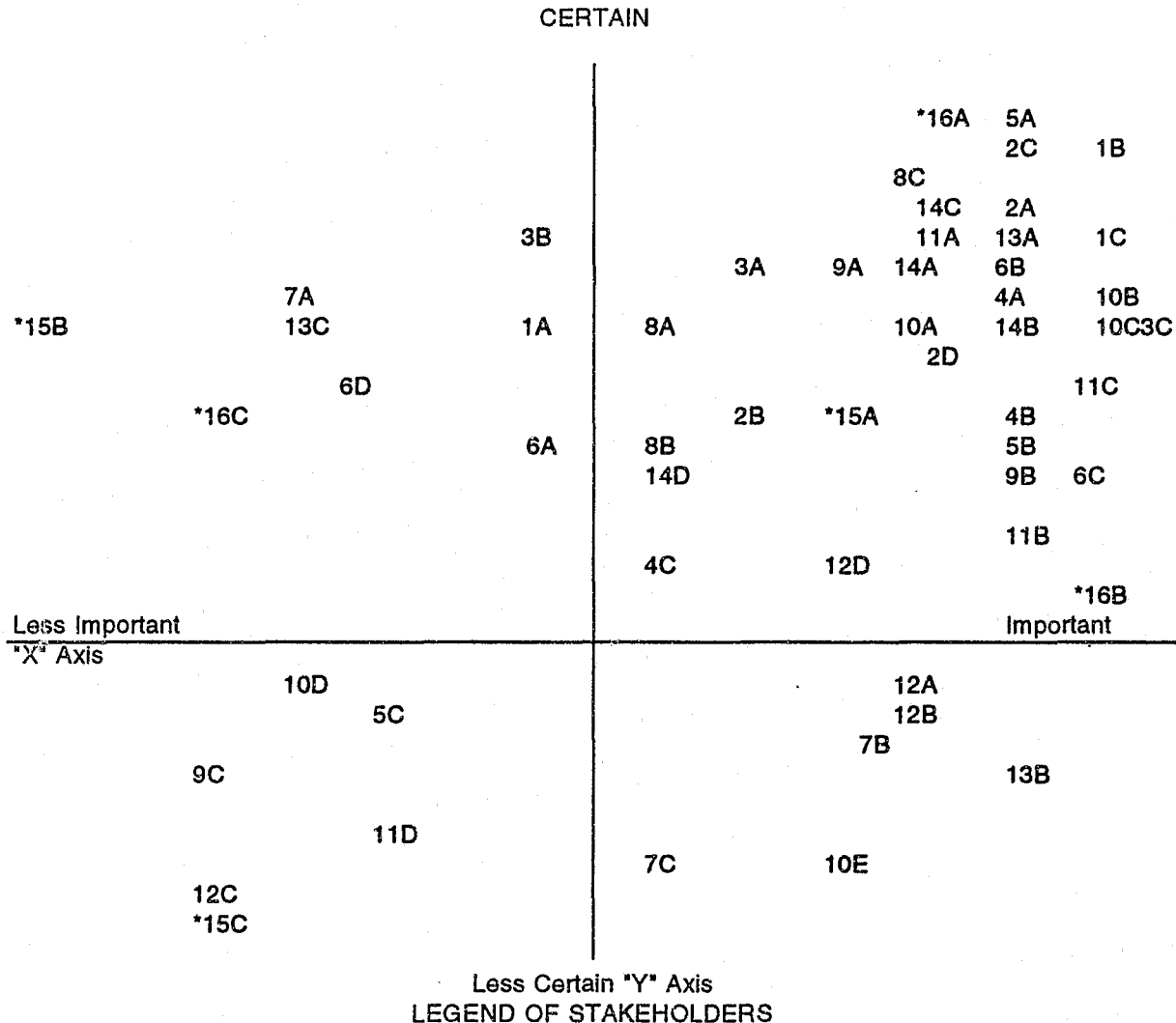
<u>Stakeholder</u>	<u>Position</u>	<u>Assumptions</u>
15. Risk Manager *	Mixed	A. Primarily concerned about liability issues. B. Easily swayed in decisions by City Attorney and City Manager. C. Will oppose technology if product has limited field testing applications.
16. Environmental Protection Agency (EPA)*	Mixed	A. Oppose any project likely to negatively impact environment. B. Supportive of programs that reduce vehicle congestion. C. Enormous resources, legal, Scientific and political.

