

# Graffiti and VANDALISM

A Report to the State Rail Authority  
of New South Wales

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Australian Institute  
of Criminology

NCJRS

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# VANDALISM & GRAFFITI

## ON STATE RAIL

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## SUMMARY OF RECOMMENDATIONS

### 1. Policy Formulation

Develop and disseminate to all relevant staff a clear State Rail policy on vandalism and graffiti. This policy should establish the rationale timescale and relative priorities to be given to a co-ordinated and comprehensive program of specified reduction and control measures to be implemented over the next few years. In addition management should develop and disseminate clear implementation guidelines for all branches and levels of management.

### 2. Information System

Introduce a comprehensive system for the collection, analysis and dissemination of information about the frequency, extent and effects (including costs) of vandalism and graffiti (proposed system included in Appendix) to facilitate the more effective planning, implementation and monitoring of measures to reduce it and contain its effects.

### 3. Repair of Vandalism and Graffiti Removal

- Incorporate vandalism and graffiti resistant materials and design features into all plans and specifications for new stations, trains, structures, installations and equipment and, where possible into existing ones also.
- Improve the co-ordination of train cleaning services by appointment of a single manager who has the authority and responsibility to establish common policy guidelines and ensure the use of common standards and procedures as appropriate.
- Establish realistic and practical maximum time limits for removal of graffiti and repair of vandalism and guidelines for allocation of removal and repair priorities.
- Investigate the feasibility of mobile graffiti removal squads to supplement the existing train and station cleaning services.
- Consider the feasibility of a continual scheduling for the repair of train damage commonly resulting from vandalism (e.g. slashed seats) as an alternative to its inclusion in the regular general inspection.



- Ensure that, prior to implementation, all anti-vandalism measures are assessed to determine whether they create or contribute to an increased safety risk for passengers or staff.
  - Instigate a program of replacing existing station lights with the vandal-resistant light fitting developed by the Electrical Branch.
  - Investigate options for improving the response time for station repairs.
4. Police and Security Services and Deterrent Measures
- Establish a specialist security service and ensure that it is responsible for the provision of informed advice and recommendations about the value and appropriateness of all proposed security measures.
  - It is apparent that, despite recent improvements, professional standards in the State Rail police should be raised. An analysis of methods of improving professional standards, conducted by an outside consultant would be appropriate.
  - Establish a Rail Watch program (based on Neighbourhood Watch) for the staff and public.
  - Increase the visibility of staff on trains by providing opportunities for guards to observe the trains and report directly to TIB if assistance is required.
  - Give further consideration to the organisational and financial implications of State Rail involvement in the Community Service Orders program and its applicability to offenders prosecuted by State Rail for vandalism and graffiti related offences.
5. Graffiti
- Accept the inevitability of some graffiti on State Rail and adopt rapid removal techniques to control its extent.
  - Where feasible use community murals and other forms of art on stations and in trains to improve the visual environment and discourage graffiti.
  - Discourage publicity about illegal graffiti, art and artists.

6. Media and Public Attitudes to State Rail

Implement a media information program which:

- Clearly differentiates vandalism and graffiti from violent crime on State Rail.
- Emphasises in non-emotional terminology, the constructive measures taken by State Rail to control and repair the effects of vandalism and graffiti and separately the measures taken to reduce the incidence of violent crime and improve passenger security.
- Presents State Rail goals as reduction rather than eradication of vandalism and explains the underlying rationale for this.
- Seeks public support for a Rail Watch program as a constructive contribution to State Rail efforts by passengers.

7. Community Liaison

- Improve State Rail liaison with the community at the local city and state level by encouraging local community groups', and particularly young peoples', participation in the development and improvement of State Rail services and facilities.
- Establish a program of involving State Rail staff and young people in joint ventures to make services and facilities more reflective of the needs of young people.
- Investigate greater use of station premises for community projects involving the local community and especially young people.

## CHAPTER 1: VANDALISM, GRAFFITI AND STATE RAIL - THE CURRENT SITUATION

### 1. The International Experience

Vandalism and graffiti are reported to be common to, and generally increasing on, most of the developed world's urban railway and rapid transit systems. A comprehensive international 1985 review of vandalism and graffiti on Western European, North American and British railways (Transmark, 1985) reports an overall increase in all systems and a similarity of problems and trends, including the type of damage done, the predominance of juvenile offenders amongst those apprehended, the greater frequency of damage in off-peak hours and unsupervised areas and the negative effect on staff morale and passengers' perceptions of the safety and comfort of the service. The reports parallel the experience of NSW State Rail over the last few years. The only exceptions noted in the review are Moscow and Tokyo, where vandalism is 'virtually unknown' and Buenos Aires which has reported an 80 per cent drop in station vandalism over the last 10 years. The reasons for these exceptions are not discussed.

The review refers to the results of a recent international survey of urban rail systems conducted by the International Metropolitan Railways Committee (UITP) which found that slashing of seats was rated as the most common form of train vandalism by 70 per cent of railway administrations throughout the world. Forty-five per cent rated smashing of windows as the first or second most common type of damage. Trains stabled long-term and in unsupervised and poorly lit areas were noted to be the most susceptible to vandalism. The UITP survey found the most common targets for station vandalism to be escalators and lifts followed by glass doors and windows, barrier doors and gates, platform furniture and fittings, ticket offices and toilets. Damage to lineside equipment was also found to be widespread with common targets including fencing and signalling equipment - especially coloured light signal lenses and porcelain insulators. Damage caused by people shooting or throwing objects at trains or placing obstructions on the line are also commonly reported. The review notes that between 1982 and 1984, the United Kingdom's railways have experienced a 200 per cent increase in the number of reportable accidents or incidents caused by vandalism, with approximately half resulting from obstructions on the track and 20 per cent from missiles thrown at trains.

The review also notes that graffiti is reported as a problem by many systems but appears to be more common on the 'older systems, such as London and New York'. The use of aerosol paints and felt tip markers appears to be widespread and to have generally replaced the scratching of messages onto various sorts of surfaces. In some countries, the railway administrations consider that graffiti is '... under control or even not a problem'. These

include Eire (isolated incidents on football specials only), Moscow and Tokyo (little if any), Milan and Prague (insignificant) and Munich (under control).

## 2. The Australian Experience

The extent and nature of vandalism and graffiti on urban rail systems appears to differ from city to city. This may be due to differences in the rail systems, e.g. design of carriages, presence of staff on trains, size of the system and timetabling arrangements. It may also reflect general differences in the social milieu of the cities.

Vandalism and graffiti are, of course, not new phenomena for NSW State Rail - the retaining walls of the Sydney rail system still bear the graffiti of past years, including references to 'Pig Iron Bob' (Menzies), 'It's Time' (the Whitlam government election), the Vietnam war and conscription. However, both vandalism and graffiti are reported to have escalated in the Sydney area over the last few years and are now regarded as major problems by State Rail.



Wall 'Art' Graffiti I

Due to a lack of recorded information, it is not possible to specify the extent or other details of this recent increase. However, anecdotal evidence and observation of rail staff workloads indicate that both the incidence and extent of vandalism and graffiti have increased significantly and that the predominant style and nature of the graffiti has changed. For example, staff responsible for train seat repairs report a significant and sustained increase over the past several years in the number of train seats slashed or otherwise damaged. Station assistants and train car cleaners similarly report a significant and continuing increase in the amount of graffiti and a major change in its nature. Previously there has been a predominance of slogans and (often offensive) messages scratched or written in relatively easily removed ink, pencil, lipstick or crayon. This has given way to a predominance of 'tags' (stylised signatures), slogans and (still often offensive) messages written with felt tip markers and spray paint cans - which are much harder to remove. Less frequent, but equally hard to remove, are the large and colourful examples of 'New York-style art graffiti' (stylised drawings of figures and the 'artists' names) done with spray cans of paint - usually on carriage exteriors, walls and buildings along the rail track.



Wall 'Art' Graffiti II

Records of reported incidents and the anecdotal evidence of State Rail staff both indicate that vandalism and graffiti are generally restricted to the urban areas, most particularly Sydney. There is very little damage done to country and inter-urban trains or to country rail stations and this minimal level has shown no significant increase in the last few years.



Wall 'Tag' Graffiti

### 3. Extent and Cost of Vandalism and Graffiti on State Rail Trains

An on-going survey of damage to Sydney suburban trains (initiated in mid 1986 by State Rail Statistical Services section) indicates that the train fleet typically carries a significant amount of damage due to vandalism and graffiti. During June 1986 there was a reported average of 3.6 damaged seats and 0.3 broken light fittings in each suburban train carriage - an overall total of approximately 5,040 damaged seats and 360 broken light fittings due to vandalism. (The type of damage recorded in the survey is unlikely to be the result of normal wear and tear.) Approximately 30 per cent of suburban train

carriages carried some internal graffiti and 11 per cent some external graffiti. The graffiti, on average, covered 8 per cent of the interior and 6 per cent of the exterior.

The cost of repairing damage due to vandalism and cleaning graffiti in trains in the 1984/85 year is estimated to have been approximately \$4.76 million - vandalism repair \$4,534,000 and graffiti cleaning \$225,000 (see Table 1). It should be noted that this does not represent the cost of repairing and cleaning the total amount of vandalism and graffiti in the fleet of trains in that period. At present, the proportion of vandalism and graffiti which is repaired or cleaned in any period of time varies according to the overall amount and type of repair or cleaning required and the resources available at each of the four maintenance depots.

TABLE 1: Cost of Vandalism Repair and Graffiti Cleaning of State Rail Trains, 1984/85

<u>Incident Type</u>	<u>Number</u>	<u>Cost</u> <u>(\$000's)</u>	<u>% of Total</u> <u>Cost</u>
Seats - replaced seats	12,111	2,723	57%
- replaced backs	5,406	1,400	29%
Light diffusers	2,184	78	2%
Windows	4,615	333	7%
Graffiti removal	22,700(hours)	225	5%
<b>TOTAL</b>		<b>4,759</b>	<b>100%</b>

(Based on information provided by Statistical Services, Development Branch, NSW State Rail, July 1986. Indicates management estimates of number of items repaired and average costs.)

The most common - and expensive - form of vandalism for State Rail is slashed seats, followed by broken windows. This reflects the trends reported by urban rail systems in other countries, as noted in the 1985 UITP survey. Repair of damaged seats accounts for 86 per cent of overall repair and cleaning costs,

broken windows for 7 per cent, graffiti removal for 5 per cent and damaged light fittings for 2 per cent (see Table 1). It should be noted, however, that broken windows, and sometimes other types of vandalism and graffiti also cause train delays and cancellations since they result in trains being taken out of traffic for immediate repair or cleaning.

#### 4. Extent and Cost of Vandalism and Graffiti on State Rail Stations and Other Property

Due to the system of cost categories used by State Rail and a lack of recorded data on incidence, it has to date been difficult to estimate the actual incidence and costs of vandalism and graffiti on stations and other property. However the information provided by the introduction of a station vandalism recording system (see Appendix for suggested format) in mid 1986 indicates that currently (September 1986) an average of 164 incidents of station vandalism and graffiti are reported weekly.

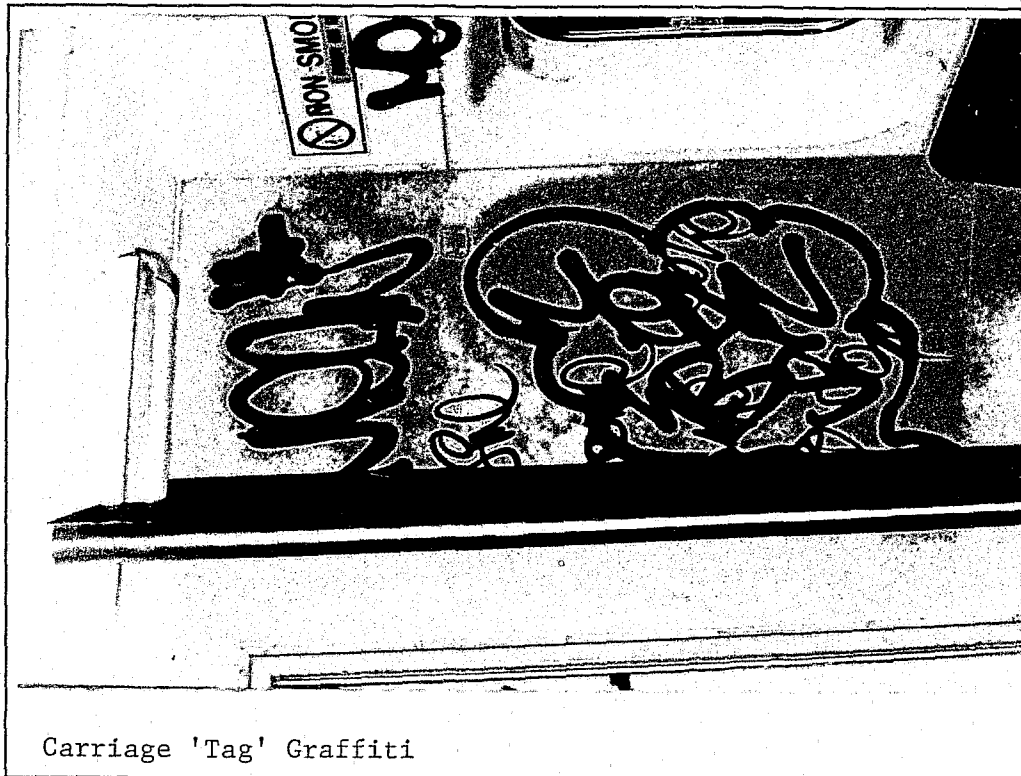
The management of the Electrical Branch have estimated that damage to station light fittings occupies maintenance staff in the Sydney metropolitan depots for approximately 55 working days per month and costs approximately \$225,000 annually.

In mid 1984 a State Rail working party on graffiti estimated the annual cost of removing all graffiti from stations and other buildings and structures at approximately \$410,000. Since then contractors have been hired to remove graffiti from unpainted surfaces at selected stations at a cost of \$44,000 in 1985/86. The provision of special graffiti removal kits to staff at all stations cost \$15,000 in 1985/86.

The graffiti on lineside buildings and structures is generally similar to that on stations although there is greater predominance of the multi-coloured 'New York-style art graffiti' - especially on retaining walls and trackside structures and buildings. There is currently no available estimate of either its extent or the cost of its removal.

Signals and Communications Branch staff have estimated that in the 1985/86 year, 5 per cent (167) of the 3,356 signals failures in the Sydney metropolitan area were caused by vandalism. No estimate of the cost of repair is available. Signals failures not only cause delays but represent a significant risk to the safe running of the system.





Carriage 'Tag' Graffiti

#### 5. Other Costs of Vandalism and Graffiti on State Rail

In 1985/86 there were 343 reported incidents of vandalism which lead to train delays. These incidents caused a total of 1,306 delays lasting an average of 8.4 minutes each. This was a marked increase over the 1984/85 year when 218 incidents caused a total of 598 delays lasting an average of 7.9 minutes each. Whilst this may reflect an actual increase in the incidence of vandalism it may also, in part, reflect increased staff consciousness of vandalism as a possible cause of damage (e.g. to signals) leading to delays.

It is difficult to determine the effect of vandalism and graffiti on people's willingness to use rail transport. A recent Sydney survey of community attitudes to rail transport (ANOP, 1985) suggests that a significant proportion of the adult population (over 15 years) associate the presence of vandalism and graffiti with a lack of personal safety and security and that, in some cases, this affects willingness to travel on trains. Overseas studies have made similar findings. This issue is discussed in more detail in Chapter 4.

