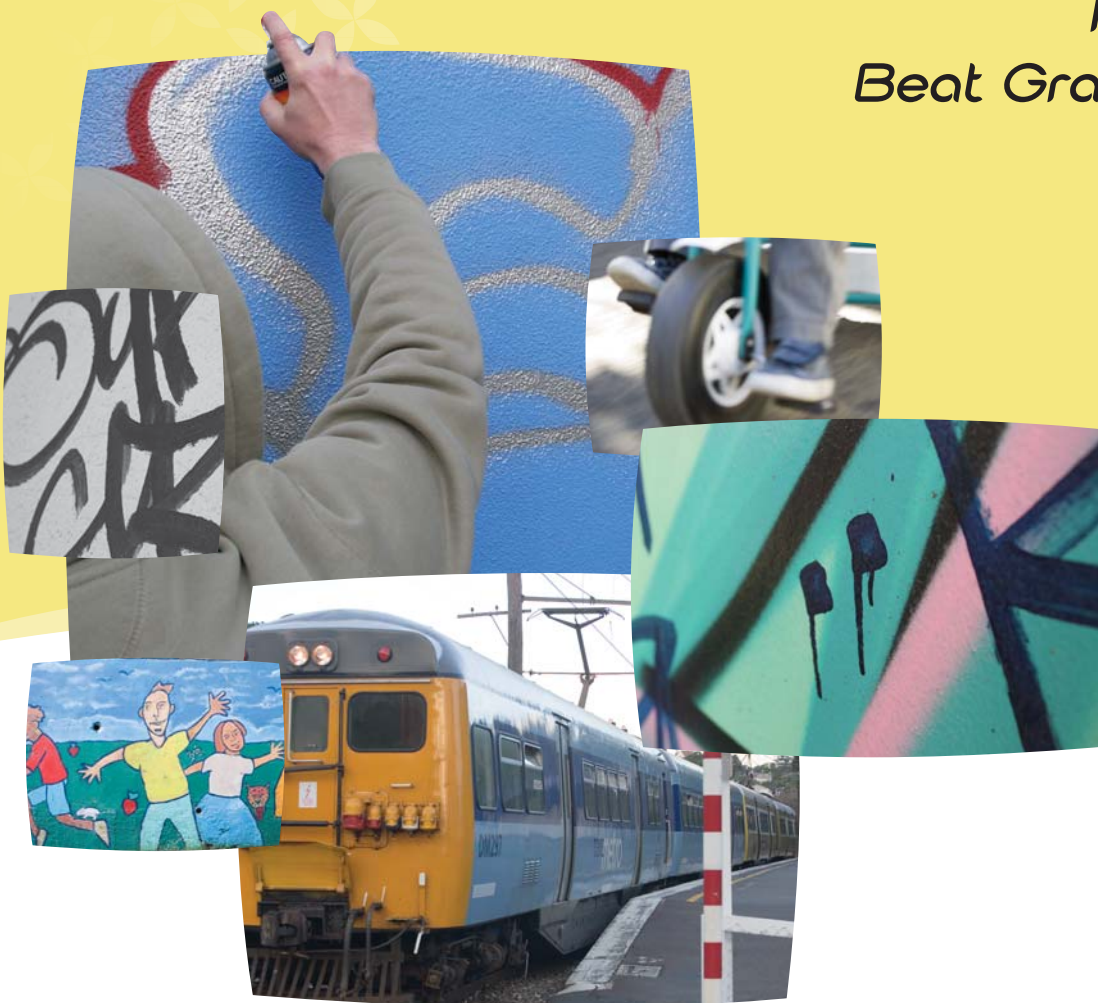


KnowHow
Beat Graffiti Guide
06



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Jane Johnston from Local Government New Zealand managed the project and Viv Heslop from Vivacity Consulting Ltd was contracted to write the guide.

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Disclaimer

This Guide is not intended to be a substitute for the policy judgements of elected members backed by appropriate legal, policy, and other advice from officials. In the final analysis, it is the elected member who bears the ultimate accountability for the design and delivery of any strategy and for the decision-making processes of the council, depending on the preferred mechanisms they seek to employ.

Neither *Local Government New Zealand* nor any other individual or organisation involved in the preparation of this Guide accepts any liability for loss or damage arising to any organisation from the use of the materials contained in this Guide.

The examples, outlines, and templates presented in this Guide are representative examples of the ways in which a council might respond to the graffiti challenge. They are presented for the purpose of illustration only, and are in no way a statement of how local authorities must deal with a particular issue or decision.

Your use of this Guide constitutes acceptance of the contents of this disclaimer.

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The KnowHow Beat Graffiti Guide

This Guide has been prepared in response to growing concerns from local authorities around New Zealand about the impact of graffiti vandalism on councils, communities and local business. This Guide also signifies *Local Government New Zealand's* commitment to implementation of the Urban Design Protocol.

No one approach to reducing graffiti will be effective. The aim of this Guide is to provide some best practice in terms of tools and techniques that councils can use to manage graffiti vandalism. We have done all the research, so that you won't have to.

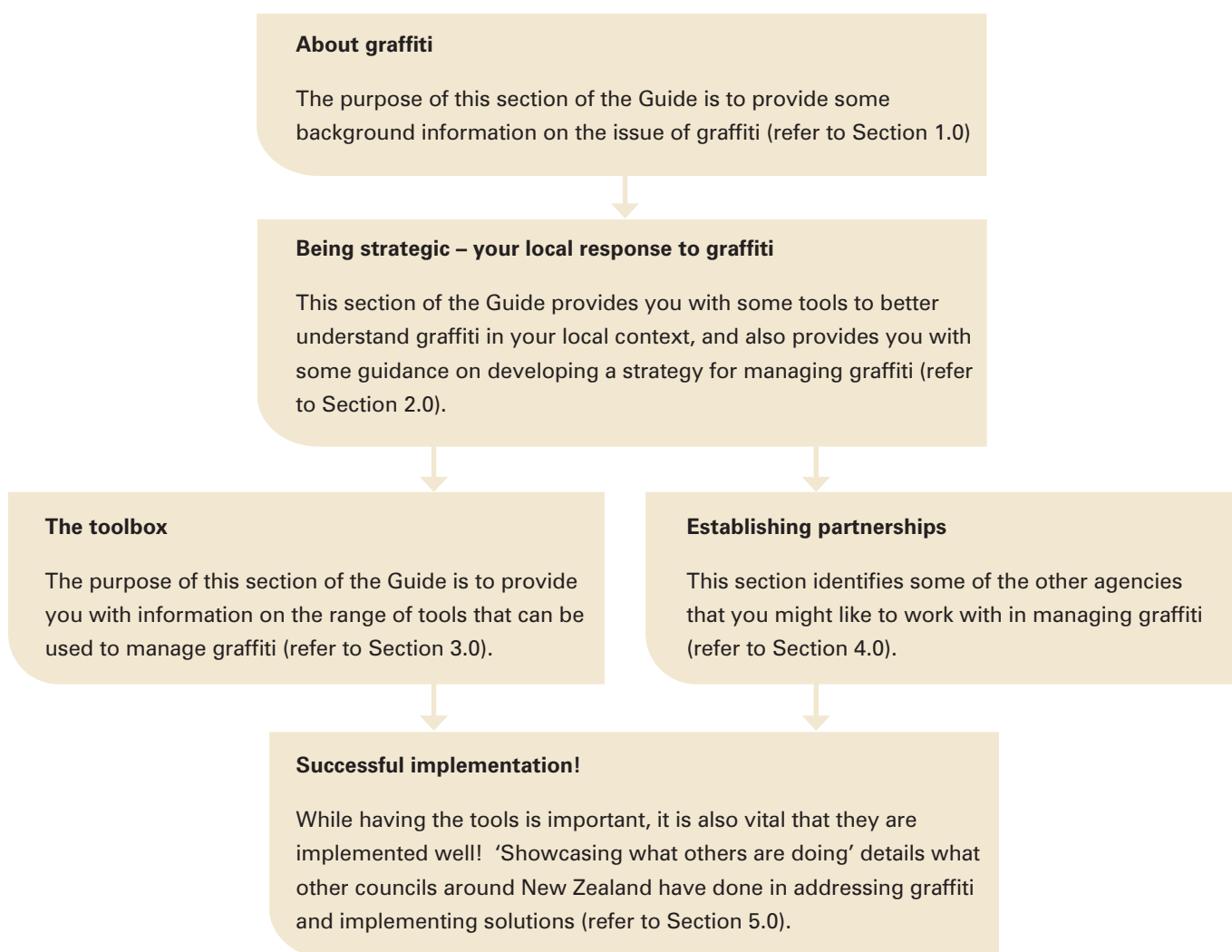
While this Guide has been developed specifically for local government, we do acknowledge that there are a number of other agencies involved in managing graffiti.