* Stakeholders

Mapping of stakeholders and their assumptions appears on Figure 22. The purpose of plotting each position is to assist in understanding: 1) How important the issue is to each stakeholder, and 2) How certain or uncertain their assumptions are regarding the issue of parking enforcement management in small coastal communities.

FIGURE 22

STAKEHOLDER ASSUMPTION MAPPING



"X" AXIS Importance of the stakeholders' assumption to the agency's management of the issue

"Y" AXIS Certainty/uncertainty of the stakeholders' assumption

- | | | |
|----------------------------------|---------------------------------|--|
| 1. Chief of Police | 7. Media | 13. Private Sector Developers of Technology |
| 2. City Council | 8. Courts | 14. Private Sector Parking Management Corporations |
| 3. Residents | 9. Motoring Public | 15. Risk Manager* |
| 4. Civilian Employee Association | 10. Police Officers' Assoc. | 16. Environmental Protection Agency (EPA)* |
| 5. Coastal Commission | 11. Chamber of Commerce | |
| 6. State Legislature | 12. League of California Cities | |
- * Indicates snaildarters

DEVELOPING ALTERNATIVE STRATEGIES

The researcher consulted with a group of five Manhattan Beach Police Department colleagues to generate a list of strategies that could be implemented to achieve the Manhattan Beach Police Department's Mission Statement relative to the issue.

The group utilized the Modified Delphi Process to generate plausible strategies. A discussion of the selected strategies, the advantages and disadvantages of each, and stakeholder perceptions follows. Through a voting procedure the list was narrowed to three alternatives.

Strategy 1: *Create a consortium of public and private sector parking management professionals.*

This would involve creating a council of law enforcement parking managers and private sector parking consultants to discuss issues relevant to the parking industry. This partnership's primary responsibility would be to identify advanced parking control technology and create innovative parking strategies for both the public sector and private markets.

Advantages:

This strategy would enhance networking capabilities between the public and private sector. The network would facilitate a significant and purposeful communication of ideas, methods and perspectives on parking issues. The sharing of technology and money management skills would help each side learn from the diverse and varied experience of participants.

Disadvantages:

Difficulties arising may include a sense of competitiveness spurred on by the private sector's need to expand their markets and the public sector's desire to protect their unique interests. This condition could impede the free flow of information, resulting in gridlock. Additionally, overcoming the bureaucracy of both the public and private sectors may be formidable, requiring compromise from both stakeholders.

Stakeholder Perceptions:

Playing a key role in program development, the Chief of Police would set the tone for cooperation and the free exchange of ideas. The City Council will predictably support such a dialogue for inherent in the activity is the goal of streamlining

government and seeking alternatives to traditional approaches to municipal parking issues. Private sector parking management corporations would be open and interested in exchanging and developing the possibility of expanding their market into the public arena. The Chamber of Commerce would be highly supportive of this partnership as it could serve to expand parking supply in coastal areas and enhance local business opportunities. Finally, the media would find such a consortium interesting and provide positive editorial pieces.

Strategy 2: The State Legislature creates tax incentives to encourage the use of mass transit.

This tax credit or deduction would give both employers and employees alike, inducement to utilize some form of mass-transportation system. The increased use of mass transportation can make a dramatic impact on the existing parking supply.

Advantages:

This incentive has the potential to reduce the amount of automobiles on the roadways by encouraging commuters to use alternative approaches to getting to and from work or visiting recreational areas. Reducing the number of automobiles on California roadways lessens the immediate and long-term demand for parking,

while positively impacting the environment. This plan would receive support from commuters, politicians and special interests groups.

Disadvantages:

Clearly there would be political hurdles that would have to be overcome. It would be difficult to get support for this strategy from those in government who feel tax credits are risky during these difficult economic times. Another difficulty is that Californians are independent and have had an on-going love affair with their automobiles and a few dollars back in their pocket at the end of the year may not be enough incentive to get people out of their automobiles and change their commuting habits.

Stakeholder Perceptions:

Residents will support this measure as it reduces taxes and decreases the number of automobiles in their neighborhoods. The Coastal Commission will support this strategy as long as it reduces traffic and lessens coastal construction. The State Legislature would be interested as long as there is a positive response on the part of constituents and lobbyists. The Environmental Protection Agency would be highly supportive as it has the potential to reduce pollution levels in California.

Strategy 3: *Adopt a regionalized approach to parking enforcement management.*

This would permit surrounding cities/municipalities to codify their respective policies and parking ordinances into one cohesive regional plan. This would reduce the redundancy of each local agency conducting their own parking enforcement and create one agency which has oversight and authority over the entire partnership.