6. Reported Incidents of Vandalism and Graffiti on State Rail

In 1985/86 State Rail recorded 2,620 separate incidents of vandalism and graffiti and 1,103 incidents of assault and violent crimes reported to, or dealt with, by the Transport Investigation Branch (TIB). (See Tables 2 and 3.)

TABLE 2: Incidents of Vandalism and Graffiti Recorded by TIB, 1985/86

<u>Incident Type</u>	<u>Frequency</u>
Missile thrown at or from train	392
Graffiti	487
Obstacles placed on or near train line	392
Damage to more than one type of property	164
Interference with automatic doors	163
Broken windows	141
Damage to lights	80
Damage to seats	68
Endangering the safety of others	64
Damage to motor vehicle	51
Shooting at or from train	24
Damage to toilets	21
Damage to vending machines	17
Damage to doors	12
Bill posting	7
Applying train brakes	6
Other/unspecified	250
<b>TOTAL</b>	<b>2,620</b>

(Based on information provided by Statistical Services, Development Branch, NSW State Rail, July 1986.)

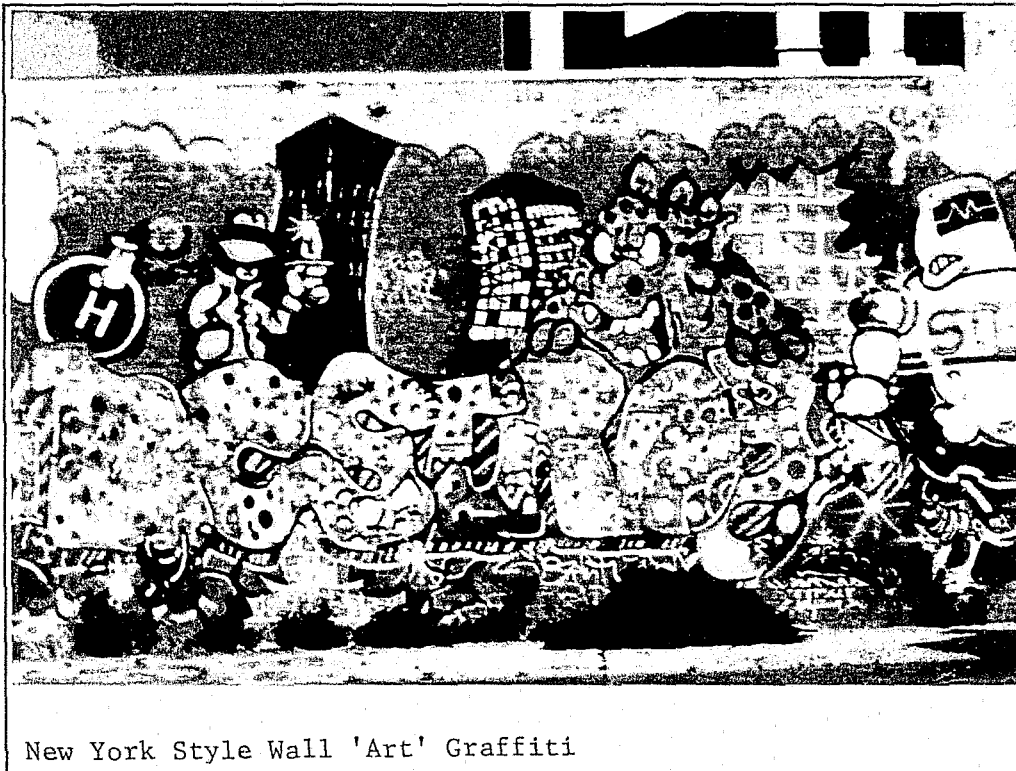


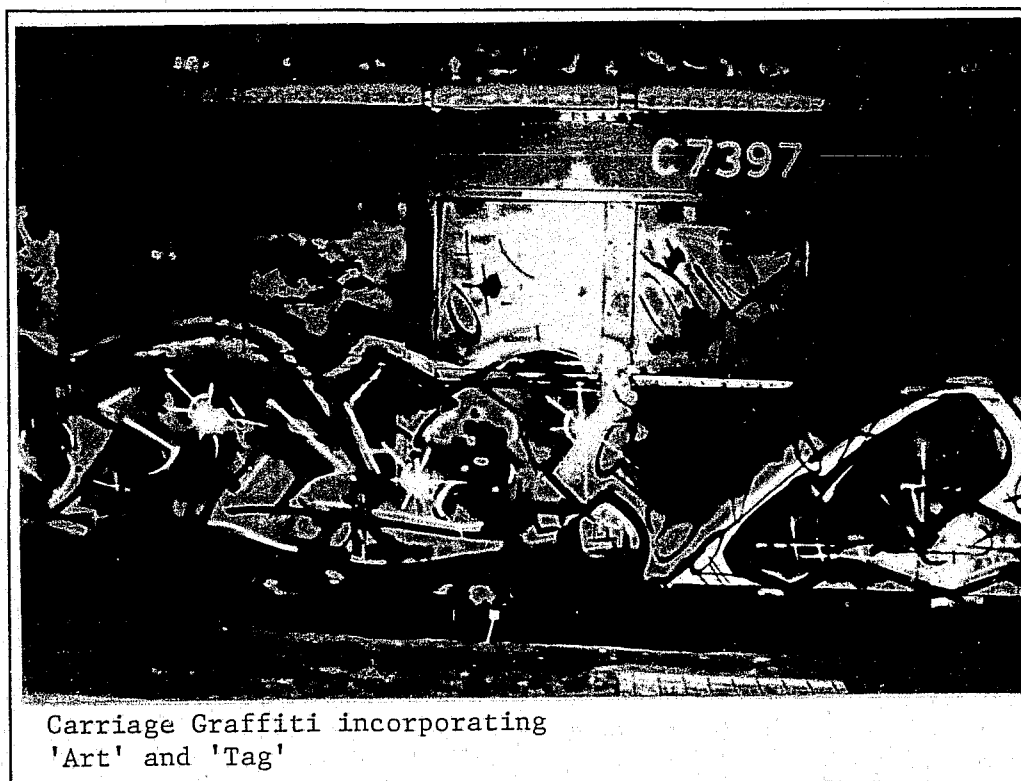
TABLE 3: Incidents of Assault and Violent Crimes on NSW State Rail Recorded by TIB, 1985/86

<u>Type</u>	<u>Frequency</u> <u>AP 1-13</u>
Assault - common	498
Stealing from a person	229
Assault and rob	96
Threaten	78
Assault - occasion actual bodily harm	47
Sexual assault	41
Demand money with menaces	15
Assault - malicious wounding	12
Assault - cause grievous bodily harm	11
Armed holdup	12
Robbery - weapon other than firearm used	8
Culpable	5
Robbery - no weapon used	5
Peep and pry	2
Robbery - firearm used	1
Extortion/black mail	1
Shoot with intent	1
Threaten	4
Other	37
<b>TOTAL</b>	<b>1,103</b>

(Based on information provided by Statistical Services, Development Branch, NSW State Rail, July 1986.)

The time distribution of reported incidents peaked between the hours of 3.00 and 6.00 pm and remained high throughout the night until 1.00 am (see Table 4). This time distribution co-incides in part with the finding of a 1977 Victorian study (Robinson, 1977) which showed highest occurrence rates between midday and 4.00 pm and 8.00 pm and midnight. This pattern also co-incides with the experience of urban rail systems in other countries as reported in the UITP study (Transmark, 1985).

The recorded figures suggest that a disproportionate amount of vandalism occurs in evening off-peak hours when there are fewer passengers and less staff supervision to observe or deter the offences. They also suggest that a lot of damage may occur during the afternoon school student travel peak. Whilst this may seem a likely pattern of occurrence, it is not clear to what extent this particular time distribution reflects the time of discovery and report rather than the time of occurrence. Since many of the reported incidents did not involve either observation or apprehension of the offenders, time of occurrence can only be estimated. Moreover, it is customary for many staff reports to be made only between certain hours or at the end of shifts or runs. It may be, therefore, that the time distribution of reported offences is only very generally indicative of the times that most offences are actually committed. The cleaning staff at the maintenance depots report an increased amount of train graffiti and damage on Monday mornings, suggesting that a



Carriage Graffiti incorporating  
'Art' and 'Tag'

disproportionate amount may also occur over weekends when trains are stabled in out-depots for longer periods and are carrying lighter passenger loads.

The highest proportion of the recorded incidents of vandalism in 1985/86 occurred on the Southern line (25.2%) and the Illawarra line (23%) followed by the Western line (18.6%) and the Northern line (18.3%). The remainder occurred on the City Circle line (6.5%), Eastern Suburbs line (2.3%) and other areas of State Rail property (6.1%). (These distributions are shown in Table 5.) However, it is difficult to draw conclusions from the relative frequency of incidents as the lines differ considerably in terms of distance, number of stations (see map of Sydney metropolitan rail system in Appendix) and passenger loads. At present, information about the number and distances of passenger journeys on each of the lines is not available.

TABLE 4: Time Distribution of Reported Incidents of Vandalism and Graffiti, 1985/86

<u>Time</u>	<u>Frequency and Per Cent of Incidents</u>
1.00 - 2.00 am	97)
2.00 - 3.00	77)
3.00 - 4.00	64)
4.00 - 5.00	44)
5.00 - 6.00	28)
6.00 - 7.00	53)
7.00 - 8.00	116
8.00 - 9.00	88
9.00 - 10.00	78
10.00 - 11.00	75
11.00 - 12.00 noon	77
12.00 - 1.00 pm	100
1.00 - 2.00	109
2.00 - 3.00	99
3.00 - 4.00	171)
4.00 - 5.00	225)
5.00 - 6.00	210)
6.00 - 7.00	124)
7.00 - 8.00	133)
8.00 - 9.00	125)
9.00 - 10.00	121)
10.00 - 11.00	128)
11.00 - 12.00 midnight	140)
12.00 - 1.00 am	138)
	363
	(13.9%)
	606
	(23.1%)
	909
	(34.7%)
TOTAL	2,620

(Based on information provided by Statistical Service, Development Branch, NSW State Rail, July 1986.)

TABLE 5: Incidents of Vandalism and Graffiti on Sections of State Rail, 1985/86

<u>Line section</u> (number of stations)	<u>Frequency and Per</u> <u>Cent of Incidents</u>	
CITY CIRCLE (5)	170	(6.5%)
SOUTHERN LINE		
Redfern - Strathfield (11)		
Homebush - Clyde (5)	66	
Rosehill - Carlingford (6)	19	
Berala - Carramar (7)	51	659
Granville - Canley Vale (6)	103	
Cabramatta - Macarthur (11)	196	(25.2%)
Menagle - Moss Vale	5)	
ILLAWARRA LINE		
Erskineville - Sydenham (3)	71)	
Marrickville - Birrong (12)	140)	603
Turrella - East Hills (11)	105)	
Tempe - Sutherland (14)	166)	(23%)
Kirrawee - Cronulla (6)	61)	
Loftus - Oxford (6)	52)	
Stanwell Park - Wollongong	7)	
Conistan - Kiama	1)	
EASTERN SUBURBS LINE (4)	61	(2.3%)
WESTERN LINE		
Harris Park - Blacktown (8)	181)	
Marayong - Richmond (10)	52)	488
Doonside - Penrith (7)	216)	(18.6%)
Emu Plains - Lithgow	39)	
NORTHERN LINE		
Milsons Point - Waitara (16)	133)	
North Strathfield - Hornsby (14)	119)	479
Asquith - Cowan (5)	25)	
Hawkesbury River - Wye	98)	(18.3%)
Newcastle	104)	
OTHER	160	(6.1%)
TOTAL	2,620	

(Based on information provided by Statistical Services, Development Branch, NSW State Rail, July 1986.)

The 29 stations recording the greatest amount of vandalism in the 1985/86 year accounted for 42 per cent (1,095) of the recorded incidents (see Table 6). They included all but two (Town Hall and Wynyard) of the nine stations which recorded 20 or more incidents of assault or violent crime in the year (see Table 7). It should be noted again, however, that comparisons are of limited value since the stations differ considerably in the type, hours and amount of traffic through them and hours of staffing.

TABLE 6: Vandalism at State Rail Stations with Highest Incidence, 1985/86

<u>Station</u>	<u>Frequency</u> AP 1 - 13
Central Electric	123
Redfern	96
Enfield Yard	85
Blacktown	74
St Marys	47
Granville	44
Sydenham	41
Doonside	38
Como	37
Strathfield	35
Mt Druitt	33
Penrith	32
Gosford	31
Campsie	30
Lidcombe	30
Liverpool	28
Harris Park	28
Cabramatta	28
Toongabbie	24
St Leonards	24
Wentworthville	22
Bankstown	22
Pennant Hills	21
Ingleburn	21
Parramatta	21
Macquarie Fields	20
East Hills	20
North Sydney	20
Seven Hills	20
<u>TOTAL</u>	<u>1,095</u>

(Based on information provided by Statistical Services, Development Branch, NSW State Rail, July 1986.)

TABLE 7: Assault and Violent Crimes at State Rail Stations  
20 or More Incidents, 1985/86

<u>Station</u>	<u>Frequency</u> AP 1-13
Central	196
Redfern	127
Town Hall	61
Strathfield	35
Wynyard	34
Lidcombe	31
Granville	23
Sydenham	22
Liverpool	20
<b>TOTAL</b>	<b>549</b>

(Based on information provided by Statistical Services, Development Branch, NSW State Rail, July 1986.)

The age and other personal characteristics of those responsible for the vandalism and graffiti on State Rail cannot be clearly established because of the small proportion apprehended and the nature of the current TIB recording system. However, an analysis of TIB arrests and breaches made by State Rail patrol officers during the Easter period in 1984 (Rosenbaum, 1984) indicates a marked predominance of young males amongst apprehended offenders. This is confirmed by the anecdotal reports of TIB and other staff and is in accord with the results of other overseas and Australian studies. The 1984 analysis found that of the 528 apprehended, 91 per cent were male and 73 per cent were under 20 years. A study of the offence types showed a predominance of offences unlikely to greatly disturb other passengers or cause major damage - fare evasion (21%), feet on seat (20%), smoking (20%). Four per cent of the offences related to vandalism [interference with automatic doors (2%), wilful damage (1%), carrying cutting instrument (0.5%)]. These were predominantly committed by those under 20 years, or under 16 years in the case of the two latter offences. Offences likely to cause alarm or be regarded as threatening by other passengers constituted 31 per cent of the overall total - i.e. disorderly conduct (7%), drug related (5%), consumption of alcohol (10%), offensive behaviour (5%), offensive language (3%). All were predominantly committed by the 16 to 25 year age group, with the exception of disorderly conduct, which showed a predominance of the under 20 years groups (see Table 8).