This KnowHow Guide is seen as an important first step in developing guidance on good graffiti management.

We intend this to be a living document as new strategies are being tested and implemented constantly. We welcome any comments or additional information you have that may add to the strength of the Guide in assisting local government in the battle against graffiti vandalism!

What to expect in this Guide

We hope you find this Guide useful in managing graffiti vandalism in your local area. The Guide has been structured as follows:



About graffiti

The value of our cities and towns is being recognised at all levels of society. Increasingly, we are recognising the economic importance of our towns and cities to the national economy¹. Even at the highest level of Government, there is an increasing focus on urban environments, as can be seen by the publication of the New Zealand Urban Design Protocol in 2005.

However, one issue in our urban areas still poses challenges to achieving safe, attractive and functional towns and cities. That issue is graffiti vandalism. Graffiti vandalism has become a major problem for almost all New Zealand local authorities. Ugly scrawls deface the walls and structures of our cities and towns. They can also be found on roads, bridges and road signs throughout the country and in some places they have even appeared on rocks and cliff faces.

For the purposes of this Guide, when we use the phrase 'graffiti' we are referring to 'graffiti vandalism' or 'tagging', which is any mark or symbol placed on property without the owner's permission².

In many communities throughout New Zealand, graffiti is an escalating problem. The costs to councils, infrastructure providers and businesses is substantial. Manukau City Council estimate that they have spent over \$1,000,000 annually on graffiti reduction³ and Christchurch City Council⁴ estimate they spend around \$300,000 annually on cleaning up graffiti.

The costs, however, are not just monetary. Research shows that graffiti is often linked with other more destructive crimes. Without graffiti removal an area is likely to attract further property damage and other forms of street crime.

Research has shown that graffiti may be written by:

- those aged 10-45
- males and females
- employed and unemployed
- those in schools, and truants
- children of stable and unstable families
- students
- artists
- political activists⁵

What this suggests is that a wide range of people write graffiti and it is not possible to generalise. There has been little New Zealand-specific sociological research conducted on the graffiti culture, but the experience of councils in New Zealand suggests it tends to be done by youth from 12-19 years of age and they can be from any ethnicity, culture, gender and socio-economic background. It is Manukau City Council's⁶ experience that the majority of graffiti offenders, an estimated 95%, are from 12 to 17 years of age.

1 page 7, *New Zealand Urban Design Protocol*, Ministry for the Environment, 2005.

2 This description is taken from *Brisbane City Council* (www.brisbane.qld.gov.au)

3 Yu Yi, *Manukau City Council*, 2006, *pers comm*

4 Information sourced from *Christchurch City Council website* - www.ccc.govt.nz

5 Mark Halsey and Alison Young. 2002. *The Meanings of Graffiti and Municipal Administration*. In *The Australian and New Zealand Journal of Criminology*, 35, 165-186.

6 This information has been taken from *Manukau City Council's submission to the Local Government and Environment Select Committee on the Manukau City Council (Control of Graffiti) Bill*. 2006.

The community's view of graffiti

A Residents Survey⁷ in 2004, conducted as part of the 'Quality of Life in New Zealand Twelve Largest Cities' project asked residents about their perception of graffiti as a problem. They were asked to rate how much of a problem graffiti has been in their local area over the last twelve months. Forty seven percent stated that it has not been an issue. Graffiti was most likely to be a problem in Manukau (72%) and Auckland (69%) cities and least likely to be perceived as a problem by residents of Dunedin (22%).

Ethnicity was a key factor for influencing people's perception of graffiti. Both nationally and at the Twelve Cities' level, residents of Asian or Indian descent were significantly less likely to feel that graffiti was a problem in their local area (37% nationally; 38% Twelve Cities) than all other residents. By contrast, Pacific Peoples were significantly more likely to perceive a graffiti problem in their local area (65% nationally; 67% Twelve Cities) than all other residents.

A community participatory appraisal process⁸, conducted by Housing New Zealand's Community Renewal team, called 'Map to the Future' was done in Porirua in late 2005, with 1120 respondents rating graffiti and vandalism as serious issues in Cannons Creek and Waitangirua. Dislike of the degradation of the environment was the single largest category under 'dislikes' making up 33% of all comments on what the respondents disliked about eastern Porirua and living in Eastern Porirua. Themes to emerge under environment were graffiti being the largest single issue of concern, with comments such as "graffiti is everywhere!", "play areas like Waihora Cres full of graffiti and is shocking for the public", "tagging ruins buildings".

While surveys have been done on perceptions around graffiti, there has been little research done in New Zealand to understand the sociological phenomenon of graffiti vandalism – research in this area would be valuable in the nationwide battle with graffiti vandalism.

A fuller understanding of the issue of graffiti – who does it, where it occurs, its actual impact, being realistic about what can be achieved in terms of reduction - will help local councils to develop appropriate responses for their local areas.

Councils have a responsibility to their communities. Graffiti is an important safety issue for many communities, so measures to reduce the incidences of graffiti are likely to reduce the fear of crime in a community as well as lessen the negative financial and social impacts associated with graffiti.

Crime Prevention through Environmental Design

Managing graffiti also falls within Crime Prevention through Environmental Design (CPTED). In November 2005, the Ministry of Justice published National Guidelines for Crime Prevention through Environmental Design. The guidelines were released under the banner of the New Zealand Urban Design Protocol and were developed for councils, urban planners and designers, and the police and others involved in crime prevention⁹.

Crime Prevention through Environmental Design involves incorporating crime prevention within quality urban design to reduce opportunities for committing crime. Many councils have developed, or are in the process of developing, CPTED strategies, so it is important that councils consider graffiti within these strategies. More information on CPTED techniques can be found in the proactive section of the toolbox.



7 Residents Survey. 2004. Quality of Life in New Zealand's Twelve Largest Cities. Report available from www.bigcities.govt.nz.

8 This information was supplied by Dallas Crampton representing Porirua Community Guardians

9 Ministry of Justice. 2005. National Guidelines for Crime Prevention through Environmental Design in New Zealand. Part 1: Seven Qualities of Safer Places.

Section 2

Being strategic – your local response to graffiti vandalism

There may be a number of reasons why councils consider graffiti to be an issue, including concerns from communities, escalating costs to councils for removal of graffiti, and pressure from local government politicians.

Before a strategy is developed it is important to determine the extent of the issue in order to determine if a response is required. Once your council has a better understanding of the local context then a strategy can be developed which responds to the issues of who, where, when and why.

The following are some ideas from councils around New Zealand on understanding the local context:

Council hotlines	Many councils have hotlines and some use these to collect information on incidences of graffiti vandalism. It is important that when collecting the information, it is most useful if the person can provide information on when the graffiti was done as well as the location.
Council staff	Councils often have employees out on the streets on a day-to-day basis, for example parking wardens. They could be used to help report incidences of graffiti. Develop a reporting framework to ensure consistent information is being recorded. Remember to educate your staff about why you are asking them to collect the information.
Prosecution records	Talk to the police to gather information from prosecution records – this may contain useful information on how, who and when. It is also a good idea to build a good working relationship with the police as part of your strategy to reduce graffiti vandalism.
Graffiti database	Some councils have established databases to record incidences of graffiti as well as store photographs of the ‘tags’. This information may be able to be used to assist police in prosecuting offenders. See Box 1 for information on the set up and operation of the Auckland City Graffiti Tracker.
Talking to offenders	If possible, talk to graffiti vandalism offenders to help understand more about what motivates them, where they like to ‘tag’ etc.
Talking to school children	Talking to students in primary and secondary schools can be a useful way of understanding more about why graffiti vandalism is being done. Some have provided students with an incentive to ‘dob-in’ offenders (such as a financial reward).
Council contractors	Councils are likely to have contracts with a number of different contractors such as street cleaners, security guards, bus shelter maintenance etc. As part of the service contracts, councils can ask contractors to report graffiti.
Talk to local Neighbourhood Support Groups	Neighbourhood Support Groups are active in many areas and will have a good understanding of issues of concern to local residents. Talking to them might provide some useful information on where and when graffiti vandalism is occurring.
Talk to infrastructure providers	Graffiti vandalism often occurs in rail corridors, on bus shelters, at train stations, on electrical boxes and other infrastructure structures. Talk to your local infrastructure providers to see if they have any records of incidences of graffiti.
Talk to the local posties	Posties are out on the streets nearly every day. They might be in a good position to report incidences of graffiti or to identify spots that are regularly tagged. You will need to contact New Zealand Post to discuss this further.