Advantages:

By virtue of economies of scale, each city would save substantially over conducting parking enforcement individually. Purchasing and procurement of equipment and technology could be conducted by one central office and all would benefit from the buying power of this partnership. As a result of the number of parking personnel available, specialized deployment strategies could be implemented without the need for overtime or increasing department personnel. This regionalized approach would benefit residents and visitors alike as services could be enhanced and standardized.

Disadvantages:

Individual cities would lose control and flexibility when operated under this concept. This could lead to local frustration by policy makers and special interest groups. Conflicting needs among the participants and equitable distribution of parking fees and fines could be an obstacle in creating this regionalized parking enforcement service.

Stakeholder Perceptions:

The City Council has an endemic interest in any serious alteration in the delegation of local authority. However, this can be mitigated by demonstrating cost savings and increased efficiency. Another obstacle will be the perception of increased liability exposure, and Risk Management can be expected to oppose any such regionalized approach if viewed in that context. The Civilian Employee Association will support this proposal as it appears to expand their career opportunities.

Selected Strategy

After reviewing the alternative strategies, the Modified Delphi Process group determined that all three alternatives have merit. Each alternative has divergent

components that are not only feasible and desirable, but they have stakeholder support.

The selected strategy is alternative number 3. This strategy was selected based upon its potential for growth, flexibility, stakeholder support, financial feasibility, political support and its capacity to be used by other agencies as a model.

This strategy, while complex, can be viewed as a win-win concept for all participating agencies. This strategy's potential for growth and flexibility can be recognized through its planned consolidation of parking enforcement services in coastal communities.

Stakeholder support will be accumulated through membership in the task force committee, active participation during program development and on-going regionalized training efforts. These exercises will serve to create a sense of ownership within the organization. These efforts will also work to mitigate opposition from any identified or unidentified snaildarters.

Financial impact through a reduction in repetitive functions, equipment sharing and increased efficiency through collective efforts will be significant. Initial start-up costs can be derived from current budgets by forecasting future savings and estimating available incoming parking fees and fines. An alternative funding

source in the event of any shortfall could include a State or Federal grant. State and Federal agencies are constantly seeking innovative programs in which to invest.

Political support can be cultivated by focusing on mitigating parking service costs while enhancing existing services. Political leaders will play a significant role in program development and on-going evaluation and their participation will create a sense of ownership.

IMPLEMENTATION

The following implementation process designed for this strategic plan will drive the issue from where it is today to the "desired future". Implementation will occur in 4 phases over a 36-month interval with program evaluation and assessment continuing as long as the regionalized parking enforcement management concept is in effect. Within the time frame reference for implementation, today indicates a future date to institute implementation.

Phase I: Today + 12 months

- Cities to form a Joint Powers Agreement (JPA) between participating coastal communities for the purpose of developing a regionalized parking enforcement agency. This JPA would be commissioned as the governing body and charged with developing policy, rules and regulations. This JPA will consist of council members and law enforcement executives from each of the participating municipalities.

Phase II: Today + 18 months

- JPA to identify a User Committee and identify key community members, parking managers, civilian and sworn employees to conduct a parking enforcement management needs assessment study. Present findings and recommendations to JPA for implementation.

Phase III: Today + 24 months

- User Committee to develop a parking enforcement strategic plan.
- User Committee to develop a regional parking enforcement awareness program and media information campaign to encourage stakeholders' support.

Phase IV: 36 months + ongoing

- JPA to establish a target date for implementation of regionalized parking enforcement services for coastal communities.
- JPA to direct User Committee to review day-to-day operations for effectiveness, efficiency and insuring the changing needs of the communities are met. This on-going examination must be sensitive to shifts in priorities according to stakeholders' needs and emerging trends and events that impact this strategy.

SUMMARY

This Chapter developed a strategic plan for implementation of parking enforcement management in small coastal communities. Several alternative strategies to achieve a "desired future" were considered with regionalization of parking enforcement management being the strategy selected. Although regionalization of services in other law enforcement functions has been considered or instituted, little has been done in the area of parking enforcement management.

This strategic plan is designed to create a cost-effective, efficient parking enforcement management program. The plan will utilize the resources drawn from each participating municipality and focus on the parking needs of the community at enhanced levels. The Mission Statement will be used as a guide that will direct the organization in a path consistent with the community's unique desires, characteristics and objectives.