TABLE 8: Type of Offences on State Rail Recorded by TIB, Easter 1984

TYPE OF OFFENCE	% OF OFFENCES TO TOTAL OFFENCES	AGE OF OFFENDERS						TOTAL
		UNDER 15	16-20	21-25	26-30	31-35	36 +	
. Wilful damage	1.1	42.8	28.6	14.3	-	-	14.3	100.0
. Disorderly conduct	7.3	40.4	51.1	6.4	2.1	-	-	100.0
. Interfere with Auto. doors	2.2	14.3	71.4	7.1	-	-	7.1	*100.0
. Drug related	5.1	3.0	57.6	27.3	12.1	-	-	100.0
. Fare evasion	20.9	14.2	65.0	11.2	5.2	0.7	3.7	100.0
. Feet on Seat	19.5	17.6	61.6	9.6	4.0	4.0	3.2	100.0
. Goods in custody	0.6	-	100.0	-	-	-	-	100.0
. Consumption of Alcohol	10.3	10.6	60.6	18.2	3.0	1.5	6.1	100.0
. Offensive Behaviour	5.1	9.1	45.4	27.3	3.0	3.0	12.1	*100.0
. Offensive Language	2.8	5.6	66.7	22.2	5.6	-	-	*100.0
. Carry Cutting Instr.	0.5	66.7	-	-	-	-	33.3	100.0
. Resist Arrest	0.1	-	-	-	100.0	-	-	100.0
. Smoking on Train	20.4	16.0	49.6	7.6	9.9	3.0	13.7	*100.0
. Travel Guards Compt.	0.1	-	100.0	-	-	-	-	100.0
. Trespass	3.9	12.0	48.0	32.0	4.0	4.0	-	100.0

(Rosenbaum, 1984 where \* = rounding)

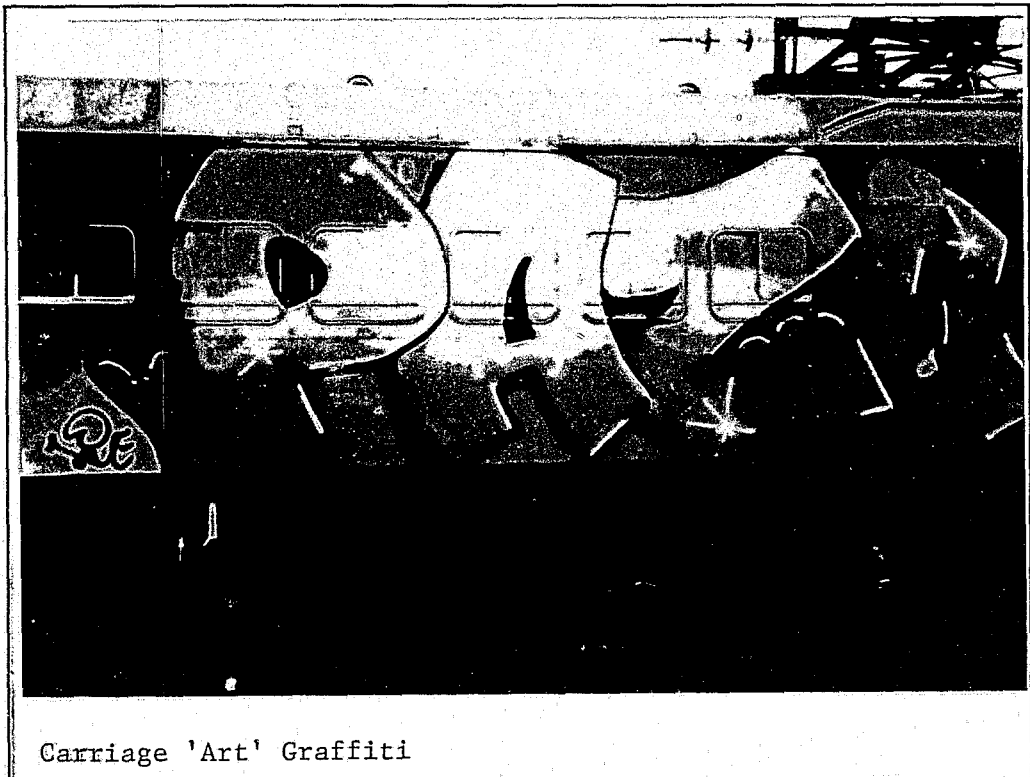
## 7. Interpretation of the Statistics

The interpretation and practical use of any statistics relating to incidence of vandalism is subject to many difficulties - some of which are compounded when the statistics relate to a public transport system rather than a local neighbourhood or to communal or personal property.

Firstly, the statistics are always an underestimate of the offences actually committed because many are either not observed or not reported. Whilst the results of railway vandalism are

very public and therefore widely observed, it appears that the doing of them is very rarely observed and only a small minority of the offenders apprehended. This is not surprising since many rail stations are unsupervised overnight and on weekends, stabled trains and trackside installations and equipment are in isolated and unsupervisable or unobservable sites and trains often carry few passengers in many carriages in off-peak hours. The opportunity for unobserved vandalism to State Rail property is therefore considerable.

Overall, studies indicate that only a minority of incidents of vandalism are reported - most commonly because they are regarded as too trivial or it is assumed that there is little that the police could be expected to do, especially after the event. The 1981 Victorian Government report noted that, 'It has been estimated that approximately only 3 per cent of offences are reported and of that figure only 1 per cent is proceeded against (Maddocks, 1981, p.22). Anecdotal evidence from State Rail staff also suggests that only a very small proportion of vandalism is actually reported to the TIB.



This tendency to not report incidents is likely to be even greater if they are on a public transport system rather than in a person's immediate home neighbourhood - for which she or he is likely to have a greater feeling of responsibility and concern. Vandalism is, by and large, directed not at the travelling passenger but at the property of the rail system - for which the passenger is likely to feel little personal responsibility. On a train or rail platform, one is a transient with little or no authority or encouragement to either monitor or intervene in others' behaviours. This, coupled with the extra time and trouble involved in finding the relevant person and making an official report, is likely to be a very effective deterrent to reporting. (This issue and proposed ways of addressing it will be discussed in Chapters 4 and 5.)

Secondly, it is necessary to consider the State Rail statistics within the context of overall trends and patterns in order to determine their practical implications for passengers and management. For example, incidents of 'malicious injury/damage to property' reported to NSW State Police totalled 27,715 in 1983/84 and 28,268 in 1984/85. The 1983 Victims of Crime Survey (Australian Bureau of Statistics) indicated that in New South Wales 30 in every 1,000 people were victims of assault and 6 in every 1,000 adults (18 years and over) were victims of sexual assault. Unfortunately, the lack of current available data on the number of passengers and journeys makes it difficult to compare the relative frequencies of State Rail incidents with those occurring in the state overall.

#### 8. Summary

The quoted estimates of the costs of vandalism and graffiti on State Rail must be regarded as only a proportion of the total since many of the costs are hidden or absorbed into overall repair and cleaning costs. In the 1984/85 year, the costs included \$4.76 million for train and \$284,000 for station repairs and graffiti removal. This gives a total of \$5.04 million. Vandalism also causes train delays and cancellation of services and poses a risk to safe rail operations.

Clearly, vandalism and graffiti are expensive and in some cases, hazardous. Serious consideration must therefore be given to reducing their frequency and extent and measures must be adopted to contain their effects.

## CHAPTER 2: VANDALISM - WHAT IT IS AND HOW IT IS PERCEIVED

### 1. Definitions of Vandalism

Vandalism is most commonly defined as (any or all of) meaningless, wanton, malicious, ignorant, wilful, senseless damage of others' or public property or property which has some inherent artistic, social or historical value. It is not a precise label for a legal offence but a colloquial term with a strong emotive connotation. Its popular usage is imprecise and the meaning attached to it tends to differ according to the definer's point of view. This often results in a stereotyped use of 'vandalism' as a label which obscures both the reasons for the behaviour and the appropriateness of the social control measures which are encouraged or justified by the term's emotive connotations.

In deliberate avoidance of these connotations, the South Australian (1978) and Victorian (1981) governmental enquiries on vandalism have both defined it simply as '... any illegal act of deliberate destruction, damage or disfacement of the property of another (includes public property), or any similar act likely to result in danger to human life ...' (Maddocks, 1981, p. 11). Their definition has been adopted for this report.

It has been pointed out by Stanley Cohen, a noted British sociologist with extensive experience in this field, that by no means all illegal property damage is regarded as vandalism. Much is tolerated as a normal part of life (e.g. graffiti in public toilets is generally regarded as the norm rather than the exception), as the result of high spirits on ritual occasions (e.g. bachelors' parties) or as the inevitable result of children's play. Cohen argues that vandalism is an 'emotive label' which is given to behaviour which has both 'objective elements (... property is damaged ...)' but also a subjective element; the perception and definition by certain people that "something should be done" about the situation' and that, '... to describe property destruction ... with a phrase like "reckless, ignorant vandalism" ... means that one denies the legitimacy of the motives behind behaviour and also justifies punitive measures ...' (Cohen, 1972, p. 309).

In stressing the importance of the 'labelling perspective', Cohen is not suggesting that vandalism exists only in the eye of the beholder. Indeed, he specifically notes that this would be a 'patently ridiculous position' which neglects its considerable financial costs and social implications. Rather Cohen is arguing that to understand the phenomenon of vandalism, and develop appropriate measures to reduce it, one must consider not only the act of vandalism per se but also the way in which the public and control agencies (e.g. police, SRA) perceive and react to it and the on-going interaction between these two aspects. This approach

seems to be particularly pertinent in the case of railway vandalism where the perceptions and reactions of passengers and State Rail staff, and the associated media images, are important elements of the issue overall. In this respect it is also worth noting the conclusion of one major American report (Carnegie-Mellon, 1975) that it may, in some cases, be the public and passenger perception of transit crime, rather than the actuality, that determines their attitudes to and usage of rail services.

## 2. Motivation for Vandalism

The considerable literature on vandalism, arising from a great diversity of studies, indicates that, contrary to much public opinion, it is neither meaningless nor homogeneous behaviour. A number of explanatory frameworks and typologies have been developed in attempts to gain a better understanding of the nature and motivation of the phenomenon. One of the most useful approaches, developed by Stanley Cohen, is based on the subjective meaning the behaviour has for the individual (see below). It provides not only a clarification of the motivation for vandalism but also a framework for determining the appropriateness of various responses to it.

1. Acquisitive vandalism - damage done in order to acquire money or other property, e.g. damaging telephone coin boxes, breaking into booking offices
2. Tactical vandalism - damage done as a conscious tactic to achieve another end
3. Ideological vandalism - also a conscious tactic done in order to further a cause or communicate a message, e.g. writing political slogans on public buildings
4. Vindictive vandalism - done to gain revenge, e.g. breaking school windows in response to perceived unfairness or hostility from teachers
5. Play vandalism - the damage is done in the context of a game or competition and may be incidental or deliberate (e.g. who can break the most windows) to the main activity
6. Malicious vandalism - 'The damage is an expression of rage or frustration and is often directed at symbolic middle class property. It is this type that has the vicious and apparently senseless facade that people find so difficult to understand' (Cohen, 1972, p. 316).

Cohen also draws attention to the type of vandalism committed in large group situations, for example, after football matches.

A longitudinal self-report study of vandalism using Cohen's typology (West and Farrington, 1977) added a further category - 'innocuous vandalism' - which included a large proportion of the behaviour reported to them. The authors defined it as, '... the damaging of property whose ownership was unimportant or unclear and which had no value, at least in the eyes of the youth. No one was harmed by this vandalism either directly or indirectly' (Stace, 1978, p. 14).

The motivation for acquisitive, tactical, ideological and vindictive vandalism, which are likely to be very specifically targeted, is relatively obvious. Breaking into a railway booking office to steal money, painting a slogan on a public wall to publicise a cause or deflating the tyres of an arresting patrol officer's car are actions that can be understood - even if not condoned - within the framework of generally accepted social values and customs. It is the motivation involved in what have been dubbed 'play', 'malicious' and 'innocuous' vandalism - the common types of much railway damage - that are less obvious and difficult to explain within the framework of established social mores. It is consequently this type of behaviour which is popularly described as senseless or meaningless and as indicative of personal pathology or social breakdown.

A variety of psychological and sociological factors, and the interactions between them have been suggested as the motivating forces behind such incidents of vandalism and many have gained some popular support as 'common sense' explanations. Currently, the popular image of the vandal is a young person - usually male - who is socially deviant, has some psychological disturbance and is in the first stage in a delinquent or criminal career. However, a number of studies, including more recent Australian ones, indicate that this is not generally the case and that a large proportion of people, particularly as adolescents, commit occasional acts of vandalism. The studies differ in their findings about the relative proportions of females and males involved in vandalism but generally conclude that it is significantly more frequent amongst males. It is also generally agreed that vandalism is predominantly committed by young persons ranging from quite young children to adolescents. A review of vandalism and self-report studies concluded, 'The one result which all self-report studies have in common is that offending by youths is much more widespread than is indicated by the official statistics' (Stace, 1978, p. 30).

A self-report study of 195 Victorian high school (Years 9 and 10) students found that 4 out of 5 admitted to acts of vandalism with little difference between proportions of boys and girls. The most common explanation given was of 'the

ordinary youth who was bored, thrill-seeking and possibly also angry' (Maddocks, 1981, p. 40). Further interviews with inmates of a Melbourne youth training centre identified alcohol and peer-group influence as the commonest precipitating factors in acts of vandalism (Maddocks, 1981, *ibid.*). A study of 139 persons charged with vandalism on Victorian railways in 1976 concluded that '... railway vandalism in Victoria is not a feature of gross psychiatric disturbance or pathology' (Bartholomew and Milte, 1979, p. 176).

The Australian findings are similar to those of overseas studies which show no significant relationships between early acts of vandalism and later psychological disturbance or anti-social personality traits. Cohen, for example, notes that, '... a very small proportion of vandalism is associated with psychological disturbance and there is no evidence that vandalism in childhood is correlated with later disturbance' (Cohen, 1972, p. 312).

A major self-report study of a cross-section of Liverpool (UK) schoolboys found that, '... there were few boys who denied any involvement in destructive behaviour and the more serious acts of destruction, though less prevalent, were not uncommon' (Clarke, 1978, p. 22). (See Table 9.) The authors also noted that although a smaller proportion were involved in persistent destructive behaviour, '... between the occasional bottle smasher and the persistent wrecker lies a continuum of involvement rather than a moral gulf ...' (Clarke, 1978, p. 23). The study concluded that involvement in vandalism, whilst not significantly related to socio-economic status (as measured by status of father's occupation), type of school attended or membership of single-parent households, was related to a number of 'immediate situational factors' including a lack of success at school combined with dislike of school, the effectiveness of parental control and the extent to which the boys' leisure time was spent 'on the streets' as part of a 'tough' group. These findings serve also to confirm Cohen's observation that, 'Vandalism is often ... spontaneous activity arising out of group interaction and situational factors, rather than deliberate planned action' (Cohen, 1972, p. 317).

The overall consensus of the studies is that vandalism - or at least occasional acts of it - is not confined to the psychologically disturbed or socially inadequate but is common behaviour, especially amongst the majority of children and adolescents, although there is a relatively small proportion who are involved in more regular and deliberate destructive behaviour. Vandalism arises from diverse motivations and ranges from deliberate damage to specific targets through spontaneous expressions of hostility to unconsidered, almost casual, destruction of property seen as unimportant. This heterogeneity and widespread prevalence of vandalism has various implications for prevention in terms of both the numbers involved and attitudes towards the offence and the offenders which will be discussed in more detail throughout this report.

TABLE 9: Prevalence of Vandalism Amongst Adolescent Schoolboys in Liverpool

<u>Type</u>	<u>Frequency %</u>
Scratched desk at school	85
Broken a bottle in the street	79
Broken a window in an empty house	68
Written on walls in the street	65
Broken trees or flowers in a park	58
Written on the seats or walls of buses	55
Broken the glass in a street lamp	48
Scratched a car or lorry	42
Smashed things on a building site	40
Broken a window in an occupied house	32
Broken the glass in a bus shelter	32
Damaged park building	31
Broken furniture at school	29
Broken a window in a public toilet	29
Broken the glass of a telephone kiosk	28
Broken a car radio aerial	28
Damaged the tyres of a car	28
Broken a window at school	27
Slashed bus seats	22
Broken a seat in a public toilet	20
Damaged telephone in a kiosk	20
Put large objects on a railway line	19
Broken a window in a club	16
Slashed train seats	12

(Percentages refer to the proportion of boys who admitted to having committed the specified act at least once in the previous six months, Clarke, 1978, p. 22.)