An important tip from the project team is that the ideas presented on the previous page can also be used as methods to help evaluate the success of your graffiti

strategy. Evaluation and subsequent review of your strategy to ensure it is meeting your objectives, is critical in the battle against graffiti.

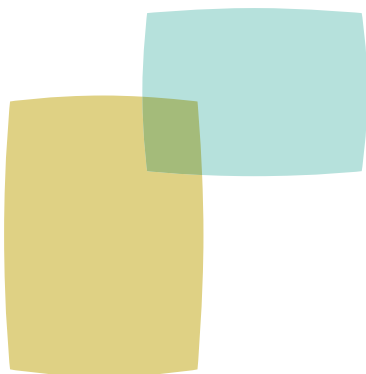
Box 1 –

Auckland City’s Graffiti Tracker Database

Auckland City’s ‘graffiti tracker’ database was developed as a tool to enhance the City’s Zero Tolerance to graffiti vandalism strategy. The database captures digital photographic images of graffiti tags, addresses of incidents, the cost of damage repair, and complainant details. The images and information are used during the interviews of graffiti vandals and as evidence in Court. The Auckland City Police consider the database to be a very valuable resource assisting their partnership with the City in working to combat the graffiti vandalism problem. The statistics and modus operandi data generated by the database ensure that the Zero Tolerance Strategy’s resources are targeted most effectively. A database enables information sharing between councils and other agencies. Relatively inexpensive software was purchased and the database was built by I.T. staff.

The database is managed by the contract company that delivers the eradication component of the Zero Tolerance Strategy.

Tip: Ensure you are clear about exactly what information you want to capture in the database prior to building it, and make sure that the information entered is accurate.



Developing a graffiti strategy

Once a council has a better understanding of the local context then the next step is to develop a strategy that outlines the councils approach to managing graffiti. The strategy should include the following:

- a **vision statement** of the outcome the council is seeking
- a **goal** which sets a target for the council – ideally this should be a measurable goal so that council can evaluate progress more effectively
- **objectives** which combine proactive, reactive and enforcement approaches - a multi-faceted approach will be most successful in reducing graffiti vandalism
- **methods** to show how the strategy will be implemented.

The strategy can also prioritise what actions council will take – it is sometimes better to select areas where you can make a difference. An important tip from the project team is to involve staff from across council – whether they are more focused on proactive, reactive or enforcement – when developing your strategy. All staff need to be giving out a unified message on the council’s approach to managing graffiti, and all staff need to be part of the solution. You also need to ensure you involve your politicians to support and promote the message that graffiti is not acceptable in your communities.

See **Case Study One** for information on the development of the Auckland City Council Zero Tolerance to Graffiti Programme and the lessons learnt.

We have included two examples of graffiti strategies to give you some ideas and guidance on developing your own strategy. The strategies are from Hutt City Council (Box 2) and Manukau City Council (Box 3).

Box 2 – Hutt Valley Graffiti Strategy

Vision Statement: Our vision is for communities to live in a graffiti free city

Goal: To substantially reduce graffiti (particularly in the highly visual arterial routes within the Hutt Valley)

Based on a three tier approach:

1. Education – to prevent the likelihood of graffiti occurring
2. Environment – to increase notifications, reporting and the likelihood of getting caught
3. Enforcement – to increase penalties and encourage people to accept consequences

Objectives	Methods
Adopt a rapid removal policy – removal within 24 hours	<p>Include:</p> <ul style="list-style-type: none"> • Proactively visit frequently tagged sites and target highly visible areas and suburban shopping centres first • Seek sponsorship from Resene Paints • Utilise the elderly labour market pool if appropriate • Engage support from Housing New Zealand – seek commitment to support this strategy.

Objectives	Methods
<p>Increase and improve identification and notification processes</p>	<p>Include:</p> <ul style="list-style-type: none"> • Develop and distribute an information pack outlining how to report and deal with graffiti • Leaflet drops to seek permanent consent from private property owners • Introduce and streamline a centralised reporting system • Develop and implement reporting log sheet/informant pad for council website and cars • Implement an incentive scheme if appropriate • Update website with an outline of the new strategy.
<p>Increase use of intelligence and assessments of repeat target areas and repeat offenders</p>	<p>Include:</p> <ul style="list-style-type: none"> • Build database of repeat target locations, offenders and tags • Analyse trends and patterns to predict where next graffiti hits might occur • Secure better cooperation with law enforcement agencies • Undertake CPTED site assessments in repeat areas and address contributing factors such as surface and surveillance issues.
<p>Reduce access to graffiti tools</p>	<p>Include:</p> <ul style="list-style-type: none"> • Establish a database and utilise geographical mapping tools to identify retailers and offenders • Encourage retailers to reduce accessibility of paint spray cans and other graffiti tools or adopt a no sale policy to under 18 year olds • Monitor trends – provide feedback to retailers.
<p>Increase enforcement and penalty – through adoption and marketing of zero tolerance approach</p>	<p>Include:</p> <ul style="list-style-type: none"> • Establish a database of offenders and known tags • Engage schools to help identify known taggers • Engage and confirm police youth aid/youth education service commitment to apprehending offenders and treating this problem seriously • Provide information to police about known offenders and frequently tagged sites • Support community service removal initiatives for known taggers • Engage parents of known taggers.
<p>Enhance youth education / preventative action</p>	<ul style="list-style-type: none"> • Continue with Art 4 Change and Mural Programme (see Case Study Four) • Engage schools to raise awareness of impact and inappropriateness of this type of activity.

Box 3 –

Graffiti Management Strategy for Manukau

Vision Statement: Manukau is free from graffiti

Followed by seven focus areas.

1. Rapid removal of graffiti

Goal: The Manukau community has zero tolerance for graffiti

<i>Strategies</i>	<i>Milestones</i>
Graffiti removal from Council and residential property	Obtain commitment for funding to be allocated to the eradication of graffiti both on residential and Council property in the city
Rapid removal	Resource programme to provide 24 hour turnaround for graffiti removal.
Establish a trust/umbrella group for graffiti removal city wide	Trust to be at arm's length from Council, with local neighbourhood, stakeholder, utility, agency and corporate participation encouraged.

2. Prevention of graffiti through education

Goal: Graffiti is perceived as anti-social behaviour, detrimental to fostering city pride in Manukau

<i>Strategies</i>	<i>Milestones</i>
Education of young children	Establish programmes that include education of children about graffiti and litter, pride and responsibility.
Youth art programmes	<ul style="list-style-type: none"> • Liaise with secondary schools and tertiary education providers, e.g. MIT, to implement art programmes to redirect creative talents to positive energies • Key graffiti targets should be considered for murals • Undertake supervised street art projects with local youth • Provide workshops on art skills • Provide more youth-oriented activities, organised by youth for youth.

3. Community empowerment and enhanced partnerships

Goal: The Manukau community takes responsibility for graffiti, and participates in programmes and initiatives to eradicate the graffiti problem.

<i>Strategies</i>	<i>Milestones</i>
Well trained, supervised and acknowledged volunteers assist in the reduction of the graffiti problem in Manukau	<ul style="list-style-type: none"> • Prepare graffiti removal manuals as guidelines for volunteers and WINZ workers • Volunteers to be provided with training to ensure that the work is of an acceptable standard • Volunteers recognised for input through awards ceremony and other acknowledgement.

Community involvement and partnerships in graffiti removal is enhanced	<ul style="list-style-type: none"> Establish high level steering group comprising mayor, councillors, police, Keep Manukau Beautiful, Safer Manukau, officers, business associations, CEOs of key utilities etc to bring graffiti to the fore across Manukau Implement adopt-a-spot programmes Ward Community Advisors act as liaison officers between Community Boards, Keep Manukau Beautiful, Schools, Neighbourhood Groups, Police and community in graffiti management programmes Obtain cooperation of all stakeholders for a co-ordinated approach to graffiti removal Approach WINZ for additional support to neighbourhood graffiti volunteer programmes.
Enhanced media portrayal of graffiti related issues	Liaise with media to ensure they understand the objectives of the programme and to seek cooperation for positive publicity.
Community awareness and co-operation	Establish networks with Maori and Pacific Island communities to ensure programmes that are being implemented are appropriate for all youth.
4. Anti-graffiti design	
Goal: Manukau City is know for pioneering anti-graffiti design and environmental management initiatives	
<i>Strategies</i>	<i>Milestones</i>
Anti-graffiti building and environmental design factors are established	<ul style="list-style-type: none"> Work with Environmental policy in establishing design guidelines for commercial and residential property owners to minimise the likelihood of graffiti attacks on property Review consent conditions in regard to high wooden fences Review design of walkways across city with a view to minimising their appeal to taggers
5. Regional coordination	
Goal: Manukau City collaborates with Auckland territorial local authorities to develop a common approach to graffiti	
<i>Strategies</i>	<i>Milestones</i>
Enhanced regional TLA partnership	<ul style="list-style-type: none"> Regional graffiti forum is established Auckland territorial authorities lobby central government for appropriate penalties for graffiti crimes Graffiti issues are canvassed at the mayoral forum An investigation into the feasibility of shared graffiti management services is undertaken
6. Effective legal remedies	
Goal: The Manukau community is an advocate for appropriate legal action to mitigate the graffiti problem	
<i>Strategies</i>	<i>Milestones</i>
Detection of young offenders	<ul style="list-style-type: none"> Establish good working relationship with police so graffiti eradication becomes a key objective through the apprehension of offenders and youth aid programmes Establish a network within the city's schools and police to help identify youth offenders.
Appropriate and effective penalties established	Lobby Government for changes to the legislation to make penalties for tagging more of a deterrent to young taggers.