This strategic plan is now ready for adoption.

CHAPTER III

TRANSITION MANAGEMENT PLANNING

Previous chapters of this research project identified key parking management challenges. This Chapter provides the components of the Transition Management Plan for implementing the described selected strategy for the Manhattan Beach Police Department and other small coastal police agencies in their efforts to address the issue of parking enforcement management. The described selected strategy is a change from the traditional one-agency parking enforcement program to a multi-agency approach to sharing resources in the delivery of parking services.

DESCRIPTION OF RECOMMENDED STRATEGY

Adopt a Regionalized Approach to Parking Enforcement

Management

This strategy was created from the strategic plan developed in the previous chapter. It is designed to positively impact coastal parking, using shared personnel, equipment and fiscal resources from a number of small coastal communities, such as: El Segundo, Hermosa Beach, and Manhattan Beach.

This strategic plan was selected based upon its potential for long-term growth, flexibility, stakeholder support, financial feasibility, and its potential for being a model for other law enforcement agencies to emulate. The creation of a regionalized approach to parking enforcement in small coastal communities, such as El Segundo, Hermosa Beach, and Manhattan Beach, also allows several areas of concern to be addressed:

- Stakeholder support being cultivated through the strategic plan's use of identifying cost savings, increased efficiency, and enhanced services.
- A sense of stakeholder ownership in the program created through participation in all phases of program development.
- Positive financial impact through a reduction in repetitive functions, equipment sharing and personnel costs. The strategy's potential for growth and flexibility is only limited by imagination and geography.

What follows is a transition management plan which will allow the organization to achieve the "desired future."

TRANSITION MANAGEMENT

A critical element in changing the manner in which an organization operates is transition management, the key to implementing a strategic plan. Transition management takes into consideration important ways to approach the stakeholders along with their respective spheres of influence. Their commitment (or lack of it) will be examined, as well as considerations for providing motivational incentives necessary to help with implementation of the strategic plan.

A management structure will be presented that will carry the stakeholders from their present position to a desired level. Included is a list of the methods employed to support the planned implementation and managing anxiety and uncertainty during transition.

CRITICAL MASS

Definition: The minimum number of groups or persons who actively support the change and will ensure the desired change will take place. If they oppose the change, the plan will likely fail. They must be positive towards the change to make it happen.

Identification: It is important to identify those stakeholders who, as groups or individuals, have the greatest impact on the adoption of regionalized parking enforcement in small coastal communities. Defining their level of influence towards the change is vitally important. Knowing the relationship and influence that exist between stakeholders and how those relationships and influences affect each stakeholder is critical in developing strategy. Which actor can deliver, in terms of commitment to a plan, is essential to the planner. The critical mass for this research was identified through consultation with two of the author's colleagues and one private sector consultant. The team members were:

Robert Cashion, Captain, Manhattan Beach Police Department

Mary Laquet, Civilian Manager, Manhattan Beach Police Department

Michael Patchen, Administrative Assistant, Southwestern School of Law

Commitment: Each of the actors in the critical mass must be assessed. The commitment for each actor does not have to be the same nor should it be expected. Each member of the critical mass is assumed to have some degree of commitment, or the planned change is doomed to fail. The present level of each actor's commitment is determined as well as what level of commitment is needed from each actor by use of this process.

FIGURE 23

COMMITMENT CHART

ACTORS IN CRITICAL MASS	BLOCK CHANGE	LET CHANGE HAPPEN	HELP CHANGE HAPPEN	MAKE CHANGE HAPPEN
Chief of Police			X ————— 0	
City Council			X ————— 0	
Police Officers' Association President	X ————— 0			
Civilian Employees' Association President		X ————— 0		
Chamber of Commerce Director		X ————— 0		
Coastal Commission Chairperson		X ————— 0		

X = PRESENT POSITION

0 = DESIRED POSITION

The Commitment Chart (Figure 23) illustrates each actor in the critical mass on the left column. The columns across the top indicate their current level of commitment as well as which positions need to be moved. For those actors whose commitment needs to be moved, intervention strategies can be employed. A commitment planning chart serves to illustrate the level of commitment by each actor, and any type of change that may be desired in that commitment.