### 3. Vandalism as a Social Threat

Vandalism is also popularly depicted - by the mass media and by some groups in the community - in terms suggesting that it is an escalating and major threat to both the personal safety of individuals and the social order. Undoubtedly some incidents of vandalism have serious consequences well beyond the usual minor inconvenience or cost (e.g. trains derailed by obstacles placed on the track by young children). Moreover, the cumulative/overall effect of even the petty incidents typically causes a significant general impoverishment of the public environment as well as considerable expenditure on repair. Nevertheless, much of the public and official reaction to vandalism - including the escalating demands for costly and often inappropriate control and prevention measures - frequently appears to be quite disproportionate to the cost and social effects of the damage or behaviour concerned. This suggests, as argued by Cohen, that the way in which people perceive and respond to vandalism is based not only on their experience of its direct effects but also its symbolic implications.

Surveys of community attitudes indicate that vandalism on State Rail is seen by the adult public (over 15 years) as having clear implications about personal safety and security. A 1985 study of community attitudes to rail transport and related matters (ANOP, 1985) and a subsequent survey of community attitudes to train security (ANOP, 1986) indicated that a significant proportion of the Sydney public are concerned about the personal safety of rail passengers and that this was associated with their concerns about vandalism and graffiti. The 1985 report concludes that, '... concerns regarding personal safety are mainly linked to implications regarding hooliganism, vandalism and graffiti. To a greater or lesser extent, these are seen as violent activities which it is feared may be turned on passengers themselves' (ANOP, 1985, p. 5).

The 1985 survey found that overall 56 per cent judged the safety of train travel positively. When asked to specify the aspects of the Sydney Rail system they most disliked, vandalism (taken to include graffiti) was cited most frequently (18%) and 14 per cent specified violence and lack of security. Overall, 30 per cent judged State Rail attempts to control vandalism and graffiti positively. However, when asked directly about the issue of train security (ANOP, 1986), 80 per cent (82% females and 78% males) of respondents perceived '... real problems related to personal safety or security of Sydney train travellers ...'. (This increase is to be expected given the more specific focus on security issues and, hence, the more directive nature of the questions in the 1986 survey.) The main concerns mentioned were fear of attack/physical assault (30%), and misbehaviour by louts and hooligans (26%) and 13 per cent identified vandalism as a major concern.

Both surveys found that improved security - particularly through the increased presence of railway guards or other staff - was the change to present practice most frequently rated as important, especially by women. The 1985 survey found that improved security (more guards at night, stop vandalism) was cited most frequently (42% females and 33% males) as the 'most important change that should be made to State Rail'. The greater presence of guards in carriages was the proposed security measure most frequently given a very high priority (73%) in the 1986 survey - followed by 'increasing guards' surveillance of carriages' (55%) and 'installation of vandal resistant seats' (55%).

Taken together the two surveys suggest that a significant proportion of the public (over 15 years) are sufficiently concerned about their personal safety and the risk of physical assault on State Rail services to want increased security measures. Moreover they suggest that for many the general misbehaviour of other passengers (25%) and, less frequently, vandalism (13%), are factors associated with their concern.

This concern could be making rail travel an anxiety-provoking and hence unpleasant experience for some passengers - especially for women travelling in off-peak hours. However, the direct effect on train usage appears to be less significant. Only 5 per cent (8% females and 2% males) specified fear of violence, and less than 3 per cent specified vandalism, as reasons for not using trains more often. Ten per cent (15% females and 5% males) cited improved security, and less than 4 per cent cited stopping vandalism and graffiti, as factors which would encourage them to greater use of trains. It may be that people's concerns affect only their use of trains in off-peak hours (67% cited the night and off-peak hours as the time of highest risk in the 1986 survey) and that this is not adequately reflected in the survey responses. The response may also reflect the lack of alternative means of travel available to many (29% of the public transport users in the 1985 survey).

These findings are in accord with those of overseas studies which indicate similar high levels of concern about passenger security on urban rail systems. However, a review of US studies on the effect of crime and passengers' perception of crime on public transport usage concluded that the effects, whilst seemingly significant, were difficult to specify and that, 'It is also clear that (passengers' perceptions of transit crime) are not necessarily related or correlated with the actual level of crime but rather appear to relate to the total environment in which an individual lives' (Carnegie-Mellon, 1978, p. 17).

The survey findings, when considered in the light of other studies, raise three particular issues which are of concern to State Rail. Firstly, there is the type of behaviour which passengers find threatening or perceive as criminal and why it is perceived in this way. Secondly there is the issue of whether the level of concern expressed is justified by the actual risk or levels of crime on State Rail and, thirdly, whether it is effectively different to that experienced in other settings or reflects a general fear of crime.

#### 4. Perceptions of Vandalism and Fear of Crime

Due to a lack of comparable data it is impossible to currently determine if the relative levels of risk or exposure to crime on State Rail are significantly different to that experienced elsewhere in Sydney. Nor is it possible to determine if the perceived levels of risk on State Rail relate only to the rail system itself (i.e. trains & stations) or to the total travel route including, for example, the surrounding city or neighbourhood streets and station car park. It is therefore difficult to determine whether the levels of public concern indicated by the surveys are a justifiable reaction to the objective reality of railway crime or an expression of a general fear of crime focussed on State Rail by, for example, media emphasis on the threat posed by train vandals and hooligans.

It is also not currently possible to determine what type of behaviour significant groups of passengers regard as threatening, offensive or even illegal and how often it occurs. Some passengers may regard the general noisiness and rowdiness of older children and adolescents, public kissing and cuddling by teenagers, putting one's feet on the seats, and aggressive interactions between other passengers as threatening, offensive or deserving of police intervention whilst others may see them as harmless or at least irrelevant to their comfortable travel. Similarly, to some passengers all graffiti is unpleasant vandalism indicative of a reprehensible lack of respect for public property whilst others judge it as simply an expected part of the urban public environment which may even (depending on its content) be amusing or an interesting addition to an otherwise dull environment.

Some indication of the extent of fear of crime in Australia is given by the 1975 National Crime Victims Survey (Australian Bureau of Statistics) which collected data from 18,694 people and asked in part: 'If you are walking out alone in your neighbourhood at night would you feel very safe, reasonably safe, somewhat unsafe or very unsafe?'. Analysis of the results indicates that, overall:

Most Australians feel safe out walking alone in their neighbourhood. Nevertheless, there are certain segments of the Australian community which are especially subject to feelings of insecurity about crime. The largest, and most frightened of these groups is women. Also particularly susceptible to fear of crime in the streets are the aged, the widowed, the unemployed and poor, and the inhabitants of Australia's very largest cities (Braithwaite et al, 1982, p. 227).

The authors note that 89 per cent of respondents who said they felt very unsafe were women and that men were four times more likely than women to feel 'very safe' (43.5% for males, and 11% for females). They also note that there was a consistent tendency for the feeling of safety to increase as level of income increased and that those living in the 6 state capital cities were more than twice as likely to feel very unsafe than those in other parts of the country. In the light of these findings it is notable that the 1981 study of Sydney rail travellers (State Transport Study Group, 1981, p. 25) indicated that they included a marked over-representation of young women and that rail travel in off-peak hours, which is generally regarded as the time of highest risk, was dominated by blue collar workers (State Transport Study Group, 1981, p. 56) and, amongst the older age group (46 and over), by women (State Transport Study Group, 1981, p. 51). It may well be that the level of concern about personal security on State Rail, as indicated by the surveys is, at least in some part, a reflection of the general level of fear of crime amongst rail passengers - particularly women and those travelling in off-peak hours.

A review of the literature (Mugford, 1984) indicates general agreement that fear of crime is, at least in part, a reflection of a general level of anxiety which is associated with a number of personal and social factors (e.g. age, sex, socio-economic status) - an association fostered by media concentration on crime. However individuals' evaluation of their likelihood of victimisation, whether based on the actual or perceived levels of relevant crime, can serve to increase or decrease their fears.

... Given mass media concern with crime and violence we may expect a general connection between groups likely to be anxious and those likely to fear crime. Nonetheless, objective likelihood of victimisation is also relevant. Additional fear generated by real danger may heighten those already generated by more general conditions, whilst lack of danger ... may 'dampen down' these fears. (Mugford, 1984, p. 272).

As Mugford points out, the policy implications of such a position are complex:

Clearly, policies that reduce objective levels of victimisation will, in addition to intrinsic merits, also have at least some in effect reducing fear of crime. It is, however, also probable that other policies would be necessary for such fear to be reduced beyond a certain level. Such policies would relate both to increasing social support for certain people (hence reducing anxiety and psychological stress) and also to attempting to reduce mass media emphasis on crime and violence, an emphasis quite likely to fuel and exacerbate generalised anxiety by giving it a quasi-realistic object upon which to focus (Mugford, 1984, p. 273).

The specific policy implications of such an analysis for State Rail are similarly complex. Clearly, policing and security measures are necessary to reduce both actual and perceived levels of crime and are inherently worthwhile. However, they will not alone reduce the current levels of public concern about passenger security and vandalism. Nor is it likely that they could if, in fact, the concern is based (even in part) on perceived rather than actual levels of threat. Moreover, it is questionable whether all behaviour perceived as threatening actually involves a threat of harm to other passengers or (with the exception of graffiti) damage to property which justifies intervention by patrol or police officers.

A more viable approach may be to combine crime control and prevention measures with attempts to reduce passengers' anxiety about crime on State Rail by increasing their feelings of personal security. This could be done in a number of ways which are discussed elsewhere in this report and include, for example, the more obvious presence of railway staff on trains. The effectiveness of such attempts may, of course, be limited by the general level of fear of crime in the community and media emphasis on crime on State Rail.

The importance of media images in exacerbating fear of crime is clearly relevant to State Rail given its recent media emphasis. Indeed, the conclusions of Braithwaite, Biles and Whitrod, based on their study of the Australian data, appear particularly apt:

... It is not necessarily the sections of the community which are most likely to be the victims of crime who have the greatest fear of crime .... For some types of crime it is even the case that people who had been victims expressed a greater feeling of safety than respondents who had not been victimised. For many, the imagination, fed by media sensationalism, might be worse than the reality.

Perhaps we are less likely to further our understanding of fear of crime through an investigation of the objective realities of crime than through exploring the social construction of crime in the mass media (Braithwaite, Biles and Whitrod, 1982, p. 227).

#### 5. The Role of the Media

In our complex urban society, the mass media serves not only as a major source of information about selected events but also provides an interpretation and explanation of their significance and meaning which tends to both reflect and reinforce particular cultural viewpoints. In this way the media defines not only what the issues are but establishes the relevance - even the correctness - of various responses to them. In so doing it plays a major role in shaping people's understanding of, and reaction to, events and behaviours - particularly those about which they have little direct personal experience - and ultimately community standards. Some British sociologists have described the process as:

... the underlying significance of the framing and interpretive functions of news presentation ... lies in the fact that the media are often presenting information about events which occur outside the direct experience of the majority of the society. The media thus represent the primary, and often the only, source of information about many important events and topics. Further, because news is recurrently concerned with events which are 'new' or 'unexpected', the media are involved in the task of making comprehensible what we would term 'problematic reality'. Problematic events breach our commonly held expectations and are therefore threatening to a society based around the expectation of consensus, order and routine. Thus the media's mapping of problematic events within

the conventional understandings of the society is crucial in two ways. The media define for the majority of the population what significant events are taking place, but, also they offer powerful interpretations of how to understand these events (Hall et al, 1978, p. 56).

During the last year considerable media publicity has been given to State Rail and much of it has focussed on the prevalence of vandalism, graffiti and violent crime and actions taken to reduce them. This media publicity constitutes a major source of information, about the overall extent and nature of vandalism, to passengers whose experience is limited to a few carriages and stations. In this way it places the individual's experience into a social context which gives it some overall meaning (e.g. the slashed seat in my carriage is typical of the whole system not an isolated instance). At the same time the media provides some interpretation of this apparently widespread and seemingly 'senseless' destruction - this 'problematic event' - by labelling it as the behaviour of a socially deviant minority ('thugs' and 'hooligans') which is deserving of punishment. It is this interpretation which underlies the common media association of vandalism with violence against passengers - an association which is reflected in the current public perception of, and reaction to, vandalism.

Typically vandalism is portrayed in the popular press (especially the evening and Sunday papers) as being 'of epidemic proportions', costing millions of dollars for repair and cleaning and requiring greatly increased security measures to protect trains and stations (not to mention passengers) from even worse damage. However it is the manner and context of the presentation of vandalism as part of a 'multi-million dollar battle' or war against railway crime which is of particular significance. Vandalism and graffiti are presented as being both associated with, and as being indicators of, the presence and threat of, violence. In some cases this results from a reasonable acknowledgement of the anxiety provoking nature of vandalised trains - which, however, may also serve to reinforce it (see Daily Mirror quote). Most frequently, however, it is the association of vandalism and violence as aspects of the same problem - or as done by the same people - which creates the image. It is, for example, common to see such phrases as 'steps taken to combat vandalism and violence on trains', 'thugs have vandalised ...', '... wrecked by thugs and vandals ...', 'SRA attack on vandals and hooligans'. Control and security measures are typically justified as answers to the (combined and associated) unacceptable levels of violence and vandalism. Major public figures also frequently link vandalism and violence in dramatic appeals for action to control them (e.g. see Wentworth Courier article).

'There is fear, particularly among women travelling alone on trains late at night. I think that feeling has been made worse by the state of the vandalised trains. When a person sees mutilated seats and offensive graffiti splashed around its an aggressive environment.'

Mr Hill says vandalism and graffiti are now a chronic epidemic.

'We have a very real problem there, although we have not seen a significant increase in the levels of physical assault on trains', he said.

The State Rail Authority is doubling the size of the railway patrol force to more than 300. 'If that's not enough then we'll recruit more', Mr Hill said.

(Daily Mirror, 7 May 1986. Quoting Mr David Hill.)

'Passengers are no longer safe even in broad daylight, let alone at night.'

Mr Yabsley said passengers were travelling in fear and squalor in filthy carriages on slashed and broken seats and in constant fear of being mugged or worse.

'... The vandals and thugs really run the Sydney system.'

(Wentworth Courier, 18 June 1986. Quoting local MP, Michael Yabsley, under the headline 'MP SAYS THUGS MENACE WOMEN TRAIN PASSENGERS'.)

Given this well-promoted association of vandalism with violence, it must be expected that the public will view it not only as an expensive problem of damage to property but also as an integral part of a serious threat to passenger safety and the viability of off-peak rail services caused by violent crime. This is despite all the evidence suggesting that the majority of vandalism is not associated with violence against people - only property. It must also be expected that the extent of vandalism, which is frequent and obvious, will be seen as indicative of high levels of actual and potential violence on State Rail thus providing high anxiety - even though the extent of visible vandalism is not a reliable indicator and most passengers' experience is of unmolested travel. In short, the extent of vandalism of State Rail property will continue to be regarded as an indicator of the likelihood of violence because of the association between the two graphically presented in the media.



Any attempts to increase passengers' feelings of security and improve the public assessment of the safety of rail travel will obviously be severely hampered by such associations. Some consideration should be given, therefore, to promoting media publicity which makes a clear distinction between the nature and frequency of violence and of vandalism and their separate effects on passengers' comfort and safety. Vandalism is clearly a problem for State Rail and its passengers in that it reduces the comfort and availability of facilities, creates delays and can lead to serious accidents. It needs to be more clearly presented in this light in order to ensure a more appropriate reaction to it than that which currently results from the constant linking of vandalism with violence.