7. Beautification

Goal: Manukau is seen as a beautiful, clean, cohesive, proud community

<i>Strategies</i>	<i>Milestones</i>
Establishment of at least one neighbourhood committee for each ward	Empower local people with responsibility for beautification projects in their local communities
Undertake community pride and enhanced city image projects	<ul style="list-style-type: none">• Annually host Best Streets, Gardens and Schools Awards in partnership with Yates• Host Clean Up NZ Campaign annually.

An important part of both of these strategies is the partnership between the council and other agencies and organisations that have a role in managing graffiti. While this Guide is about developing a council response to graffiti, it is important to consider how to involve these agencies and organisations in developing and implementing your graffiti strategy. Make sure you consider involving the following:

- Police
- Keep New Zealand Beautiful, as well as local branches
- Neighbourhood support groups
- Infrastructure providers
- City safety advisors/officers
- Community guardians and other community groups with an interest in community safety and community pride
- Housing New Zealand
- Education representatives
- Maori wardens
- Youth representatives
- Past graffiti vandalism offenders
- Youth justice authorities
- Truancy officers
- Salvation Army.

This list is not exhaustive and participants should be selected as a 'best fit' for the council and the community. Getting participants involved from the development of the strategy through to its implementation may be more effective in building up knowledge rather than having different participants involved in the different stages. See Section 4 for more discussion on establishing partnerships

See **Case Study Five** from Porirua City Council - it demonstrates how a coordinated approach amongst agencies to the development and implementation of a graffiti action plan can lead to a successful programme.

See **Case Study Two** from Hastings District Council – it shows how an anti-graffiti taskforce can achieve excellent outcomes.

See **Case Study Six** from South Waikato District Council and South Waikato Safer Community Council - it shows their strategy to combat graffiti vandalism, along with a discussion on what worked well.



Section 3

The toolbox

A multi-faceted approach, based on using proactive, reactive, and enforcement tools, is considered the most appropriate way to meet your vision and goals for graffiti management. The graffiti strategies presented previously and the case studies included later in this Guide focus

on using a range of tools, and were determined by those councils to be 'fit for purpose'. You will also need to determine which combination of tools will be appropriate for your communities.

The following part of the Guide presents a range of tools under each of the broad categories.

Proactive

The toolbox for proactive methods include:

Working in schools	Schools may adopt direct educational strategies aimed at the prevention of crime and anti-social behaviour. Schools can also become involved in makeovers of local streets as well as painting murals around the school on surfaces that have been the target of graffiti. Another way of getting school children involved is through doing mini crime prevention through environmental design audits that help them identify areas at risk around their school.
Working with communities	Communities can get involved in similar ways to schools. They can get involved in local street makeover projects that may deter graffiti vandalism as well as having the benefit of building community spirit and respect, and in painting murals to help deter graffiti vandalism. Communities can also take an active part in crime prevention through environmental design initiatives. See Case Study Three from Hutt City Council.
Working with role models and mentors	For some communities, having youth work with mentors can be effective. The mentors may be ex-taggers, respected elders in the community, teachers in schools etc. The purpose of the mentoring is to work with those who currently tag or who might be most likely to tag, in order to help them understand more about the impacts that graffiti vandalism has on communities. See Case Study Six from South Waikato District Council.
Working with youth networks	There are a range of youth networks including youth groups and church groups. The young people who are involved in most youth councils tend to be the top students in school. It may be more effective to approach youth who are into graffiti so that they feel they are talking to peers – for example youth workers, with well-developed spray can skills.

Running art diversion programmes

Many councils and community and youth organisations provide legal opportunities for doing graffiti as a style of artistic expression, sometimes described as Graf Art. Younger people's interest in graffiti can be directed toward legal outlets by creating a stronger interest in the art and skills involved rather than the illicit aspects.

There are also many organisations dedicated to providing for young people who may be experiencing boredom or alienation in the community with opportunities for a range of activities unrelated to graffiti.

See Case Study Four from Hutt City Council.

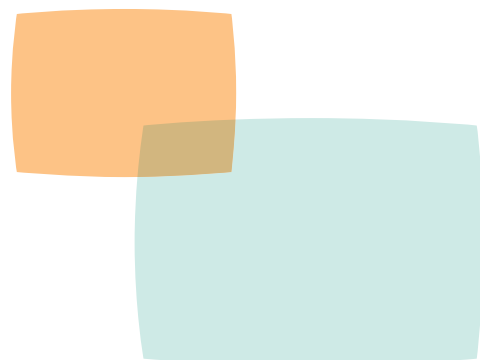
Working with retailers

Retailers of tools used for graffiti – such as spray cans and markers – have a potential role to play. Retailers can be encouraged to display graffiti vandalism tools behind the service counter so that purchasers need to ask for them. In this situation it is easier for retailers to say 'no' if they feel they are going to be used for an unlawful purpose.

Industry associations and individual retailers can cooperate on strategies to prevent the shop theft of graffiti materials, to educate retailers in anti-graffiti issues, including early removal of graffiti from shop premises, and of the penalties of graffiti offences and support retailers who refuse to sell graffiti material if they believe these may be used for unlawful purposes, and it reduces opportunities for shop lifting and theft.

Some councils in New Zealand, such as Hastings District Council, have worked with local retailers – such as The Warehouse, KMart, Mitre 10 – on responsible retailing of indelible markers and spray cans. However, it is often difficult to get buy-in from local retailers which are part of a national or international chain as they might not have the discretion to make changes at individual stores.

See Case Study Five from Porirua City Council.



Using community networks

Councils and organisations such as Keep New Zealand Beautiful, Community Patrols New Zealand and Neighbourhood Support New Zealand work to encourage greater civic pride. Volunteer graffiti removal programmes and community reporting of graffiti to councils can help to reduce illegal graffiti.

Volunteer graffiti removal programmes and the encouragement of the community to report incidents to council can work well. Some specific activities that can help include:

- Removal of graffiti on your own property
- 'Adopt' a wall, signal box, phone box, fence, park, bus shelter
- Help your neighbours remove graffiti from their property, particularly if they are less mobile
- Plant screen bushes/trees
- Report graffiti on public property to your local council.

The community can play a positive role in these programs by supporting:

- Constructive alternative activities for young people
- Environmental and design measures to reduce opportunities and promote civic pride
- Anti-graffiti protection and removal measures

See Case Study Three from Hutt City Council.



Using Crime Prevention through Environmental Design (CPTED) methods

One way of preventing tagging is to restrict access to potential 'canvas' (surface areas that could be tagged). This could involve using fencing or vegetation, where appropriate. For example, landscaping could be used to plant a row of thorny shrubs along a wall to make access to the wall more difficult, and also reduce the surface area that could be tagged. Less formal measures of controlling access include locating pathways away from potential canvases, using signs to show who is allowed to go where, and using colour and texture to define areas. The idea is to make it clear who is breaking the 'rules' by moving into the area. 'Natural ladders' should also be avoided (vertical elements that may inadvertently allow access to higher areas).

Surface treatments can be applied when access cannot be restricted, and will vary depending on the nature of the site. Techniques may be aimed at reducing the availability of a suitable target for tagging – such as minimising solid vertical surface areas, using rough textures, and landscaping. Rough textures are less likely to be tagged than a smooth surface. The application of legal art (e.g. murals) can be a very effective deterrent.