Influencing The Critical Mass

Chief of Police: The Chief is the person who will make change happen. Policy decisions must come from the Chief's Office. The Chief ultimately bears the

responsibility for the success or failure of all programs he manages. In reality, the Chief will delegate this assignment to the project manager who will be implementing the change. The Chief, by virtue of his position, can influence and deliver the project manager. The Chief must demonstrate total support for the change. This will move the Police Officers' Association from the block change position to the let change happen. The Chief will rely on the project manager to keep him informed about the change. Based upon the information he is provided, he will be in a position to keep the City Council briefed and interested. The Chief may be called upon to brief interested groups such as the Chamber of Commerce and the Coastal Commission.

City Council: This group is important as they control the City's policy making and fiscal resources. This group is currently in the help change happen category and must be moved to the make change happen. To achieve this level of support, it is essential that support is gained from other stakeholders since the City Council is extremely responsive to public and business concerns. Assurances by the Chief of Police that continuous progress reports will be submitted will reduce anxiety and maintain support from this group. Caution must be taken to prevent any Council member from becoming so supportive (due to their own political agenda) that they alienate others and possibly move another group to block change.

Police Officers' Association (POA): The POA will view change with suspicion. With the current political and economic environment, the POA will perceive this project as a possible threat to their job security and the "status quo." Their initial position will be to block change.

It is important that key actors specifically the POA President be involved in the initial planning to provide membership with a "global" perspective for the needed change. Having formal and informal group leaders involved in the implementation of the plan will be instrumental in influencing the group and gaining the desired movement to let change happen. Additionally, demonstrated support by the Chief of Police will influence this group to let change happen.

Civilian Employees' Union: While not as militant or organized as the Police Officers' Association, this group is viewed as a "sleeping giant." This group has been largely ignored over the years because of Departmental cultural influences and, to some degree, they exist as second class employees. However, this group is beginning to emerge from its slumber and to voice a desire to be a part of the decision-making process.

This change will be viewed as increased opportunities for the membership. Strong support for the change can be generated by the Chief of Police meeting with the President of the Union to communicate his "vision" for the change.

Additionally, other formal and informal leaders should be involved in the implementation plan. This will create a sense of ownership and will position these leaders to influence the rest of the union to move from let change happen to help change happen.

Chamber of Commerce: This group exists to further the interests of the business community. The local economy is viewed as stable, and this factor will cause concern among this group when the change is reported. The Chamber of Commerce is in the let change happen category.

To achieve the necessary shift to help change happen, a unified effort between the City Council lobbying the Director of the Chamber of Commerce, and the Chief of Police demonstrating his commitment, is required. Open dialogue allowing for input and participation in the implementation of this change will be sufficient to move the group.

Coastal Commission: Opposition is traditionally strong as it relates to any change in coastal corridors. This opposition is founded on the potential negative impact on the coastal environment and the perception of denial of equal access of beach areas to the public. However, the Coastal Commission is receptive to creative ideas as they relate to improving coastal corridors and beach access to citizens. The Coastal Commission is currently positioned in the let change happen category

and must be moved to the help change happen. This can be accomplished by creating a working relationship between the Coastal Commission and the Police Department.

Politically, the City Council must display a strong sense of support for the change. Continuous contact with the Chairperson seeking input and feedback during program development is a must to accomplish the desired results. This basis for openness will create an environment of trust where positive movement can be achieved.

Transition Management Structure

The transition from the present method by which things are done to the future way is a path to the unknown. Therefore, the selection of a management structure, to be used during the transition phase must be made carefully. This transition management structure must possess flexibility, patience, and assertiveness to make change happen. With an adequate management structure in place, coupled with a leader providing a clear sense of direction, the way becomes more direct and far less threatening to all concerned.

To that end, a project manager must be selected by the Chief of Police. The project manager will derive his authority from the Chief of Police and will report directly to the Chief on all matters involving the regionalization of parking

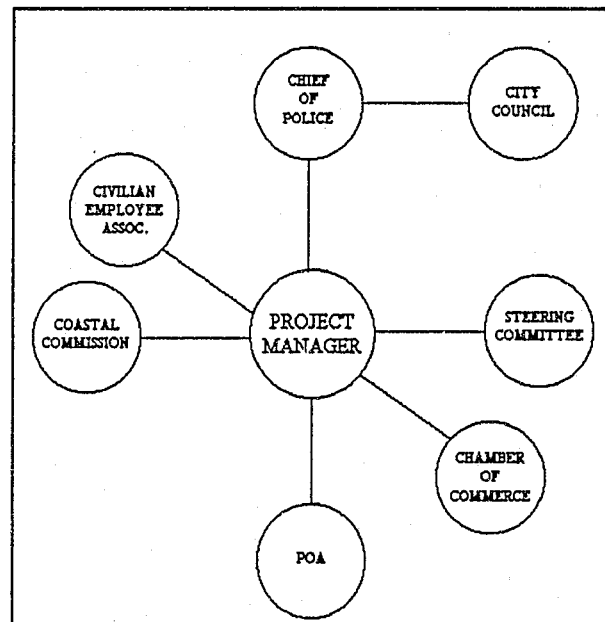
enforcement management in small coastal communities. The person most suited for this assignment will be the Traffic Lieutenant due to his knowledge of traffic matters and Department policy and procedures.