## 6. Summary

Vandalism is not a precise label for a legal offence but a colloquial term with strong emotive connotations which is often used in a stereotyped way to label behaviour perceived as deserving of social censure and sanctions.

Contrary to much popular opinion, vandalism is neither meaningless or homogeneous behaviour nor is it indicative of psychological disturbance. It is widespread behaviour amongst children and adolescents and ranges in type and motivation from deliberate damage of specific targets to unconsidered destruction of property, seen as unimportant, which is done spontaneously or in the course of another activity.

Much of the public reaction to vandalism may be judged to be disproportionate to its cost and social effects, suggesting that it has significant symbolic implications relating to personal safety and security. This is supported by the results of surveys of community attitudes which indicate high levels of concern about passenger safety and security on State Rail. It is unclear however whether the levels of concern expressed are a justifiable reaction to the level of crime on State Rail or an expression of a general fear of crime focussed on State Rail by media emphasis on the threat posed by hooligans.

The media currently presents vandalism as being associated with, and as indicating a threat of, violence. Vandalism and violence are presented as being aspects of the same problems and as done by the same people. This is despite the evidence suggesting that the majority of vandalism is not associated with violence against persons. This contributes to passengers' perceptions of rail vandalism as indicators of the likelihood of threat to their personal safety on State Rail. Vandalism is clearly a problem for State Rail and its passengers in that it reduces the comfort and availability of services, creates delays and can lead to serious accidents. It needs to be more clearly presented in this light in order to ensure a more appropriate reaction to it than that which currently results from the constant linking of vandalism with violence.

## CHAPTER 3: GRAFFITI

### 1. Defining Graffiti

Clearly today's graffiti is neither a new phenomenon or a passing fad. Despite its ephemeral nature and changing style and topics, graffiti has remained a feature of public places for at least some thousands of years and has served to publicise causes, record an individual's presence (Kilroy was here), celebrate loyalties (Up the Dragons) and give uncensored and public expression to individuals' prejudices, hostilities, frustrations, hopes and fears. Rennie Ellis, collector of Australian graffiti, has described it as:

... the result of someone's urge to say something - to comment, inform, entertain, persuade, offend or simply to confirm his or her own existence here on earth (Ellis, 1985, Introduction).

Painting Macdonaldtown station pink might also be added to this list as a contemporary example of the novel and seemingly effective use of 'graffiti' to encourage architectural refurbishment or environmental improvement.

Reactions to graffiti vary widely, depending on the viewer and the site of the graffiti, from acceptance to demands for immediate removal and sanctions against those responsible for it. In late 1984 Dr Allan Spry, an expert in building restoration, estimated that Australian organisations were spending some \$5 million annually on graffiti removal. In the same year the National Gallery of Victoria sponsored a New York graffiti artist, Keith Haring, to decorate the gallery exterior with a graffiti mural, in a style similar to the subway graffiti long popular in New York and now in Sydney and Melbourne. In Sydney, some dedicated groups spend considerable amounts of time and effort not in removing graffiti but changing its message to render it less offensive. To many, graffiti is a form of vandalism which is at best ugly and at worst offensive and threatening. Some see it as an acceptable and effective way of highlighting social issues (e.g. BUGA UP billboard graffiti). To others it is simply an expected part of the urban environment, eliciting a response only in its most amusing, offensive or extreme forms. Others regard it as understandable - if not condonable - behaviour and others as a legitimate form of self-expression. Yet others see it as a form of public art. Graffiti is seen as improving the trains while vandalism is seen as destroying them.

Graffiti is bad wherever you find it. It shows a warped sense of entertainment (Middle-aged Man, ABC TV Beat Box, Sydney, 1985).

It's loud. Ugly. Unpleasant. Nice pictures but ugly writing. It's not good (Middle-aged woman, ABC TV Beat Box, Sydney, 1985).

Graffiti pollutes the eye and mind and may be one of the worst forms of pollution we have to combat (New York City Council President, 1972, quoted in Castleman, 1982).

It's real good. It brightens up the place and gives you something to read. But for other older people, they really find it offensive (High school boy, ABC TV Beat Box, Sydney, 1985).

Graffiti is not a crime ... Why clean it in the first place. All the trains are all dull and grey or maroon. It looks better with graffiti all over them - that is graffiti art not graffiti names ... They don't understand what we're doing. You can't treat it as another little slogan on the train. We put time and effort into this. They should consider what we're doing (Graffitist, ABC TV Beat Box, Sydney, 1985).

I think [the railway police] are pests. They should go around catching people who slash seats and vandalise the trains. Not us. We're just writing on them and making them beautiful and doing art works (Graffitist, ABC TV Beat Box, Sydney, 1985).

... You're standing there in the station, everything is grey and gloomy, and all of a sudden one of those graffiti trains slides in and brightens the place like a big bouquet from Latin America. At first it seems anarchical - makes you wonder if the subways are working properly. Then you get used to it ... (Claes Oldenberg, pop artist, New York, 1973, quoted in Castleman, 1985, p. 133).

A 1986 survey of community attitudes (ANOP, 1986) indicates that a significant proportion of the over 15 years Sydney public (41 to 53%) regard the removal of graffiti from State Rail property as a relatively low priority, especially if it is on carriage exteriors (53%), whilst a smaller group (13 to 20%) give it very high priority. Discussions about graffiti with a cross-section of young people in the Campbelltown area elicited responses ranging from enthusiasm to resigned acceptance but no feeling of threat and little support for punitive sanctions. A clear distinction was made between the popularly acclaimed 'artistic' graffiti and the more 'messy', 'ugly' and 'off' graffiti tags and slogans - but even these were seen by some as having redeeming features.

Trains are boring. At least [graffiti] gives you something to look at.

It's interesting to look at all the names and see if you know any of them.

If you get on a train and see your name and know you've been here before that's real good. Like, I was here. Or you see your mate's name and you can say, hey, I know him.

People want to get their name up where everyone can see it. It's really good if you can get your name up in a difficult place where nobody else has. Other kids look at that and think, great!

It looks OK if its well done but tags look dirty and messy.

(Interviews with young people in Campbelltown area, Healy, 1986).

The typical difference between adult and young people's attitudes to graffiti were also commonly acknowledged.

We should have some good graffiti on the trains to make them look better. Although there is a problem about some people not liking the drawings or the language. Some little old ladies might have heart attacks.

Some graffiti is not for public show. It should just be done in the tunnels where you can go and see it if you want to and it's out of sight, not in the trains.

(Interviews with young people in Campbelltown area, Healy, 1986).

State Rail trains, walls and stations feature a great variety of graffiti styles and most of it is now done with marking pens and spray paint cans. Predominant are 'tags' or stylised signatures and multi-coloured drawings of figures and the graffitist's name. This type is based on the New York subway graffiti which began in the 1960s and is still a common feature there as well as on the urban railways of many other cities. The style, and some aspects of the sub-culture which developed it, have been widely publicised and popularised amongst Australian adolescents through films, television and music video clip and books (e.g. Subway Art). It has also become a popular style used in advertising and commercial design - especially that aimed at the youth market.

## 2. Who are the Graffitiists

Like their New York counterparts, the Sydney graffitiists responsible for this trend are mainly young adolescents and include both girls and boys, although boys predominate. They reportedly come from a wide range of social groupings and areas of Sydney. They are self-organised into loose groups or gangs, some of which are geographically based, and all appear to travel widely, and often over considerable time and distance, to gain access to trains or other suitable sites for their graffiti. Sites which ensure the greatest public exposure for the graffiti - such as the exterior of trains and walls clearly visible from trains on the main tracks - are most desirable.

The great majority of the regular graffitiists are well known to the State Rail detectives in TIB and many have been apprehended frequently. This appears to have little deterrent effect on these young people. Indeed, in many cases their attitudes to the detectives range from acceptance and co-operation to almost humorous although hostile references to them in their graffiti, e.g. an ingeniously executed multi-coloured painted slogan on a second storey building site wall facing Harris Park rail station featuring a well known TIB detective concerned with graffiti prevention - ANDREWS SUX. Descriptions of the type of young people involved varies depending (seemingly) on the viewpoint and extent and type of interaction of the informant, from 'just ordinary kids' through to 'street kids'. All agree, however, that graffiti is a (if not the) major activity and social organisational focus of the groups. In many instances other activity, especially illegal activity, arises from their commitment to doing graffiti, e.g. stealing spray paint cans and fare evasion are ways of avoiding the otherwise prohibitive cost of the materials used and travel required in doing illegal graffiti on State Rail trains and other property. Commentators on the New York graffiti writers (e.g. Feiner and Klein, Castleman) have noted similarities.

Despite general public opinion, they are substantially different from street gang members. Heavy drug use is almost non-existent among serious graffiti writers and activities involved with writing appear to be their only criminal behaviour. Perhaps the total involvement with graffiti in a serious writer's life allows for a few other absorbing experiences (Feiner and Klein, 1982, p. 48).

The development of adolescent groups or gangs based on identification with a specific style and centred on particular activities is not, of course, unusual. Other recent examples include skinhead and punk groups based on a style and sub-culture imported from Britain in similar ways through music, films, television and other channels of youth culture. Such groups serve a variety of purposes for their members, not least of all giving them a meaningful role and a social structure within which they can collectively develop plans and projects which provide meaningful and interesting ways to fill in time. The fact that the chosen focus of activity - in this case graffiti - is illegal and condemned in the popular press frequently serves not to deter but rather to strengthen its appeal and the group identification. The media has often played a critical role in reinforcing behaviour such as the current graffiti writing by rewarding its perpetrators with publicity and a level of social recognition otherwise unattainable. It has also contributed to the transformation of relatively minor incidents into what appears as major and organised social deviance on the part of young people, e.g. the sensationalisation of violence between the Mods and Rockers in Britain in the 1960s. In the present case the media has provided a considerable amount of publicity and recognition for the State Rail graffiti writers. They have been sought out by journalists from television and newspapers to give their views and demonstrate their 'art' and been identified as a major adversary by well-known public figures who would otherwise never have acknowledged their existence. Undoubtedly this has given greater value and meaning, as well as recognition, to their activities. It seems unlikely that the regular graffitiists will cease their activities as long as they continue to provide the basis for a viable network and interesting leisure pursuits and the media publicity continues to provide them with such positive rewards.

### 3. Controlling Graffiti

A number of control and security measures have been suggested to reduce the present level of graffiti on State Rail property. Many have already been tried elsewhere and have proved impractical or shown little success. For example, moves to restrict, license or record the sale of spray paint cans and marking pens are likely to be as unviable in Sydney as they were some years ago in New York. Not only is the demand for them, the number of sales outlets and the volume of their sales too great, they are also frequently stolen rather than bought. The use of surfaces, materials and coatings which make it harder to write graffiti or less visible when written have frequently reduced it, at least initially. However in some cases this has led to the use of more effective alternative methods. As one New York subway police officer described it:

Well, there are thousands and thousands of trains and they're starting to give up on them because they won't last twenty-four hours after they're painted. They had this chemical where you drive the train through then the chemical washes the graffiti paint right off without touching the paint of the train and that was working fantastic ... You'd see a train going through that once or twice and it would come out with all the graffiti off it, except maybe for a little bit of the real thick stuff at the bottom. And the kids lost heart ...

So one of the guys in these [graffiti] groups said that's no problem, so they would actually go out and they would spray an area, maybe a six-foot-square area, with a clear base epoxy first, that dries almost instantly. Then they would do their graffiti writing on top of it, then they would spray it with clear shellack when they were finished. And so you'd need a hammer and chisel to get that paint off, and that was their answer to the game. So like I say, we try to keep one jump ahead of them, but they keep one jump ahead of us, and we spend millions of dollars on research. These kids are very ingenious (Castleman, 1982, p. 157).

The experience of the New York and London rail systems indicates that graffiti can be contained rather than eliminated - with rapid removal appearing to be the most effective way of reducing its extent at any one time. For whatever reasons, it appears from all reports that the presence of graffiti encourages more. This may be due to a simple process of its presence giving tacit licence or encouragement to others to do the same, i.e. if they can do it, so can I. It may also be due to a general lack of respect for property which appears to be poorly maintained or is dirty or otherwise in bad condition. It is noticeable for example that walls covered with murals are rarely subject to graffiti. The London Underground management also report that major upgrading and refurbishment of stations has been effective in reducing the previous extent of graffiti and vandalism (Interviews with London Transport Police, Wilson, 1986).

The New York experience does, of course, suggest some limitations to this approach since the removal of graffiti can also provide a clean 'canvas' for more. As a New York MTA spokesman commented in 1980 when announcing the abandonment of its short-lived \$5 million program to regularly repaint the subway cars to cover the graffiti:

The kids recovered the cars with graffiti as fast as we could paint them. They were right to call this the Graffiti and Enhancement Program because all we did was enhance the graffiti by giving it a clean, non-resistant background (Castleman, 1982, p. 156).

The failure of the New York, London and other urban rail systems to eliminate graffiti, despite considerable effort and expense, suggests that its complete eradication from NSW State Rail is unlikely. The observation made in 1981 by New York MTA Chairman, Richard Ravitch seems pertinent to the experience of State Rail staff.

When I took this job I said, 'If there's one thing I'm going to do, it's get rid of the graffiti'. It's obviously not going to be one of my greatest successes (Castleman, 1982, p. 157).

#### 4. Proposals for State Rail Graffiti Control

It may therefore be advisable for State Rail to give more consideration to:

- methods of containing the amount of graffiti by more rapid removal (discussed in Chapter 4) and upgrading of the visual environment of trains and stations;
- ways of effectively diverting the graffiti artists' efforts into areas and forms more acceptable to State Rail management and passengers; and
- gaining wider public acceptance that a limited amount of graffiti on State Rail is unavoidable and is not indicative of a threat of violence to passengers - even though it may be undesirable and, at times, even unpleasant or offensive. This would need to be coupled with information about State Rail's constructive measures to limit the amount of graffiti in the system. (The matter of public presentation is further discussed in Chapter 5.)

These proposals are discussed further below.

A considerable amount of work has already been done on upgrading and refurbishing stations and their environs - including the commissioning of professionally painted murals in areas previously subject to heavy graffiti, e.g. Devonshire Street tunnel. The presence of murals appears to be particularly effective in deterring graffiti - especially when the murals reflect local concerns and culture and have been designed and



executed with local community participation e.g. Aboriginal art murals at Redfern station. It may therefore be advisable for State Rail to extend the use of murals by encouraging local communities - especially young people and including the graffiti writers - to do them on the local stations. This could, if necessary, be done with the assistance and direction of community artists working with local schools and community groups. Such projects would have considerable value in enhancing the visual environment of stations, promoting constructive community interest in (and possibly responsibility for) the local railway facilities and providing an alternative outlet for some young people's desire to decorate the walls of State Rail with their own works, names or statements. It is worthy of mention that the undoubtedly splendid murals in the Devonshire Street tunnel have been the cause of some resentment amongst some of the graffitiists who regarded the tunnel as their 'territory' and felt that there should have been some consultation with them. Whilst some may regard this as an unreasonable expectation on their part, it does demonstrate the concern of young people to be consulted about the development of what they regard as their local environment or 'territory'.