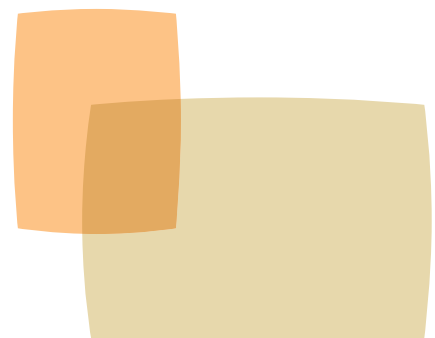
An active maintenance programme is also very important. International research shows that rapid removal (within 24-48 hours) is most effective in deterring future graffiti. Materials and surfaces can be selected on the basis of maintenance and management of graffiti. For example, a standard and limited colour scheme is recommended for local authorities with a large number of assets, as this reduces time and resources spent on graffiti removal. Darker colours such as dark green are less attractive for tagging with dark colours as the tag doesn't show up very well, and darker colours are easier to paint over.

Other CPTED techniques may involve increasing the risk that an offender will be detected – by adding or increasing lighting, improving natural surveillance, or adding security patrols (but this can be expensive). Increased lighting needs to be linked to an increased chance that someone will see and interrupt tagging, as lighting alone is unlikely to have a significant impact.

These concepts can be incorporated at the design stage of new development, or used to address problems occurring within existing assets.

Note: When undertaking proactive initiatives to reduce graffiti vandalism you need to consider the issue of displacement, whereby graffiti vandalism may move from one area (that has been the target of a campaign to reduce

graffiti vandalism) to another area. So when evaluation work is being done on the effectiveness of initiatives it is important to look beyond the geographical boundaries to see if there has been any displacement.



Reactive

The toolbox for reactive methods includes:

<p>Rapid removal</p>	<p>Rapid removal (preferably within 24 hours) is the most effective way to prevent graffiti reappearing because it reduces the recognition that graffitiists crave. It also shows that the affected area is being monitored and looked after. If graffiti is left on a structure it is likely that more will appear.</p> <p>See Case Study Two from Hastings District Council</p>
<p>Protective coatings¹⁰</p>	<p>Graffiti protection coatings are painted on top of natural or painted surfaces to form a protective shield. Graffiti will stick to the protective coat instead of the normal surface.</p> <p>Many different products are available and are usually either clear or sacrificial coats. Clear coat is a long-life, hardened cover similar to a clear varnish or paint, from which the graffiti can be wiped. Sacrificial coats are totally or partially removed with the graffiti.</p> <p>Before purchasing a graffiti protection coating, you need to consider the cost and what product best suits your situation. You may require professional advice.</p>
<p>Removal tips</p>	<p>Auckland City Council has developed some Removal Tips¹¹ for communities that could form part of your graffiti strategy and its implementation.</p> <p>How you tackle the graffiti will depend on:</p> <ul style="list-style-type: none"> • The material used by taggers (usually oil-based spray paint or felt-tip pen) • The type of surface 'tagged' (discuss removal with the supplier or manufacturer before starting). <p>If graffiti is being removed for the first time, try different methods on a small test area first. Check, before you proceed to a larger area, that the removal method is not causing more damage.</p> <ul style="list-style-type: none"> • Try to remove tags when they are fresh by using methylated spirits, turps, paint-stripper, dishwashing liquid, branded graffiti removal products or oven cleaner • Paint your walls or fence in dark colours. Colours that will cover in one coat are most effective eg. green or brown. If the surface is a lighter colour than the graffiti, you may get a ghosting effect. • A painted wall is easier to keep graffiti free because any further tags can simply be painted over • Clean unpainted walls or fences by sanding or waterblasting • Keep any unused fence paint and a brush handy in case you need it to cover over tagging • Protect the driveway and footpath from paint drops and spills when painting out tagging • The chemicals in graffiti removal products can be hazardous so always wear protective clothing including a mask. Store out of reach of children.

¹⁰ Information sourced from the Auckland City Council website www.aucklandcity.govt.nz

¹¹ Information sourced from the Auckland City Council website www.aucklandcity.govt.nz

<p>Graffiti removal kits</p>	<p>You may like to consider providing graffiti removal kits to members of the public and to local businesses. Before doing so it would be advisable to check health and safety requirements. The kits may contain:</p> <ul style="list-style-type: none"> • Graffiti remover • Safety glasses • Gloves • Instructions • Safety information.
<p>Advice from councils when considered a reactive approach to graffiti</p>	<ul style="list-style-type: none"> • Work with private property owners to get them to take responsibility for removing graffiti on their own properties before offering a free service – it is best to encourage them to maintain their own properties • Protective coatings can be expensive so check the price before setting a policy on the use of protective coatings • It may be easier to manage contracts for removal if only one contractor is used wherever possible – avoid fragmentation of contracts • You will need to get the permission of a private property owner before removing graffiti – this can be done by getting the property owner to write a letter to council giving blanket approval for removal • If the removal service is provided free of charge for both public and private property then uptake is likely to be greater • If using volunteers to remove the graffiti it can be better to use small well organised groups, rather than large numbers of volunteers. This way it is easier to control the quality of the work. • Recognise the great work of volunteers! This can be done by inviting them all to an informal lunch with the mayor where they are all given certificates of appreciation, free access to council owned swimming pools, a Christmas gift etc • Resene and Keep New Zealand Beautiful have an agreement whereby councils who are members of Keep New Zealand Beautiful get paint at a discounted price for the removal of graffiti vandalism • Look for funding options through community grants, trusts, pub charities etc • Kitty litter is great for soaking up spilt paint • Councils might consider owning their own graffiti removal vans - Hastings District Council found it to be cheaper • Always supervise community paint outs to ensure a good quality job – they are usually done well but a poor job could affect your ability to get future paint outs done in your community.

Enforcement

There are consequences for those caught doing graffiti. Graffiti vandalism damage is a criminal offence and police are able to prosecute offenders under either the Summary Offences Act 1981 or the Crimes Act 1961.

Summary Offences Act 1981	Section 11 proscribes an offence of willful damage and this covers any intentional damage to property. Section 33 of the Act proscribes an offence of writing, painting, spraying, etching, or otherwise marking any structure without the consent of the owner or occupier.
Crimes Act 1961	In more serious cases, section 269 (2)(a) of the Act proscribes an offence of intentional damage, defined as intentionally or recklessly and with claim of right, destroying or damaging any property in which that person has no interest.
Local Government Act 2002	Councils also have the ability to make bylaws under the Local Government Act 2002. At this stage there are no examples of the use of bylaws to reduce the incidences of graffiti vandalism. Some have suggested that restricting the sale of 'the tools of the trade' may result in a reduction in graffiti vandalism. However, legal advice received by Manukau City Council suggests that local authorities in New Zealand are not authorised to impose requirements on private land owners for graffiti removal, responsibility or for restrictions at point of sale, age limits, and restrictions on the carrying of spray paint cans.

There is also some advice from councils when considering enforcement methods, including:

Develop an information sharing network	This network is between courts, police, youth justice, victim support agencies and ensures that offenders are most effectively dealt with when they are held accountable for their damage. Victims are more involved in the process and more satisfied with the result. More compensation is awarded to victims and offenders are ordered to perform community service work under the supervision of City contractors. The Auckland City Council experience has proved this network to be very important in the rehabilitation of offenders and the prevention of re-offending.
Reparation	Councils can get reparation from offenders when they have been convicted – make sure you work closely with the Courts so that when any cheque arrives it can be re-invested in graffiti vandalism reduction initiatives.
Sponsor of community service	The court system is often looking for sponsors for community service. Consider using graffiti offenders to help contractors remove graffiti but remember that this work does need to be supervised!
Photos as evidence	The collection of photos and location of graffiti vandalism by councils may be able to be used to prosecute graffiti vandalism offenders.

Section 4

Establishing partnerships

Councils are not the only organisations with a role to play in reducing incidences of graffiti vandalism. While this KnowHow Guide is limited to the role that councils can play, it is suggested that as part of the development of a

wider graffiti management strategy some key partnerships are established.