The project manager must be a highly motivated individual, politically sophisticated and totally supportive of the change. The project manager will work directly for the Chief with a minimum of disruption from the day-to-day operational requirements of the Police Department. The project manager will be relieved of other daily responsibilities during the implementation. This allows the project manager to be completely devoted to the project, while creating a sense of importance for this project.

The project manager will chair a steering committee of internal and external personnel to help implement the change. Those selected should meet the needs defined in the critical mass. This is the most appropriate management structure for success, since it involves those who would oppose the change and could sabotage its success. By their involvement in the transition management, they are positioned in a key role and will develop a sense of ownership for a successful transition. The management structure for this project is clearly depicted on the organizational wheel (Figure 24). The management wheel serves to identify lines of communication and reduce confusion for the critical mass.

FIGURE 24

MANAGEMENT WHEEL STRUCTURE



SUPPORTING TECHNOLOGIES AND IMPLEMENTATION METHODOLOGY

Managing effective transition often requires specific and sometimes unconventional techniques and/or mechanisms in approaching different challenges. These techniques need to be utilized during this period to reduce anxiety that often accompanies change. These new systems will be temporary in order to accomplish the change, but a few may remain in place if they are unique to a particular obstacle.

1. Team Building: An effective tool that provides the Chief of Police and project manager a platform in which to reinforce the need for successful change. A "global" perspective can be shown to those that may be out of the loop. This provides the Chief an opportunity to share his vision for the project. This group dynamic provides a basis for one-on-one conflict resolution and for building a foundation of trust and cooperation.
2. Goals and Objectives: This system of developing a number of measurable goals and objectives serves as a benchmark for project success. It provides clear direction for implementation and tends to minimize anxiety caused by the change process.
3. Postponing Non-Essential Change: Traditionally, law enforcement agencies have difficulty coping with change. In an effort to reduce the impact of change on the organization, remaining focused on the central issue must be a priority. Other changes and non-essential projects should be postponed until the priority project is underway and some level of success has been achieved.
4. Management By Walking Around: During the change process, an organization can expect to be impacted to some degree by stress. It becomes vital that the project manager and other key members of the

transition committee be accessible at all levels within the organization. Addressing questions and discussing potential difficulties will reduce any affect stress may have. Encouragement and visibility by transition committee members go a long way toward keeping the change perception positive.

5. Reward System: Rewards, such as plaques or certificates, for those individuals or teams reaching goals are one of the greatest methods of recognizing and motivating those involved in the change process. This technique works well because it involves people. Using recognition devices such as employee of the month awards, cash awards for money-saving suggestions, newsletters, and the media will reward as well as serve to keep stakeholders informed and motivate others involved in the change process. Rewards should be provided during and after the transition period.
6. Responsibility Charting: The technique identified as responsibility charting (Figure 25) is used to appraise behaviors of each of the actors in a series of actions bringing about change. It places responsibility on specific individuals and eliminates duplicate effort and wasted time. This instrument allows actors to understand their responsibilities. Additionally, actors who are "out of line" can adjust their behavior to get "back in line" with the group.

Listed horizontally across the top of the chart are the actors. Vertically on the left of the chart are the activities involved. The following classifications were used: (R) Responsibility to see that actions or decisions occur, (A) Approval of actions or decisions with the right to veto, (S) Support of the action, but no right to veto, (I) Informed of action or decisions, but no right to veto, and (-) Not Applicable to this item.