State Rail is already encouraging some schools to prepare murals for display at local rail stations. However, this is currently only a very limited initiative in a few schools and does not involve any closer involvement by State Rail other than the provision of mural boards and paints and some commitment to display the finished murals. Consideration could be given to extending this initial program to more schools and developing a greater and more visible involvement by State Rail - including local station staff. Such a program would be of considerable mutual benefit to the local schools and community and to State Rail. Murals are a form of public art and as such require public display space - rail stations provide this. Rail stations are in most part anonymous - lacking in visual interest and failing to reflect the local area or community. Community murals can help to overcome this anonymity and provide a more interesting and agreeable environment for travellers and a closer identification with the local area. All these aspects of the program may be expected to contribute to the discouragement of graffiti. (The development of community interest and participation and its value in discouraging vandalism and graffiti is discussed further in Chapter 5.)

It has also been suggested that the reintroduction of advertising on trains would enhance the visual environment and divert the attention of passengers from graffiti - if not actually discourage the graffiti itself. The capacity of advertising to do this depends to a large extent on whether it is able to still amuse, divert or interest after repeated and extended viewings.

It is unlikely that most advertisements - even the most striking - can do so given the necessarily limited nature of their content and message and visual simplicity. However, it may be that a judicious choice and display of advertising could improve the otherwise visually bland (some would say boring) interior of a suburban train.

An alternative or complementary approach to the enhancement of the visual environment in trains and stations lies in the deliberate introduction of more and varied forms of public art, especially that which regularly changes (e.g. exhibitions) or is sufficiently interesting to sustain repeated viewing. The larger railway stations provide inherently suitable sites for public exhibitions - especially of local or railway related materials or works - since large numbers of people walk through them daily and they are decentralised and accessible. Some successful precedents have already been established by, for example, the Art and Working Life sponsored display of railway history which has been exhibited at some stations.

The idea of art on trains is not, of course, a new one. The older country trains were all well endowed with photographs and prints of landscapes - usually incorporating some aspect of the railway. The display of photos, posters and prints of landscapes and other visually interesting scenes could well be extended to suburban trains and stations. There are also many other types of visually and intellectually stimulating material which retain the viewer's interest even after repeated viewings and despite the passage of time. For example, the (non-political) work of many Australian cartoonists, with their thoughtful and humorous visual comments on the human condition, would provide compelling and humorous train viewing. Alternatively, for example, the work of a young Sydney artist, Jeffrey Gibson, (see photographs in Chapter 5), who aims to provide thoughtful entertainment for the public by renting display space in public areas such as stations as an alternative to restricting his work to the galleries. Gibson describes his own and similar work as:

... not intended to act overtly as political or ideological intervention, but rather as catalysts to thoughts about ... fundamental issues ... [with] ... the viewer's own cognitive powers being an essential ingredient ...

To put it more simply, the function of such art on trains would be to provide the captive viewer with an attractive, interesting or thought-provoking picture to relieve the tediousness of journey and divert attention from the unavoidable presence of the more negative features of a public rail system. To the extent that it saved the trains and stations from being 'boring' and made them less anonymous, it may also reduce vandalism and graffiti.

## 5. Summary

Reactions to graffiti vary widely from acceptance to demands for immediate removal and sanctions. Whilst some see it as a form of vandalism, others see it as an expected part of the urban environment and yet others as a form of public art. Young people tend to regard it more positively than adults and feel that it 'brightens up' otherwise 'boring trains'.

The type of graffiti now most common on State Rail trains, buildings and walls is the New York style graffiti consisting of tags and multi-coloured drawings done with marking pens and spray paint. The regular graffitiists responsible for this trend model themselves on their New York counterparts and share many of their characteristics. They are young, predominantly male, from a wide range of social backgrounds and areas of Sydney. They are self-organised into loose groups or gangs. Most of them are well known to the TIB detectives and many have been apprehended, with seemingly little deterrent effect. Graffiti provides the major social and organisational foci of the groups and other activities, especially illegal activities, frequently arise from their commitment to doing graffiti.

The development of adolescent gangs based on identification with a particular style or activity is not unusual, e.g. punks, skinheads. Such groups serve a valuable social role for their members and social disapproval of their activities may frequently serve to strengthen their group identification. The media also plays a major role in reinforcing the graffitiists' activities by giving them social recognition which they would otherwise be unlikely to get.

It seems unlikely that the regular graffitiists will cease their activities as long as these provide the basis for a viable social network and interesting leisure pursuits and the media continues to provide them with such positive rewards.

A number of control and security measures have been tried overseas. Rapid removal appears to be effective in containing the amount of graffiti, especially since the very presence of graffiti appears to encourage more. Upgrading of the rail environment, including the use of murals, also appears to be an effective deterrent. However, the complete eradication of graffiti from State Rail appears unlikely. Consideration should therefore also be given to measures which will divert passengers' attention and gain their acceptance of the inevitability of a certain level of graffiti in the system.

## CHAPTER 4: CURRENT STATE RAIL RESPONSES TO VANDALISM AND GRAFFITI

In response to the increase in vandalism and graffiti over the last two or three years, State Rail has sought to estimate the extent and nature of the problems, clean and repair the damage and provide security and policing services within the limits of staff and resource levels and organisational structures and work procedures geared to previous years' lower levels of incidence. A review of the measures taken in these areas, done with the co-operation of State Rail staff, has indicated some methods of improving and extending current practices in these areas and they are discussed in more detail in this chapter.

### 1. Information System

Since 1984 there have been a number of reports on the incidence and effects of vandalism and graffiti on State Rail property. These reports have been based on data provided by limited surveys of damage to selected samples of train carriages, estimates of extent of damage and cost of repairs given by maintenance depot and branch management, Defect Office and train delay reports and Transport Investigation Branch (TIB) data on investigations and apprehensions. These reports have provided some useful general indication of the changing nature and extent of the problems and the estimated effects on various aspects of State Rail functioning. However, the limitations of the data have prevented a reliably accurate and comprehensive assessment of the extent, cost and consequences of vandalism and graffiti. The data available is also an inadequate information base for planning, or developing and monitoring, measures to reduce or prevent vandalism and graffiti.

It is possible to obtain sufficient reliable and comprehensive data about the incidence and effects of vandalism and graffiti by using mainly the existing sources of relevant information and channels of communication within State Rail with central co-ordination of collection, processing and dissemination of the information. A comprehensive proposal for an information system has been prepared in collaboration with the staff of the Statistics Section and is included (see Appendix). The proposed system will provide information adequate for estimating costs, allocating staff and resources efficiently and developing and monitoring measures and programs designed to control and reduce vandalism and graffiti.

### 2. Repair and Cleaning

Few State Rail stations and only a very small proportion of the existing train fleet incorporate any specifically vandal resistant design features or materials. However, consideration is now being given to them in design, purchase and building of

new trains (e.g. Tangara) and stations and to their incorporation into existing buildings and trains. Various types of vandal resistant seats and seat covering materials, window and light fittings, P.A. systems, ashtrays (for inter-urban trains) and graffiti resistant paints and coatings are being investigated and trialled for use in the existing fleet of trains. Similarly, the use of glazed bricks, graffiti resistant paints and vandal-proof light fittings on stations and other buildings is being considered. Increased use of these measures may be expected to reduce the current cost of repair in the longer term. However, it is likely that repair and cleaning requirements will continue, at the current level at least, for some considerable time.

(a) Removal of Train Graffiti

Suburban trains are routinely cleaned in one of the four maintenance depots on an average of once every three days and given a daily dusting and sweeping at the out-depots when stabled there overnight and (some) in daytime non-peak hours. Although removal of both exterior and interior graffiti has been part of the routine three day clean at depots it has not been possible to ensure its total removal from all trains coming in for various reasons, including:

- . insufficient staff to both remove graffiti and maintain adequate standards in other aspects of train cleaning;
- . inadequate equipment and facilities;
- . limitations on access to/time available for cleaning of trains in depots due to the competing demands of the maintenance and repair work required.

Some of these problems are now being addressed as follows:

- . redeployment of staff to provide extra cleaners at depots has allowed the removal of the backlog of graffiti and its removal from all trains prior to their return to traffic;
- . provision of training for supervisors and improved equipment;
- . establishment of common standards and procedures for trains cleaned in the four maintenance depots;
- . use of more effective solvents for cleaning specific types of graffiti.

It has not been possible to remove graffiti from trains stabled at the out-depots and it seems likely to remain so unless major improvements to the facilities, including provision of lighting, are made. The removal of external graffiti is prohibited by the

difficulty of access and use of ladders on the rough ground beside the tracks. The lack of interior lighting in the stabled trains excludes the possibility of the out-depot cleaning staff effectively removing internal graffiti overnight, when trains are stabled for the longest periods. The current practice of using torchlight to sweep and dust the trains would not provide sufficiently bright or prolonged lighting for the identification and removal of graffiti. Removal of interior graffiti on trains at out-depots during daytime non-peak hours is possible but would be of more limited scope given the smaller proportion of trains involved and the limited amount of time they are available.

Considerable organisational difficulty would also be involved in allocating sufficient and appropriate staff to these relatively isolated locations for a short period in mid-shift although this could be overcome by use of a mobile squad of cleaners specially designated to the task, as is done on the London Underground.

Despite these difficulties, there are a number of measures which could be taken to significantly improve graffiti removal without major expenditure or re-organisation. Several of these have already been considered within the relevant branches. They include the better co-ordination of the various train cleaning staff and services, the establishment of clear standards and time limits and a continuation of the current augmented staffing levels, improved training methods and provision of more effective cleaning equipment.

The State Rail Vandalism Control Committee has recommended the co-ordination of all train cleaning services by one manager who has the responsibility and authority to develop a common policy and ensure the use of common standards, procedures and work practices (as appropriate) by cleaning staff in all the branches. The members of the Committee and other associated staff were of the opinion that such co-ordination would ensure higher standards and more effective use of staff without need for any changes in the day-to-day management at branch level. It would also allow for the development of common salary and promotion levels and more effective training for all cleaning staff. Current difficulties with deployment of staff, as they are required by changing needs and circumstances, could also be avoided.

The establishment of a time limit for removal of graffiti on trains is regarded as advisable by relevant staff, subject to the organisational imperatives of maintaining both maintenance schedules and train timetables. Given these requirements it appears that the most realistic proposal is to establish a time limit based on the present three day cycle whereby, on average, a train carriage will be in a depot once in every three days. As this cycle cannot be guaranteed for all carriages at all times due to timetabling, transposition of carriages and emergency requirements, some flexibility of the three day limit would be

advisable. Alternatively some arrangements would have to be made for the identification of a particular carriage in need of graffiti removal and its transposition and entry to a depot for cleaning. As this would involve a considerable amount of co-ordinated organisation by Operations Control and Defects Office and possible disruption to maintenance schedules and timetables, it would not be appropriate in all cases but only when the graffiti was particularly offensive or for some other reason required immediate removal. Reduction of the three day limit to, for example 24 hours, would require removal of graffiti at out-depots which, as previously outlined, is not feasible without major improvements to out-depot facilities, including provision of adequate lighting, and changes in staffing arrangements.

Graffiti removal is a very labour intensive process and is likely to remain so despite improvements in techniques and equipment. It will therefore be necessary to maintain (and possibly to increase) staff levels and to ensure that cleaners are trained to use the most effective and efficient techniques and work procedures and are well supervised in order to maintain the standards and time limits for removal that have been suggested. The establishment of mobile graffiti removal squads would accentuate the importance of training and supervision.

The priority and resource allocation given to graffiti removal also needs to be considered in relation to maintaining other aspects of train cleanliness and presentation which, survey results suggest, are not rated very highly by a large proportion of the general public. The 1985 survey of community attitudes (ANOP, 1985) indicated that the public were evenly divided about the adequacy of train cleanliness - 47 per cent were positive but 46 per cent were negative and included 15 per cent who thought it was 'not good at all'. Whilst 37 per cent felt that train cleanliness had improved over the last five years, 19 per cent felt that it had deteriorated. The aspects mentioned most frequently included built-up dirt in corners, general grubbiness and amount of litter as well as graffiti. Overall, 9 per cent of respondents specified dirty trains as the aspect of rail travel they most disliked. Consideration should also be given to public attitudes about the relative importance of removal of graffiti inside and outside trains. A 1986 survey of community attitudes to passenger security on State Rail (ANOP, 1986) indicated that a significant number of respondents regarded graffiti removal as a relatively low priority and a notably greater proportion were concerned with removal of interior train graffiti as opposed to exterior graffiti. On a given three point scale (very high, quite high and low priority), the removal of interior graffiti was rated as a very high priority by 20 per cent of respondents and as a low priority by 41 per cent. Removal of exterior graffiti was rated as a very high priority by 13 per cent and as a low priority by 53 per cent.

(b) Removal of Station Graffiti

Over the last few years considerable attention has been given to upgrading stations including painting and general refurbishing, establishment of gardens and general encouragement of other staff initiatives. Specific steps have been taken to discourage and more effectively remove graffiti from stations and surrounds. All stations have recently been issued with a graffiti removal kit and staff provided with training in its use. Way and Works Branch have made arrangements for graffiti which cannot be removed in this way to be treated by specialist contractors. Maximum time limits for the removal of various types of graffiti have been determined but their feasibility has not yet been clearly established. The Way and Works Branch, in collaboration with the Passenger Services Branch, is also providing mural kits to designated schools to prepare murals for erection on local stations on the basis that this may discourage graffiti by local young people. Murals have also been commissioned from professional artists, e.g. in the Devonshire St. underpass at Central Station. (The potential effectiveness of these and similar measures is discussed in Chapter 5 of this report.)

The 1985 survey of community attitudes to State Rail (ANOP, 1985) indicates that the majority of the public (72 per cent) are satisfied with the general upkeep of stations and 58 per cent feel that it has improved over the last five years. The removal of graffiti from station buildings is given high priority by approximately half (49 per cent) of the general public, including only 15 per cent who rate it as a 'very high' priority (ANOP, 1986).

A recent report prepared for the management of the London Underground canvassed the various options available for the control and prevention of graffiti. The report identifies the reduction of staff on stations and trains as a factor contributing to the increased incidence of graffiti which it estimates will result in expenditure of £408,000 on remedial action in 1986. Its conclusions generally support the view, current amongst State Rail staff, that it is important to remove graffiti quickly in order to maximise the ease of removal and minimise encouragement of more. To this end, two mobile gangs of cleaners are employed on a two shifts to remove station graffiti as soon as it is reported. Work on improving the cleaning materials used and the security of stabled trains is continuing, as it is with State Rail. Consideration is also being given to improving police liaison with staff and passengers and encouraging them to report incidents by use of both monetary rewards and the development of Neighbourhood Watch type schemes. (These measures are discussed more fully in Section 3.)



(c) Repair of Train Vandalism

The repair of train vandalism is generally done in the maintenance depots only at the time of the general inspection, which occurs every 45 or 90 days (with the exception of Punchbowl where it is done on a continuing basis). This practice virtually ensures that much of the non-hazardous damage caused by vandalism (e.g. slashed seats, broken light fittings) remains unrepaired for considerable periods of time - up to 90 days and in some cases even longer. Mechanical Branch management is now giving some consideration to the viability of changing this practice to a more frequent and regular schedule of repair of damage to seats, lights, etc. in all trains in the depots. As well as ensuring more rapid repair of vandalism, this procedure would facilitate a more regulated ordering of items from Elcar and Stores Branch. This would assist Mechanical Branch management initiatives to overcome the difficulties experienced in maintaining the necessary supply of some items (particularly seats) from Elcar workshop to the depots. The Mechanical Branch is also currently investigating and trialling a number of other measures designed to prevent, or more effectively repair, particular types of damage due to vandalism. Measures include use of special materials and fittings.