The project team have put together the following suggestions:

<p>Internal support with council</p>	<p>It is vital to get internal support within the council before any graffiti initiatives are implemented. All parts of the council – those involved in proactive, reactive, and enforcement – need to be working together to ensure successful implementation. It is also wise to get senior management and political support – their buy-in is important to ensure a long-term approach is taken to the reduction of graffiti (in particular on-going funding!).</p>
<p>Regional officers working party</p>	<p>A regional officers working party involving all councils in a region. This group would meet regularly to discuss initiatives, share information and plan joint initiatives. This is a key part of capacity building, particularly for smaller, less resourced councils.</p>
<p>Keep New Zealand Beautiful</p>	<p>KNZB is a non profit organisation, operating as a charitable trust to promote litter abatement, waste reduction and town and city beautification, setup under the NZ Litter Act 1979. KNZB delivers programmes through local, school and national litter programmes and cleanup activities. Work is done by volunteers, schools, community groups, local bodies, local councils, businesses and industrial organisations. Projects are coordinated by programme sites (e.g. Keep Porirua Beautiful) to keep the towns and cities, streets and parks, lakes, coastal and marine locations beautiful and litter-free. Find out more about KNZB by visiting www.knzb.org.nz.</p>
<p>Neighbourhood Support New Zealand Incorporated</p>	<p>They were established in 1999 to promote and support the development of neighbourhood support in New Zealand. They work closely with the police and many other organisations in your community to reduce crime, improve safety and prepare to deal with emergencies and natural disasters. Find out more about Neighbourhood Support New Zealand by visiting www.nsb.org.nz.</p>
<p>Retailers and business associations</p>	<p>Councils can work with retailers on strategies to reduce the sale of materials used for graffiti and can also work with retailers and business to support rapid removal of graffiti from their premises.</p>
<p>Infrastructure providers</p>	<p>Infrastructure assets are often the target of graffiti so establishing a good working relationship with infrastructure providers can assist in timely removal where appropriate and councils can provide advice on crime prevention through environmental design techniques which may reduce the incidences of graffiti on infrastructure assets.</p>

Housing New Zealand Corporation	HNZC are a significant landlord in many cities and towns. Working with Housing New Zealand should be a key part of any graffiti management strategy.
Schools and education representatives	Schools have a key role in implementing proactive strategies, as well as being a source of information on offenders.
Youth justice agencies and courts	These agencies are key for both proactive, reactive and enforcement strategies. It may be possible to work with past offenders to better understand the mindset of offenders. Councils can also work with youth justice agencies and the courts to ensure that reparation payments are clearly identified, as well as getting offenders to be involved in community service to remove graffiti.
New Zealand Police	The police are a key partner for a number of reasons, including being a source of information of when, where and who, they are also key to apprehending offenders.



Section 5

Successful implementation: Showcasing what others are doing

This section of the Guide contains case studies that provide an excellent resource for understanding what councils are doing around New Zealand.

The Case Studies

There are six case studies presented in this section of the Guide:

Case Study One – Auckland City Council

Case Study Two – Hastings District Council

Case Study Three –
Hutt City Council, Paint Hutt City Beautiful

Case Study Four –
Hutt City Council, Art 4 Change Programme

Case Study Five – Porirua City Council, in partnership with Police, Housing New Zealand Corporation, Porirua Community Guardians, Business Porirua, Canopy Connection, Keep Porirua Beautiful, Porirua City Youth Council

Case Study Six – South Waikato District Council and South Waikato Safer Community Council

The table on the next page is a quick reference guide to issues discussed in previous sections of the Guide and case studies that showcase implementation:

Anti-graffiti strategy	Case Study One – Auckland City Council Case Study Five – Porirua City Council
Multi-faceted approaches implemented	Case Study Six – South Waikato District Council and South Waikato Safer Community Council Case Study Five – Porirua City Council Case Study One – Auckland City Council
Establishing partnerships	Case Study Six – South Waikato District Council and South Waikato Safer Community Council Case Study Five – Porirua City Council Case Study Two – Hastings District Council
Art diversion programmes, working with schools and working with communities	Case Study Four – Hutt City Council, Art 4 Change Programme
Working with retailers	Case study Five – Porirua City Council
Community networks	Case Study Three – Hutt City Council, Paint Hutt City Beautiful
Role models and mentors	Case Study Six – South Waikato District Council and South Waikato Safer Community Council
Rapid removal	Case Study Two – Hastings District Council

Case Study One Auckland City Council¹²

The Auckland City Zero Tolerance to graffiti programme was launched in October 2000. It is a 3-pronged approach to managing the graffiti vandalism problem:

- eradication
- prevention
- education

Eradication involves the removal of graffiti from street frontage private property, within 24 hours where possible. A private contractor won the contract and supplies a removal service that includes liquid removal, paint out, and a water/sandblasting capability.

Prevention involves:

- Enforcement and holding offenders accountable for their damage, a digital photographic database (graffiti tracker) is an essential tool
- Mural projects
- A volunteer programme where paint and equipment are supplied free of charge to volunteers who remove graffiti, and send photos of graffiti in their areas to our database
- Working with all stakeholders, including schools, community groups, business associations, police, courts, youth justice authorities etc
- Generally promoting the zero tolerance message, and cultivating community partnerships.

¹² This case study was prepared by Rob Shields at Auckland City Council

Education involves a programme introduced into schools, teaching children about the negative effects of graffiti vandalism and encouraging them to take pride in their communities.

The present budget for the zero tolerance programme is \$725,000.

What works well

The fast eradication, supported by prevention and education initiatives has had a major impact on the Auckland graffiti situation. What the programme has shown is that a coordinated approach in partnership with all stakeholders can reduce and control graffiti.

Key lessons

It was essential that sufficient funding/resourcing was committed to the initial programme launch. Efficiency gains have reduced the contract price since the programme's inception. A fragmented approach with several different contracts/contractors not being properly coordinated gets messy and creates difficulties with service levels.

Note: A zero tolerance stance can create tension between taggers and councils and so it is better that zero tolerance is considered as an approach within the strategy rather than being the strategy itself. The important thing about any strategy is that it needs to be implemented and enforced if it is going to have any effect on reducing the incidences of graffiti vandalism.

Case Study Two Hastings District Council¹³

Several groups including the Hastings Landmarks Trust, the Hastings District Council and Hastings City Marketing recently completed a tremendous amount of work within the Hastings City Centre with street upgrades and infrastructure investment. The whole face of the city had changed with newly painted facades and aesthetically pleasing street frontages. It was therefore extremely disappointing for all groups involved and the community at large to see graffiti defacing all the hard work that had been completed.

The Hastings District Council had a policy to paint over and remove all graffiti within a certain time frame from all Council owned property, but there was no such policy for privately owned buildings within the city.

In July 2002, Hastings City Marketing (formally Mainstreets) established an anti-graffiti task force in conjunction with the Hastings District Council, the Department of Corrections and the Hastings police to try and combat the problem.

This community project has grown and is now managed by the Hastings District Council's environment enhancement officer, who is based in the city centre at Hastings City Marketing premises.

Initially, funding of \$5,000 was successfully sought from Century Foundation to fund the cost of paint and materials.

The Department of Corrections provide the manpower for removing or painting out the graffiti using young people who offend (theft, tagging and other minor offences) and have been referred to the police for organised community service.

Photographs are taken of notable tags, and regular liaison is made with the police to identify the relevant offenders.

The project has been so successful that this initiative has now been extended to include the whole of the Hastings district.

Being a community project further volunteer groups have come on board. These include social services groups (overseeing individuals from family group conferences) and various church groups.

It is planned to continue the project indefinitely, and since commencement of the project further grants have been received of \$5,000 from the Southern Trust, \$12,000 from Trust House (Flaxmere Licensing Trust), as well as minor donations from the public and businesses who have had their fences and buildings cleared of graffiti.

13 This case study was prepared by Sharyn Craig at Hastings District Council

What works well

- Getting funding for the paint and materials and using free labour meant they were able to offer a free service to the public. This encouraged all affected people to seek assistance from the project, including people from lower sociological mix who would not normally have been able to afford to remove graffiti themselves
- Tenants in rental properties who would not normally pay to have the properties cleaned or painted were more likely to take up the offer because it was a free service.

Key lessons

There was evidence of graffiti moving out to suburbs as a result of this programme. This meant the project had to be extended district wide rather than the inner city alone.

- Don't be afraid to seek support from relevant group/volunteers
- Apply for funding to support your project and keep applying
- Ensure graffiti is removed as soon as possible
- Use offenders in an organised program as much as possible
- Get as many people as possible to report graffiti (use council workers such as street cleaners & rubbish collectors to assist)
- Use brochures to communicate
- Implement education programmes through schools and youth justice
- Using too many small volunteer groups assisting with the removal of the graffiti is costly as you have to set them up individually, having to supply a wide range of paint and materials. Having one or two larger volunteer groups is recommended.
- Ensure you get the full support of council, police and the Department of Corrections
- Access funds through pub charities and local council
- Have a full time employee with responsibility for managing graffiti vandalism

Case Study Three Hutt City Council, Paint Hutt City Beautiful¹⁴

Hutt City has a wide range of property that is the target of graffiti including:

- 183 million square metres of fence bordering private property and its playgrounds, parks and reserves
- 167 street-to-street walkways, of which approximately 42,000 square metres of fence border private property and those walkways
- a number of structures supporting a number of bridges over roads and railway lines, and
- a number of sporting/hobby club facilities on council managed reserves.