FIGURE 25

RESPONSIBILITY CHART

(RASI)

ACTORS TASKS	CHIEF	PROJECT MANAGER	CITY COUNCIL	P.O.A. PRESIDENT	CIVILIAN EMPL. ASSOC. PRESIDENT	CHAMBER OF COMMERCE DIRECTOR	COASTAL COMM. CHAIRPERSON
Write Program	A	R	S	S	S	I	I
Develop Mission Statement	A	R	S	S	S	I	I
Develop Goals and Objectives	R	S	I	I	I	-	-
Establish Time line	R	S	S	I	I	I	I
Develop Budget	R	S	A	I	I	-	-
Review and Evaluation Process	A	R	I	S	S	-	-

R = Responsible A = Approval S = Support I = Inform - = Not Applicable

7. Progress and After-Action Reports: These instruments provide for evaluating progress and critical examination of the plan after implementation. The continuous use of progress reports serve to build stakeholder confidence and to reinforce commitment. After-action reporting addresses problems encountered and how they were handled or mishandled. After-action reporting is an excellent tool for improving subsequent projects and streamlining tasks. Surveys, evaluation assessment forms and on-site inspection may be used to measure success.

TRANSITION PLAN OUTLINE

A transition plan outline is helpful in organizing efforts for the necessary changes. Deadlines and target dates should be kept as closely as possible, but should also be realistic and attainable. The following is an outline of the major events for the implementation of the regionalization of parking enforcement management in small coastal communities. The outline is divided into four phases: First is the planning and organizing; second is implementing; third is formalizing; and fourth is the evaluation phase.

Phase I

I. Plan and Organize

A. Decision to Start - Completion: Immediate

1. Selection of project manager
2. Selection of committee members
3. Develop policies and procedures
4. Design a transition plan and establish a timetable

B. Building Commitment - Completion: By week 8

1. Team Building Workshop
2. Meet with critical mass
3. Analyze each committee member's capabilities

C. Communications Strategy - Completion: By week 10

1. Establish feedback mechanism
2. Prepare formal announcement for community

D. Analysis of Regionalization of Parking Enforcement Management -

Completion: By week 18

1. Design tasks
2. Develop organizational structure for project
3. Check legal obstacles with legal department and Coastal Commission
4. Establish reward system
5. Determine political issues
6. Prepare progress report

Phase II

II. Implement

A. Implement Phases of Change - Completion: By week 36

1. Selection of participating agencies
2. Allocation of collective resources (personnel and equipment)
3. Prepare progress report

Phase III

III. Formalize

A. Formalize regional parking enforcement strategy - Completion: By week 52

1. Identify and form Joint Powers Agreement (JPA)
2. Formalize communications
3. Fine tune any problem areas - on-going

Phase IV

IV. Evaluate

A. Review - Continuous

1. After-action reports for key members of the critical mass
2. Internal and external feedback (surveys)
3. Independent review from outside parking management consultants

ANTICIPATED PROBLEMS

It would be naive to assume that problems will not surface during the transition process and with the project. Expected and unexpected problems will develop and must be dealt with at once. Bottom-up feedback from line personnel and immediate response to problems are essential for success.

It would not be realistic to assume that all key managers within the organization will accept the program for a myriad of personal and professional reasons. Petty jealousies will develop and must be anticipated. Open dialogue with these individuals is mandatory and their input should not be overlooked. Ideally, this approach will minimize any "attitudinal problems" they may have.

Another problem that should be recognized and avoided is focusing too closely on any one obstacle. This tendency to magnify problems or set backs is human nature, but has the potential to derail or slow progress. The secret is to balance obstacles/problems with the successes.

Finally, civilian employee participation is essential in this project, since in many respects they are the ones doing the work. Meeting with them throughout all phases of the project will work to enhance their sense of worth within the organization and eliminate any feeling of resentment from another "top-down"

program. If this approach is followed, the possibility of creating an "organizational terrorist" while not eliminated, is minimized.

SUMMARY

This Chapter included the transition management situation, followed by an examination of the critical mass, an assessment of members' readiness and capability, the type of commitment necessary for the project to be successful, and a management structure. This section then concluded with an explanation of supporting technologies and methodologies necessary for successful transition.

This project has enormous potential for benefiting parking enforcement management in small coastal communities. The possibility for success will be enhanced if the previously listed strategies are followed.

The key to change and the transition that follows is creating an environment for open lines of communication. This openness tends to reduce anxiety and uncertainty, and positively impacts change during transition.

CONCLUSIONS

The focus and objective for this study have been to equip the Manhattan Beach Police Department and California law enforcement in particular with a planning instrument.

This issue question is:

What will be the state of parking enforcement management in small coastal communities by the year 2004?

The use of interviews and the limited amount of literature in the parking management profession indicates that this field requires additional exploration.