Given the nature of many of the measures required to prevent vandalism, it would appear most advisable that they all be assessed not only in terms of their cost and effectiveness but also in terms of their effect on safety. An example which clearly illustrates the importance of this consideration is the measure presently being taken to prevent vandalism of automatic train doors which renders them inoperative. The current practice is to cover the emergency door release buttons in all double-deck suburban carriages with metal plates and remove identifying signs. Whilst this may be a very effective method of preventing damage to automatic doors, it also creates a safety hazard since it makes exit from these carriages in an emergency slower and more difficult. The same practice in other types of carriages with self-locking doors (e.g. chopper carriages) would effectively prevent escape in cases of emergency and would therefore create a completely unacceptable level of risk to passenger safety. The propensity of this and other anti-vandalism measures to create a safety hazard should be given further consideration and safer alternatives sought whenever appropriate.

(d) Repair of Station Vandalism

There is currently some backlog in station repair and maintenance which is the responsibility of the Way & Works, Electrical and Signals & Communications Branches. To ensure a shorter delay and more efficient use of staff and resources, Way & Works Branch has, in some districts, established a regular schedule of station

maintenance and repair to replace the practice of responding to specific requests for station repairs. This may provide a more effective and rapid service for repair of station vandalism. The Electrical Branch has developed and successfully tested a vandal resistant light fitting suitable for use at stations and has now proposed a program of gradual replacement of existing station light fittings to reduce the considerable cost of recurrent repairs. This appears to be an advisable alternative to continual replacement of fittings more easily prone to destruction.

### 3. Policing and Security Services and Deterrent Measures

The State Rail Transport Investigation Bureau (TIB) has in the last year undergone some major re-organisation. As a result, greater emphasis is now being placed on regionalisation and training of staff, community relations and crime intelligence work, planned deployment of staff to times and places of identified high risk, more effective liaison with the state police, development of improved reporting and information systems and provision of a security advisory service. A series of long and short term measures to control vandalism and graffiti have been developed and are being progressively implemented. These include recruitment of additional patrol staff, more frequent patrol of trains and stations in off-peak hours and establishment of a special squad of detectives concerned specifically with graffiti to gather information and apprehend offenders.

Until recently security measures have been recommended and advice provided by staff in a number of branches. As a result, many decisions about security measures (e.g. fencing, use of electronic surveillance, lighting and use of security patrols) have been made in the absence of specialist knowledge or advice and there is some doubt about the extent of their appropriateness and effectiveness. The establishment of a specialist security advisory unit in TIB will ensure a more co-ordinated and informed approach to security in all branches in the future which should overcome the previous difficulties.

#### (a) Improving Professionalism

It is not the function of this report to outline the methods that should be introduced in order to improve professionalism in the Transport Police. Suffice to say that one of us (Dr Wilson) has had considerable experience with police forces and believes that a clear policy analysis of the goals, missions and objectives of the New South Wales transport railway police should be developed.

It is apparent that in the area of recruiting, salary and conditions, promotional opportunities, equipment and deployment significant improvements in efficiency can be made. The

Transport Police must begin to see themselves as being a State police or, if possible, as even more professional.

While the recent change in command of the Transport Police has led to improvements much more must be done. In this regard it is relevant to note that the British Transport Police work very diligently at setting their own professional standards by those of Scotland Yard and see themselves (and are seen by others) as equalling them in all aspects of professionalism.

As a matter of priority this report suggests that a thorough analysis of the New South Wales Transport Police be conducted in order to improve their working efficiency, morale and standards generally. This review should be conducted by a person or persons from outside the State Rail Authority.

(b) Development of a Rail Watch Scheme

To date TIB liaison with both State Rail staff and the public has been minimal and limited largely to their role in the investigation of an offence. Little has been done to foster greater public and staff co-operation. The level of public and staff reporting of incidents is, by all available measures, very low - thus depriving TIB of both crime information and the opportunity to investigate all offences that have occurred. As improved liaison and increased reporting would greatly assist TIB in both its preventive and investigatory roles, consideration should be given to the success of recent community relations initiatives taken by the NSW Police Department.

A major development in police/community liaison and crime prevention over the last few years has been the mobilising of the community through Neighbourhood Watch and similar schemes, to become the 'eyes and ears of the police' and to greatly increase the generally low level of public awareness and reporting of crime. Neighbourhood Watch schemes are now common throughout North America, Europe and Australia and available statistics indicate that they have been successful in increasing the rate of crime reporting and reducing criminal activity in their areas. The schemes are based on the assumption that it is possible to substantially reduce the opportunity for crime and increase the probability of failure and arrest of the offender by making the public more alert to 'suspicious' or criminal activity and more willing to report it to police. The schemes are essentially different to the long-standing practice of providing monetary rewards for information that results in the apprehension of offenders. They are concerned with crime prevention rather than apprehension after the event - i.e. with the reduction of opportunities through the encouragement of community action based on self-help and mutual protection and community co-operation with the police forces.

The success of Neighbourhood Watch in encouraging increased public awareness and willingness to report criminal or suspicious activity and otherwise co-operate with the police forces has encouraged the extension of the concept to other areas. In NSW a Business Watch scheme has been launched and planning is well advanced for a Car Watch scheme to be launched soon. A Marine Watch program has also been proposed for consideration. These schemes have a more limited function as, unlike Neighbourhood Watch, they do not have an organised and on-going infrastructure and an associated mutual commitment by a local group of people. They are concerned mainly with increasing individual awareness of security and self-protection measures and encouraging individuals to be aware of and report incidents and relevant information to police - on the basis that both can be effective crime deterrents. The schemes are also taking advantage of the increasing public acceptance of community responsibility, fostered by the development of Neighbourhood Watch, and the greater willingness to take a more active role in crime prevention by observing and reporting to police any 'suspicious' activity. The schemes also foster the idea that community responsibility and caring for community or public property is mutually beneficial since it both reduces the amount of public (i.e. taxpayers') money wasted on the repair of vandalism and lessens inconvenience to the individual user.

The success of Neighbourhood Watch and associated similar schemes suggests that a Rail Watch scheme for State Rail could be a viable alternative to the present offer of monetary rewards for information leading to the apprehension of offenders - which has gained little response. In order to be effective, the scheme would have two separate components - for the staff and the public, who would have different roles and require different information. Assistance with the development of Rail Watch could be sought from the NSW Police Department Community Relations Bureau, which is responsible for the development of Neighbourhood Watch and other schemes. It may also be advisable to clearly associate any scheme with the existing ones, especially Neighbourhood Watch (and perhaps Car Watch), in order to take full advantage of their public acceptance and thereby promote staff and public acceptance of and co-operation with Rail Staff. The name of any scheme should also clearly identify the association - hence Rail Watch.

Rail Watch would, minimally, require the following steps:

#### Staff

1. A clear delineation of the role required of staff and its acceptance by both management and unions. It should be stressed that the aim of the scheme is to increase awareness, observation and reporting NOT intervention by staff. Limitation of the role to these functions would avoid

- rejection based on concerns for staff safety and for legal or insurance liability implications.
2. Establishment of a system of reporting which is suitable for use by all staff and ensures the rapid consideration of the information provided and a rapid and appropriate response.
  3. Publicising of the scheme to all staff through multi-lingual posters in workplaces and pamphlets issued to all staff. Articles in staff and union journals and training workshops for supervisory and management staff and union delegates could also be useful in both publicising the scheme and promoting its acceptance.
  4. A system for ensuring both individual and general staff feedback so that the individual who makes a report is informed of its specific outcome and all staff are informed of the scheme's progress. Personal feedback about the outcome of specific reports will serve as a 'reward' and assurance that the personal effort made was not wasted. General staff acceptance of the scheme in the long term will depend on its being seen to be effective - requiring regular feedback.
  5. Ensuring that staff know the procedure for dealing with reports made by the public and are prepared to assist as required. Staff disinterest or lack of knowledge about the public scheme will be an effective deterrent to its success.
  6. The management of the London Underground is currently giving consideration to increasing early staff reporting of graffiti by use of a similar scheme and other means. Monetary rewards are offered to staff whose information leads to successful prosecution and this is reported to be a successful incentive to regular staff patrol of areas which attract graffiti. Steps are also being taken to improve liaison between operating staff and transport police, including consideration of ways to give staff clear guidelines about the information required in reports of incidents observed and provision of more feedback on arrests and convictions.

#### Public/Passengers

1. Development of a convenient and quick method of reporting which ensures the effective acceptance and passage of the information. People are less likely to report incidents if it requires too much effort, time or expense or their reports are treated with a lack of interest or enthusiasm. Establishment of a toll-free telephone number and designation of staff members at stations to accept reports and forward them to the relevant section (rather than expecting

passengers to do so) are some measures that could be considered. Confidentiality and, if required, anonymity of reports should also be stressed.

2. Publicising the scheme through the distribution of pamphlets and posters giving relevant information, as well as a media campaign to launch it and subsequently report regularly on its progress. Avenues for pamphlet distribution include the existing Neighbourhood Watch network (of almost one million households), weekly or season ticket issues, school rail safety education programs, booking offices and public promotions such as the Easter Show. Copies of the pamphlet could also be printed in community languages and distributed through relevant community groups. Posters could be displayed on stations, in trains and at all special promotions. A media launch campaign could provide immediate and widespread publicity which, especially if it was tied in with existing schemes, could assist its rapid public acceptance. Regular media reports on its progress and successes would effectively reinforce people's knowledge and acceptance of its value.
3. Greater emphasis could be placed on reporting of vandalism on stations, tracks and in stabled trains observed by those living close by. This could also be done through, and in co-operation with, Neighbourhood Watch schemes.

(c) Increasing Staff Presence and Visibility

The lack of an obvious and visible staff presence on trains and stations appears to be a factor which contributes to both an increase in crime on transport systems and increased public/passenger anxiety and concern about personal security. Reports from both Gotenborg (Sweden) and Munich (West Germany) indicate an increase in 'disturbances' and vandalism concurrent with a decrease in staff due to the introduction of one-person operation and mechanised ticketing (Transmark, 1985, p. 14). Sydney surveys of community attitudes (ANOP, 1985 and 1986) clearly indicate that an increased, or at least more obvious, staff presence is regarded by many as an effective deterrent to such behaviour, or at the very least as a protection for passengers.

The results of the 1986 survey of community attitudes to train security (ANOP, 1986) indicated considerable support for the increased visibility of train guards, both by patrolling the train and observing carriages from their compartment, as a means of ameliorating vandalism and security problems. When asked about the relative importance of some specific anti-vandalism measures currently being considered by State Rail, respondents rated them as follows:

TABLE 10: Respondents' Ratings of Anti-Vandalism Measures, ANOP, 1986

<u>Measures</u>	<u>Priorities %</u>		
	<u>Very high</u>	<u>Quite high</u>	<u>Low</u>
Guards moving up and down carriages	73	19	7
Installing seats that can't be vandalised	55	35	9
Installing 2-way windows in guard compartments so that passengers can see the guard	55	28	15

(ANOP Survey, 1986.)

Respondents were further asked to indicate their preferences for the guards compartment window to allow either 1-way viewing ('so the guard can see the passengers but the passengers can't see the guard to protect the guard's privacy') or 2-way viewing ('so the passengers can see the guard'). A clear majority favoured a 2-way window (63%) rather than a 1-way window (31%) and more placed importance on the guard's being able to see the passenger (44%) than on the passenger being able to see the guard (20%).

Whilst the possibility of guards patrolling trains may be limited by the other duties required of them, no such difficulty appears to be associated with the installation of a window in the guard compartment. If such installation was accompanied by:

- . the provision of improved means of communication to report incidents and summon assistance rapidly;
- . clear exterior marking of guard compartments with a light or other marking to enable passengers to identify the relevant carriage in which to travel under guard observation.

It would prove a most effective way of both deterring vandalism and violent behaviour and enhancing the perceived levels of passenger security - especially amongst women passengers travelling in off-peak hours. Admittedly these effects would be limited to a small number of carriages but the value lies largely in offering passengers a supervised, and hence more obviously secure, train carriage in which to travel - an option that is not presently available.

(d) Use of Community Service Orders as a Deterrent and Compensation Measure

The use of community service orders (CSO's) as an alternative penalty for vandalism and graffiti has received some consideration within State Rail and been publicised as a likely penalty in the media. Support for its use appears to be based on its likely deterrent effects and the contribution of extra labour to remove graffiti. However, some caution appears warranted in adopting it for use by State Rail, despite some reported success in Australia and overseas.

Firstly, as CSO's are specifically designed as alternatives to imprisonment, it is unlikely that many offenders prosecuted by State Rail will be eligible for them. The majority of offenders prosecuted for vandalism at present are given a bond, caution or fine because of their age and the nature of their offence. The numbers involved in serving CSO's because of damage to State Rail property is therefore likely to be minimal and may not necessarily involve them working with State Rail itself.

Secondly, there are considerable organisational difficulties in:

- . placing the people involved in secure and safe working situations;
- . providing adequate supervision without detracting from staffs' other work commitments;
- . gaining staff and trade union approval for their presence, and
- . providing suitable work which would not otherwise be done by paid staff.

Thirdly, there appears to be a possible discrepancy between the role and function of CSO's as perceived by State Rail and the Department of Youth & Community Services. The aim of CSO's as developed by the Department, is to achieve some positive effect on the life of the offender through rehabilitation, character building, teaching constructive use of leisure time and providing opportunities to meet and work with and to help others. This implies that the supervising body accepts the need to provide the offenders with work and supervision that will foster these aims whilst being of some tangible benefit to the organisation or the wider community. It is not clear that these requirements and their financial and organisational implications have been fully appreciated by all the relevant State Rail personnel.



Selection of (some) Sydney newspaper headlines concerned with vandalism on State Rail: April/June 1986.

# GANGS TERROR RULE ON TRAINS

By LESLY WALKER

## GANGS of young thugs out of control, warns SRA

### SRA purge on vandals

#### TERROR RIDES THE TRAINS

★ A WAVE of violence and vandalism has hit Sydney's train system — and commuters are finding other ways to get to and from work. As terror takes to the rails the State Rail Authority has come up with a solution to keep travellers safe from thugs.

VANDENBERG

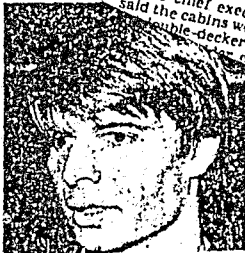
### Rail boss is determined to stop thugs in their tracks

STATE Rail Authority chief David VandenBerg is stepping up his multi-million dollar battle against the thugs and vandals creating havoc on the system. But, despite pumping in cash and manpower, he is determined to stop the thugs in their tracks.

### Death all part of a typical week

IT'S BEEN a typical week on Sydney's trains. On Friday night a 22-year-old woman was carried from a train

sengers got out of the carriage and walked down to the last one, because of three men in their mid-20s who were terrorising all the passengers."



THE State Rail Authority starts fitting glass security cabins on metropolitan rail in a bid to curb the latest wave of vandalism.

The chief executive of the SRA said the cabins would be fitted to double-decker carriages on the two rail lines in the western suburbs. A court case is being heard after he was charged with assault on a woman in the carriage at West Ryde.

# RAIL THUGS: TO BEAT VIOLENCE

## More rail police to beat lawbreakers

Over the last six months 5155 train travellers were arrested or summoned for the same offences in a revenue of 167,000 for the year.

Lawbreakers are now being dealt with more severely. The SRA says it will increase the number of police on the railways to 300.

SECURITY will be stepped up at the State Rail Station to offset the chief executive's plan.