These factors contribute to enormous logistical problems in the management of graffiti. Consequently Paint Hutt City Beautiful was created as a separate programme.

The purpose of the programme was to enlist local affected communities and clubs to remove or paint over graffiti, to keep their communities graffiti free. Council supplies the paint (from a variety of sources including new, recycled and donated paint, as well as getting mistints and discounts from Resene Paints), and information and equipment to support health and safety and environmental management systems. The communities supply their own brushes and rollers (BYO).

What works well

Keep Hutt City Beautiful is fortunate to have a hard-working passionate and charismatic city councillor as its chairman. There is also representation from council, the community boards and ward committees, with the community board and ward committee chairpersons having delegated responsibility to organise their own local initiatives. This representation provides an invaluable information conduit. They are also given physical support by council staff in their running of the paintouts.

Council ensures health and safety and environmental management issues are addressed and appropriate equipment and instructions are provided, including a bag of cat litter to help mop up spills and tape to zone off areas of wet paint.

14 This case study was prepared by Sandy Beath-Croft at Hutt City Council

Key lessons

- Sometimes key people are away at a critical time, especially for city-wide clean-ups. Again, the relevant chairpersons should ensure the availability of the person they choose to appoint to run the paintout
- Local painters are often willing to donate their residual amounts of paint
- It is important to recognise and thank volunteers and sponsors for their effort, and contributions
- Involvement from the community newspaper is very valuable
- Paint suppliers are often willing to donate “mistints”
- It is important to ensure that the community takes ownership of the project and the problem.

Case Study Four Hutt City Council, Art 4 Change Programme¹⁵

The Art 4 Change programme has been running in Hutt City for 10 years now. It is a partnership-based approach, with projects often being initiated by the community. It has included a number of initiatives:

- Hutt City Council (HCC) initiated Art 4 Change in 1996, working in conjunction with Hutt Valley Community Arts, a Naenae College Art class and experienced ‘graf’ artists, including two well-known artists from Auckland. Six walls that form the piers of an overpass were selected as the ‘canvas’ and consultation about the project was wide. Two walls of the mural remain relatively free of graffiti – one saying “Naenae” and the other saying “Kaitiakitanga”. At the same time, one of the local ‘graf’ artists who lives in Raumati South was selected as the guardian, and he returns to the walls from time to time to keep the walls tidy and manage the graffiti
- An enthusiastic Hutt City resident decided that she wanted to involve children in a mural project using the walls of the Taita Underground Subway leading from the Taita Shops to the Taita Railway Station. Tamariki Taita was the second project run using these walls
- During the 2004/2005 Annual Plan debate, Keep Hutt City Beautiful managed to secure funding for graffiti removal and ‘graffiti education’. At the same time, Hutt City Council was visited by a professional mural artist wishing to paint a mural in his own community of Eastbourne. Art 4 Change evolved, and two projects were run: First Elements and First Elements II using the skills of this mural artist, and the resident ‘graf’ artist youth worker. These were run in July and September 2004
- The Stokes Valley Plunket Nurse, informed HCC about graffiti and vandalism that had taken place on the house, and was seeking help. The project was run involving Koraunui Marae, Stokes Valley Rotary, and our First Element artist. Work commenced in mid-February 2005. A celebration was held on 9 April. A storybook about this project has since been written
- HCC worked with 10 Naenae School students on a painted mural in May 2005. It won the Resene Paint competition for the best school mural. After the mural was completed, the ICT at Naenae School put together a movie clip containing photographs of the project and the voices of the children summarising in their own words the positive outcomes from the project
- Art 4 Change was run at Koraunui Marae during the September 2005 school holidays. It was fully funded by Stokes Valley Rotary
- One of the conclusions drawn from the First Elements project was that young people thought it would be easy to make money using their art skills. Consequently HCC contracted two women from Christchurch to run a workshop to illustrate how to run a business using their art. Art 4 Change business was preceded by a “design something to sell” course, and was run during the school holidays, mid-July 2005. It was envisaged that during the following school holidays a project would be run for the kids to make something to sell and turn their own ideas into a successful business reality.

15 This case study was prepared by Sandy Beath-Croft at Hutt City Council

What works well

- Courses are run in the second week of the school holidays
- Courses are run in a youth-friendly venue using tables and chairs arranged in a circle/rectangle as part of the workshop
- Courses are run for a week – three days teaching/ planning/drawing up ideas and two days of execution. The programme runs between 10am and 3pm
- Once the course has been run, it can be offered after school for two to three hours. The caution here is not to encourage students to truant and not complete work at school
- Healthy lunches are provided during the week. A healthy diet makes a huge difference in the students' behaviour
- Kids must have some interest in art in order for them to participate fully. Those who do not have an interest are not allowed to participate unless they are prepared to help out in some positive way
- Once a community buys into a programme, they can run the programme themselves.

Key cautions

- Murals and art programmes do not in themselves prevent or stop graffiti from happening. It is therefore important to use the programmes and projects as an opportunity to engage the young people and the wider community
- In some cases there are areas where kids will deliberately trash the work of other kids, even when the project kids are their own siblings or friends. Once a mural has been completed make sure you apply anti-graffiti coatings as soon as possible. The HCC contractor is happy to maintain the murals graffiti-free at no extra cost to the contract
- Be aware that some kids are addicted to the thrill that they might be caught doing something illegal, and some may be addicted to the spray paint fumes. Encourage all the kids to wear face masks and goggles.

Case Study Five

Porirua City Council, in partnership with Police, Housing New Zealand Corporation, Porirua Community Guardians, Business Porirua, Canopy Connection, Keep Porirua Beautiful, Porirua City Youth Council¹⁶

The Porirua Graffiti Coordination Group was formed in 2003. It comprised Porirua City Council (Chair), Police, Housing New Zealand Corporation, Porirua Community Guardians, Porirua Healthy Safer City Trust, Business Porirua, Canopy Connection, Keep Porirua Beautiful, Porirua City Youth Council. The group established the Porirua Graffiti Action Plan. This is an integrated plan that focuses on the three "Ps":

- Policing
- Prevention
- Paint out

The elements under each of these "Ps" have been:

Policing

- Police stepped up patrols, particularly in the City on late Thursday evenings.
- Police hotline was advertised, and residents encouraged to call the number if they see graffiti offenders in action. Police agreed to follow up
- A graffiti database is being developed to compile graffiti as it is reported, linking incidents to known offenders. When operational, this could support an intelligence-led approach to managing graffiti in the long term
- Closed circuit TV monitoring system under the Canopies is operating. The technology has been improved but the police do not have the resources to monitor or even review tapes in order to seek to identify offenders. Voluntary support is being sought.

16 This case study was prepared by Roger Blakeley at Porirua City Council

Prevention

- Porirua Community Guardians has been established – it is a group of approximately 30 volunteer community patrollers who provide a crime prevention/ambassadorial service in Porirua
- Offenders are referred through the Youth Justice System to the police. The police manage teams of offenders, dressed in bright orange overalls, to paint out graffiti. This is designed to have a deterrent value
- Family conference processes through the Youth Justice System involve family support and action by offenders to address damage, and is designed to help deter future offending
- “Wrap Around Services” through Strengthening Families, Social Workers in Schools and other methodologies to work with offenders and their families to address the causes of anti-social behaviour, rather than just the symptoms
- Education programmes in schools have been run by Porirua City Youth Council and Keep Porirua Beautiful, and in association with Te Wananga o Aotearoa, including presentations in schools involving a performing arts group to get across the anti-graffiti message
- Well known entertainers, such as rap artists, have also been used to communicate the anti graffiti message
- Alternative activities have been organised by Porirua City Youth Council, police and Porirua Healthy Safer City Trust including a range of initiatives designed to provide recreational activities for youth such as “Blue Light” discos, recreation programmes and street bbqs
- Crime Prevention through Environmental Design (CPTED) is used to promote the use of physical design such as adequate lighting, clear visibility through control of vegetation and a range of materials and coatings to prevent graffiti. Council has adopted the principle of CPTED in relation to City planning, for design of public spaces
- Control of sales of aerosol cans. A voluntary agreement was negotiated with the eight largest retailers of aerosol cans in Porirua City to impose a voluntary ban on the sale of aerosol cans to people under the age of 18

- There have been several mural projects in the City, often cooperative ventures between business owners and young people or within schools.