Parking enforcement management has been largely ignored by law enforcement and to some degree has resulted in a decline in efficiency and profitability. Parking enforcement as a program suffers from an image of "low self-esteem." This "low self-esteem" has resulted in parking enforcement not achieving the successes the private sector has enjoyed - successes of efficiency, productivity and profitability. Law enforcement leaders must contribute necessary resources to parking enforcement management and create a sense of worth for this program. Should this not occur, social and budgetary problems experienced during the

remainder of this decade will impact all service levels and demand a re-thinking for all law enforcement leaders as we enter the 21st Century.

The results that may be realized with respect to the sub-issues are as follows:

- **To what extent does parking enforcement management impact community policing in small coastal communities?**

During each phase of this study a predominate theme was echoed, community involvement is a prerequisite for developing a successful parking enforcement strategy. A strategic plan along with a mission statement was presented which reflected this concern.

Clearly, this is the most challenging sub-issue. Traditionally, law enforcement agencies have managed as if they operate in a vacuum, seeking little community feedback and implementing community input even less.

The primary resolution to this question will be for law enforcement management to create community partnerships with the goal of identifying the concerns and needs of their constituency and to adopt parking enforcement management strategies to meet those desires.

- **What impact will technology have on parking enforcement management efficiency in small coastal communities?**

William Tafoya, a noted futurist, suggests that by 1997 state-of-the-art technology will be routinely used by the law enforcement community in problem solving.¹⁹

The availability and effective application of parking enforcement technology has been slow to gain acceptance in the public sector. The hesitancy for the use of technology in public sector parking management is primarily based upon its high cost and resistance by employee associations.

Technologies that appear applicable to the municipal parking enforcement environment include:

- Computerized central pay systems that accept various methods of payment.
- "Theft proof" computerized non-attendant pay stations.
- Parking meters that accept various methods of payment.
- Time and fee computerized parking lot pay systems.
- Hand-held computer citation books that are linked directly to city finance and to the courts.

Each of these technologies increases productivity and efficiency without increasing personnel costs.

Partnerships between public and private sector parking managers must be created to facilitate the exchange of technology information. The public sector is clearly at a disadvantage in the use of technology and must look to the private sector for assistance on what has worked for them and what has not.

In the Transition Management Chapter of this study, the author identified the critical mass. Two of the stakeholders identified as part of the critical mass were the employee associations. Having both formal and informal leaders from those organizations as part of the management structure for implementation will facilitate technology acceptance.

Technology has been demonstrated to increase both efficiency and productivity, while lowering personnel costs in the private sector. Using the private sector as a benchmark for municipal parking enforcement, we can expect to experience like successes.

- **What are the economic implications of parking enforcement management in small coastal communities?**

Parking enforcement is big business and can account for a significant portion of government revenue in coastal areas. The deregulation of parking enforcement fines has positioned each municipality to determine what its own community bail schedule will reflect.

While this "freedom" to determine fines locally appears attractive, it does come at a cost. City leaders must ensure the community has a voice in determining the bail schedule in their communities.

Since deregulation of parking fines has occurred, coastal communities have experienced gradual increases in fines. However, the author discovered during this study that parking fees in coastal areas have risen no more than the annual cost of living index.²⁰

Coastal communities have looked to each other to ensure their parking fine fees appear reasonable for the region. This practice has in effect slowed the pace of increases and tends to prevent any one jurisdiction from hiking its rates beyond what the "market" will allow.

Finally, while the deregulation of parking enforcement has not dramatically changed the economic forecast for small coastal communities, the potential exists for creating a sense of municipal entrepreneurship.

Recommendation

Parking enforcement management in small coastal communities is a profitable program and in many instances the revenue generated is used to fund other municipal activities. Further study is recommended to determine the feasibility and impact of contracting parking enforcement services with the private sector.

During this research project, the increased use of seasonal or part-time employees surfaced as having potential for enhancing parking services at reduced costs to local government. This issue was not fully explored and is recommended for future study.

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11. California Vehicle Code, Section 40203.5
12. On-site visits of small to mid-size law enforcement agencies.
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 - * Redondo Beach * Hermosa Beach * El Segundo
 - * Marina del Rey (LASO) * Santa Monica * Venice (LAPD)
13. L. A. County Lifeguard Survey, 1993.
14. Survey provided to all clients using police services, 1992-94.
15. Committee created June 1, 1994, consisting of Congresswoman Jane Harman, representatives from El Segundo, Hawthorne, and Torrance Police Departments, Rockwell International, TRW, Hughes and Aerospace Corporation.

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