Paint Out

- The paint out target is the removal of new graffiti within 24 hours. This is largely being met in the CBD, but not in the suburbs. The estimated cost of paint out by all organisations in Porirua City is \$200,000 per year
- Porirua City Council has increased its “graffiti buster” team from one to three workers. The council contracts for paint-out of graffiti on bus shelters and play equipment and the skateboard park
- There is a Council hot line for people to call requiring paint out of graffiti on public places
- Canopy Connection provides a constant presence and liaison point for businesses in the City Centre area, and passes on information to the graffiti hot line for action on new graffiti
- Individual businesses are encouraged to paint out their graffiti quickly. Council provides advice on correct paints and offers a service of painting out graffiti for businesses at cost
- North City Shopping Centre has a proactive programme of painting out graffiti as soon as it is identified
- A community paint out day was organised in November 2003, which mobilised organisations and individuals within the community for the paint out of graffiti
- Keep Porirua Beautiful has organised murals for bus shelters
- Mana Tawa Grey Power has engaged its members in distributing notices to households, which have been tagged advising on how to remove graffiti
- Makeovers have been organised as a community based effort to work with the residents of specific streets to make them a more pleasant, attractive, clean and safer place to live. So far, there have been three of these “street makeovers” in Eastern Porirua. They have been associated with Clean Up New Zealand Week. Actions included removal of rubbish and vehicle wrecks, painting of fences, tidying of gardens, painting out of graffiti, planting of shrubs. They resulted in a transformation of the streets and a real sense of community pride by the residents

- Several graffiti audits have been carried out in Eastern Porirua to identify houses and shops that have been tagged.

What worked well

- There has been a transformation in the CBD area under the Canopies – two years ago, it was consistently tagged, whereas now it is rarely tagged and tagging is quickly painted out. This has been a combination of actions including police patrols, Community Guardians, Canopy Connection monitoring and rapid paint out by businesses and council
- The Community Guardians have been a success – their constant presence has created a greater sense of safety for people in the CBD area and a deterrent to acts of vandalism and graffiti
- Graffiti and Vandalism in Schools Taskforce. This has been a joint effort to introduce security cameras, fences and gates, closure of school grounds after hours, extra patrols by Community Guardians, rapid response by police, some funding support from Ministry of Education for security patrols and security systems. The combined effect has been a dramatic reduction in the amount and cost of vandalism and graffiti. The annual cost has reduced to one third of what it was before these measures were initiated. One principal said that coming back to school after the holidays was like coming to a “Beirut bomb site” – now coming back after the holidays it still looks like his school
- Street makeovers have worked well. They have been a great process of community involvement and community development, with a significant improvement in the appearance of streets and community pride of the residents
- Voluntary agreement to ban sales of spray paint cans to people under the age of 18 years appears to have had a significant effect, although obviously young people are still obtaining spray paint cans by theft or from older people
- CPTED measures, to improve lighting and clear some vegetation, have had a demonstrable benefit in reduced graffiti
- ‘City Safety Audit’ and ‘Map to the Future’ have reported the need for a holistic, city-wide approach to combating graffiti and related issues. Porirua Healthy Safer City Trust is developing a city-wide strategy for graffiti supported by Crime Prevention Unit funding

- Graffiti coordination group involving key community agencies, meeting on a two-monthly basis has provided a point of coordination
- Key agencies are now working together on a proposal called “Safer Porirua” to seek World Health Organisation accreditation as a safe community.

Key lessons

- While the graffiti problem in the CBD under the Canopies is being dramatically improved, there are still ongoing graffiti problems in suburbs like Cannons Creek, Waitangirua and Titahi Bay. Council are now seeking to apply an integrated approach to tackling the issues in these areas
- There is a shortage of alternative programmes available for young people in the City, although we recognise that the recidivist graffiti offenders are often alienated young people who will not take part in organised programmes
- It is noticeable that when some recidivist offenders leave an area, there is a notable reduction in graffiti.

Hot tips

- High level commitment in all partner organisations to the need for collaborative action
- Tackle the problem in an integrated way that operates on three fronts, policing, paint out and prevention
- Increased visible presence of police and the community patrols to deter offenders and increase sense of safety
- Engage residents in street makeovers to build community support and pride
- A city-wide graffiti and vandalism strategy needs to be included in the Long Term Council Community Plan to formalise the council’s commitment to graffiti and vandalism eradication in response to well documented community concern.

Pitfalls to avoid

- Dealing only with the symptom, and not tackling the problem
- Thinking only about short-term responses and not long-term solutions
- Uncoordinated action
- Not involving the community
- “Band Aid” rather than sustainable solutions.

Case Study Six

South Waikato District Council and South Waikato Safer Community Council¹⁷

Used a multi faceted strategy to combat tagging based on three primary components:

Proactive:

Objective – to move some taggers from tagging (vandalism & illegal) to graffiti art (artistic expression and part of hip hop culture). Includes sponsored murals by taggers, alleyway art by people from that neighbourhood, multi media presentations to primary and intermediate schools promoting legal graffiti art by consent, hip hop role models promoting the graffiti strategy, a hip hop festival and positive messages/press releases relating to graffiti art and hip hop culture.

Lead Agency – Strategic Youth Coordinator.

Reactive:

Objective – to develop an efficient coordinated community approach to reporting and removing tagging. Includes 0800 NOTAGS, centralised 'one stop' reporting and clean up allocation, identifying areas and types of clean up to appropriate organisations and agencies, development of a tagging report and photo database of all tagging.

Lead Agency – SW Safer Community Council.

Punitive:

Objective – to ensure recidivist taggers are aggressively prosecuted. Accordingly, there are no warnings or discretion, all taggers are placed before, family group conferences, Youth Court or District Court. A victim impact statement is presented for the victim and the community. Reparation and community service are requested in all tagging cases. Briefing meetings held between police and judiciary.

Lead Agency – Police.

Conclusion: Believe that an integrated strategy is the only long-term solution. A focus on proactive will not bring buy-in from the wider community. Reactive will lead to a cleaner community but will not move some of the taggers

from crime to art, thereby perpetuating the problem. By centering a strategy on punitive measures you invite a war of attrition with no positive outlet for the youth involved.

What worked well

Proactive

- We have four tagging offenders who have agreed to form a mural crew
- Seeking to move them from tagging to graffiti art and formal recognition
- Council has agreed to provide walls and funding for murals
- Two other mural crews have been identified and recruited from neighbourhood youth
- Press releases have assisted in lifting the profile of the proactive part of strategy
- Using neighbourhood groups brings ownership to murals which increases vigilance
- Multi media presentation using a medium familiar and popular with youth
- Hip hop festival empowers youth by consolidating their culture and icons.

Reactive

- 0800 NOTAGS is in action and working. The public are happy to see a one stop reporting system in place
- The local visitor information centre has volunteered to handle 0800 calls and co-ordinate clean up operations. The big advantage in using professional call takers open 7 days a week. They then dispense jobs to appropriate agencies – SWDC for Council property, Mr Fixit Ltd who is contracted for clean up on private repaints, predominantly front fences and walls, Community Service Probation team –for public walls, alleyways, and 8 Ball Pub Charity Trust for power & transformer boxes
- A database allows for professional and efficient capture of information and retention of data
- The database also assists in calculating costs and time frame associated with the clean up

17 This case study was prepared by Rees Fox at South Waikato District Council

- GIS mapping allows for the analysis of tagging through the town and the identification of hot spots and hot locations.

Punitive

- Provides sanctions for offenders who choose to continue offending
- Community work is focused on tagging removal
- Seeking compensation automatically eases the fiscal cost to victims
- Victim impact statement demonstrates effect on community in terms of pride, self esteem, repair costs, outside perceptions and reluctant investors.

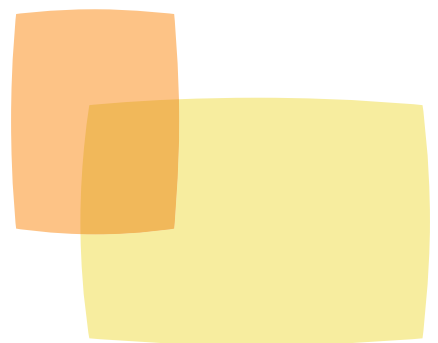
Key lessons

Proactive

- Takes time to plan and implement – multi media presentations, hip hop role models and a festival are not cheap
- Need to ensure budget planning is early and accurate, may have to prioritise if all three are not realistic targets.

Reactive

- Takes time to facilitate the involvement of several different organisations, need to be clear of who can do which work and whether or not that organisation can fund it
- Ran into obstructions from small number of local councillors – one refused to believe the council should fund any part of the proactive strategy and another wanted results overnight with no budget allocated. Lesson? Clear communication beforehand and the realisation you can't keep everyone happy all of the time!



Section 6

References and further information

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Visit the websites of councils around New Zealand – they contain useful information on what is being done.

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