### lawbreakers

## CRACKDOWN ON TRAIN VANDALISM

The State Rail Authority plans a major crackdown on train vandalism and reduce the number of rail deaths in Sydney's western suburbs.

# SAFER TRAINS

## SRA takes on vandals, thugs

## SRA steps up station security

SECURITY will be stepped up at the State Rail Station to offset the chief executive's plan.

300

56

#### 4. Summary

A review of the measures taken by State Rail to date in the areas of data collection, repair and cleaning and policing and security services and deterrent measures has been reviewed with the co-operation of staff and some avenues of improvement are suggested.

**Information system:** A Comprehensive proposal for an information system has been prepared and included (see Appendix). It is largely based on existing sources of information and channels of communication and will provide information adequate for the needs of planning and monitoring measures to reduce vandalism and graffiti.

**Repair and Cleaning:** Consideration should be given to improving the overall co-ordination of the repair and cleaning services to facilitate a more rapid and effective response to vandalism and graffiti. A number of specific proposals are made.

**Policing and security services and deterrent measures:** A number of measures are now being taken to improve the effectiveness of State Rail police and security services. Increased emphasis on developing the professionalism of the service and TIB liaison with other staff and the public would be advisable.

The establishment of a Rail Watch scheme (modelled on Neighbourhood Watch) is recommended and some specific proposals are made for its development. Consideration should also be given to increasing train guards' visibility as both a deterrent and to provide reassurance to passengers.

It is recommended that State Rail involvement in the Community Service Order scheme be further considered in the light of the organisational and financial implications and the extent of its applicability.

## CHAPTER 5. ALTERNATIVE APPROACHES TO PREVENTION OF VANDALISM AND GRAFFITI - SOME PROPOSALS

Undoubtedly, the deployment of an efficient and visible police force and the use of appropriate security measures are essential to the control of all types of crime on State Rail - including vandalism and graffiti. Experience in both Australia and overseas shows clearly that these measures have a significant effect in deterring and containing the amount and cost of crime and providing protection and reassurance to passengers.

Similarly, the use of vandal and graffiti resistant materials and design features in trains, stations and trackside installations has proved effective in reducing the amount and cost of damage caused by vandalism and graffiti and the seriousness of its consequences. It is therefore advisable to incorporate their use into new and existing rolling stock, buildings and installations.

However, the experience of overseas and Australian public transport systems, housing estates and various public facilities indicates that the effective reduction of vandalism and graffiti also requires additional measures which are outside the traditional fields of law enforcement and based on a primary prevention approach.

### 1. From Public Space to Community Space

There is now considerable body of evidence which indicates that the design of the built environment has a major effect on people's behaviour - and in particular, on facilitating the increase of crime and other anti-social behaviour. The evidence relates largely to housing estates but indicates the importance of design principles which have wider implications for public facilities and areas - including State Rail. Oscar Newman, one of the best known exponents of this view, in identifying building designs that seem to encourage crime, has advanced three unifying principles which explain how crime is made easy to commit and difficult to prevent: anonymity, lack of surveillance and the presence of alternative escape routes. These three features identified by Newman are notably characteristic of much of the Sydney rail system. Given the function, nature, size and spread of the Sydney rail system is it clearly not possible to eradicate some of these features although some improvements may be possible. For example, the necessary multiple access routes at stations also provide a multiplicity of escape routes and it is not possible to provide constant surveillance of all train carriages and stations. However, the current anonymity of trains and stations could be effectively addressed by a number of measures requiring relatively little outlay of funds and staff resources.

The anonymity identified by Newman has been described as follows:

Anonymity is the impersonal character of areas where a community structure has failed to develop and people know few other residents, even by sight. This makes criminals feel secure in the knowledge that they will not be identified, and are hence free to prowl through the buildings and grounds looking for illicit opportunities. The householder is robbed of the power to question and deter intruders, as they are in no way suspicious or distinguishable from genuine residents. And the community cannot co-operate to challenge even obvious wrongdoing because they have no experience of everyday interaction and do not know whether they can rely on other residents to be on the side of the law (Coleman, 1985, p. 14).

Although this description relates to housing estates, it also is applicable in a large part to urban trains and rail stations which various studies have shown to have a 'no-man's land' quality. This perceived anonymity is also reflected in the unprompted and unanimous description of trains as 'boring' which was given by every individual in several groups of Sydney adolescents recently interviewed. Trains were also described as:

Trains are grotty and boring. There's nothing to do or look at on long trips.

Trains are boring. Music and pictures inside would be an improvement.

Trains are boring and don't look very good. The colours are drab and all you have to look at are the little signs about what you can't do.

Trains are boring, dull and bland.  
(Interviews with groups of adolescents living in Campbelltown area, Healy, 1986).

The London Underground system, in upgrading their stations have deliberately addressed this issue by, for example, use of local artists and community themes in station murals (Discussion with London Transport Police, 1986). Some measures already taken by State Rail (and individually by staff at some stations) have also shown the value of reducing the anonymity of stations and seeking active interest from the local community, e.g., at Redfern station. The actions already taken could be extended by deliberately encouraging groups in the local community - especially young people - to take an active role in using the

local station for community purposes (e.g., an exhibition space) or providing some community input to its improvement (e.g., community murals and gardens, providing regular community feedback about the rail service through a structured system of liaison).

In Victoria a recent project funded by the Ministry of Transport and involving adolescents as researchers investigated how 'railway stations could be developed as multi-purpose facilities helping to meet community needs'. The study generated a number of constructive specific proposals about improving aspects of the rail services at local levels. It also indicated that such projects have 'a great deal of potential for improving the quality of public services and developing our understanding of society' (Wilson and Wyn, 1984, p. 29). Some projects could usefully be sponsored by State Rail as a means of gaining community feedback and promoting community interest in and concern for the local rail facilities.

Any concerted effort to encourage young people's positive identification with State Rail must, of course, begin with some acknowledgment of their current widespread dissatisfaction with it. Discussions with young people indicate that they particularly regard State Rail as disinterested in their needs and opinions and feel little identification with it or responsibility for it. There is considerable resentment of perceived staff attitudes towards young people, which are commonly generalised to State Rail as an organisation. The following are typical of the comments made by young people:

The railways don't think or care about what kids want or what we think about the trains.

Some railway staff are okay but most of them treat kids really badly. They're rude and won't answer your questions but if an adult comes up they can get the information. And they make us pay full fare when we're dressed up and look older.

The [railway] staff always look at us and treat us as though we're going to do something wrong.

(Interviews with young people, Campbelltown area, Healy, 1986.)

Undoubtedly there is some basis for such attitudes in the experience staff have with some young people. However, as many pointed out in discussions, it is wrong to blame all young people for the actions of a few, and this doesn't happen to the adults on the trains. It appears that many young people feel that anti-social behaviour is expected of them on State Rail, and behave accordingly - which creates a further basis for the continuation of such expectations. So the situation becomes a vicious circle.

Obviously the expectations and behaviour of both rail staff and young people need to change. An adage of the 1960s seems an appropriate comment on this situation:

If you are not part of the solution you must be part of the problem.

In a study of youth policy in Australia, John Ewen, makes a similar point in introducing his book with the following quotes:

Unless young people are given role and status in our society, they have no choice but to become problems.

The message of the 1981 UK youth riots is:

Unless young people are given appropriate power, they will seize inappropriate power.

Ewen, in cogently arguing that much of what pass for youth policies and programs fail to accord appropriate rights and responsibilities to young people, makes a pertinent point:

... people without rights (and without power) are unlikely to feel responsible. If they have no say in the formulation of the rules, why should they feel responsible for following them (Ewen, 1983, p. 72).

His observations about an appropriate focus for youth policy also suggest a constructive approach to encouraging constructive co-operation from young people:

If we can adopt a basic policy framework which views youth as asset not problem, we move from our pathologically determined policies and programs aimed at some youth to potential policies and programs aimed at all youth. We can begin to think in terms of normalcy, not abnormalcy. We can begin to debate positively not negatively. We can have less concern with control and more concern with development (Ewen, 1983, p. 62).

The power of peer group influence in young people's lives is considerable. It has the potential to discourage juvenile railway vandalism - both the occasional destructive act done by many and the regular and deliberate damage done by a relatively few - but only if it is seen by the majority as unwarranted and socially reprehensible behaviour - which it is not at present. At present most young people dismiss rail vandalism as a minor inconvenience and many (if not most) regard graffiti as little or

no problem. They have little sympathy for State Rail's attempts at prevention - especially when they further reduce facilities available to them (e.g., locking of station toilets at their usual afternoon travel times). Frequently they resent the seeming tendency to blame (or at least suspect) all young people for the actions of a few.

Given this climate of opinion, it is not surprising that there is little peer group condemnation of vandals and less of graffitists. Nor is this likely to be changed by programs which stress the cost and danger of vandalism and label it as 'childish' without addressing the reasons for its relative acceptability. State Rail is more likely to encourage effective peer group disapproval of vandalism and graffiti, if it is seen as recognising young people's concerns and seeking constructive liaison with them - i.e., is seen as regarding them as part of the solution rather than (or even just as well as) part of the problem. This could be done at a local level (e.g., liaison between local schools and SRA staff to find ways of supervising students at stations) as well as at a more general level.

The promotion of a RailWatch program could also assist in overcoming the anonymity of the rail system by specifically addressing the issues of passengers feeling that they are powerless to prevent actions such as vandalism and the absence of any basis for co-operative action. A RailWatch type program could provide structured encouragement for them to take community responsibility for a public facility. It is pertinent that the organisers of the Neighborhood Watch program note that the development of the program in many areas has resulted in a marked increase in community based activity and 'a rebirth of community spirit' (Discussions with Community Relations Bureau, NSW Police Department, September 1986).

## 2. Changing the public perception of vandalism and graffiti on State Rail

The experience of many years on various urban rail systems indicates that the total eradication of vandalism and graffiti on State Rail is not a viable goal for staff or a reasonable expectation for passengers. If a vandalism and graffiti free rail system is presented to staff and to passengers as a viable goal and within the limits of State Rail resources, then even a significant reduction will still be seen as a relative failure. In this climate, the presence of any vandalism and graffiti becomes, by definition, a tacit indicator that State Rail cannot meet its proclaimed (and presumable, therefore, realistic) goal. A significant reduction of the frequency and extent of vandalism and graffiti, (which is possible given a concerted and multi-faceted approach) would be more suitable as the proclaimed goal for staff and the suggested expectation for passengers. Such a goal has at least 2 great advantages:

- . it is realisable, and
- . its attainment is clearly visible to staff and public both in the short term, as improvements occur, and over longer periods of time.

Both would contribute greatly to improving staff morale by providing a clear and realistic goal which can be reached and is seen to be reached.

Undoubtedly such a goal implies that both staff and public must accept a certain level of rail vandalism and graffiti as inevitable - which they are. However, such acceptance is problematic - and probably unlikely - as long as vandalism and graffiti are seen as closely associated with violence (or even indicative of threatened or potential violence) on State Rail. Clearly the perceived nexus between vandalism and violence must be broken and both clearly presented as separate and different forms of criminal behaviour before the presence of vandalism could become more acceptable. This break must inevitably begin with a challenge to the current media presentation of vandalism and violence as aspects of the same problem and done by the same (and dangerous) 'thugs, vandals and hooligans'. The majority of vandalism is NOT associated with violence against passengers and this point needs to be made clearly, frequently and publicly by State Rail.

Clearly, it is also advisable to publicise the many constructive actions taken by State Rail to both reduce the frequency of vandalism and graffiti and contain its consequences. This could be done as part of a concerted program to gain community recognition for them and promote positive forms of public support and co-operation, for example, Rail Watch and local community action. It is doubtful that many people would want to be part of a 'war against vandalism and graffiti' but they could well be willing to participate in positive and constructive programs of improving and maintaining 'their' rail service (or local station) especially if there was some clearer encouragement of community involvement and acknowledgment of its role and value.

### 3. Summary

The development of an effective police and security force and rapid and effective repair and cleaning measures are clearly essential in reducing rail vandalism and graffiti. However it also requires additional measures which are outside the traditional fields of law enforcement and are based on a primary prevention approach.

From public space to community space. The anonymity of State Rail is a factor contributing to a lack of active public concern. A number of actions could be taken to reduce it, including a



concerted attempt to encourage young people's involvement at local level in improving rail services and facilities. The potential of peer group pressure to reduce the acceptability of juvenile rail vandalism depends on changing young people's attitudes to State Rail, which requires active community and youth liaison initiatives by staff. A RailWatch program could also contribute to greater positive community action.

Changing the public perception of vandalism and graffiti on State Rail. The eradication of vandalism and graffiti from State Rail is not feasible and should, therefore not be presented as its goal. The significant reduction of vandalism and graffiti is a more suitable goal in that it is realisable and its attainment is clearly perceived in both the short and long term. The acceptability of its inevitable presence depends, however, on a clear dissociation between vandalism and violence being established and greater public awareness of the constructive actions being undertaken with some success by State Rail to reduce vandalism and graffiti.

'WISHFUL THINKING'

FIVE POSTERS

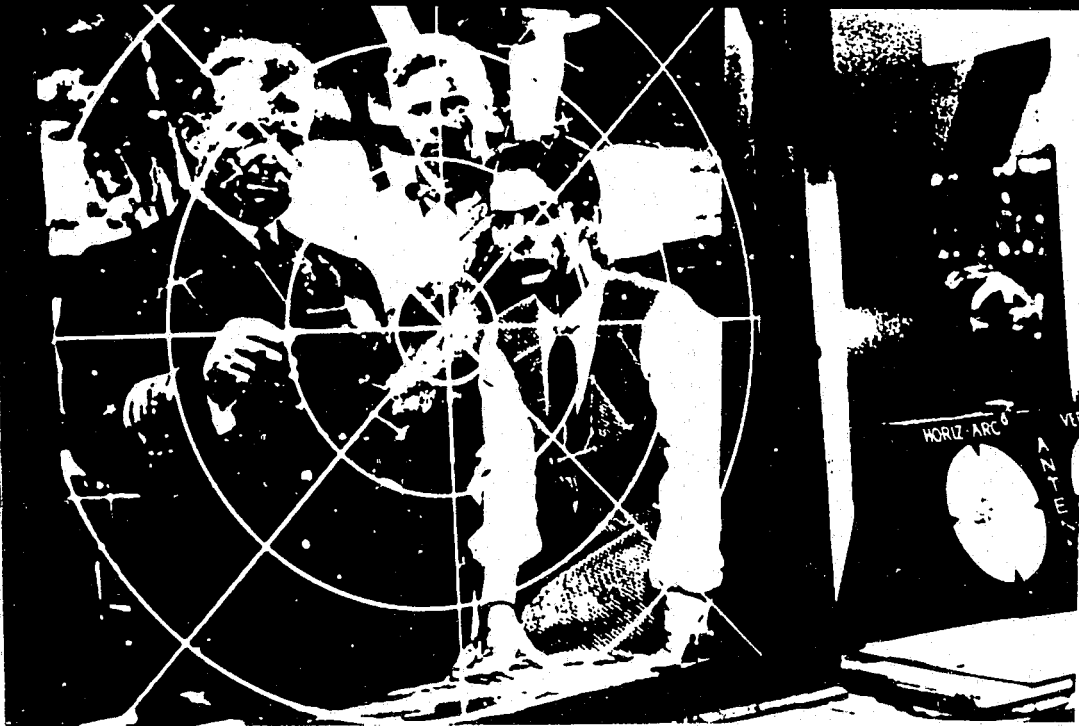
BY

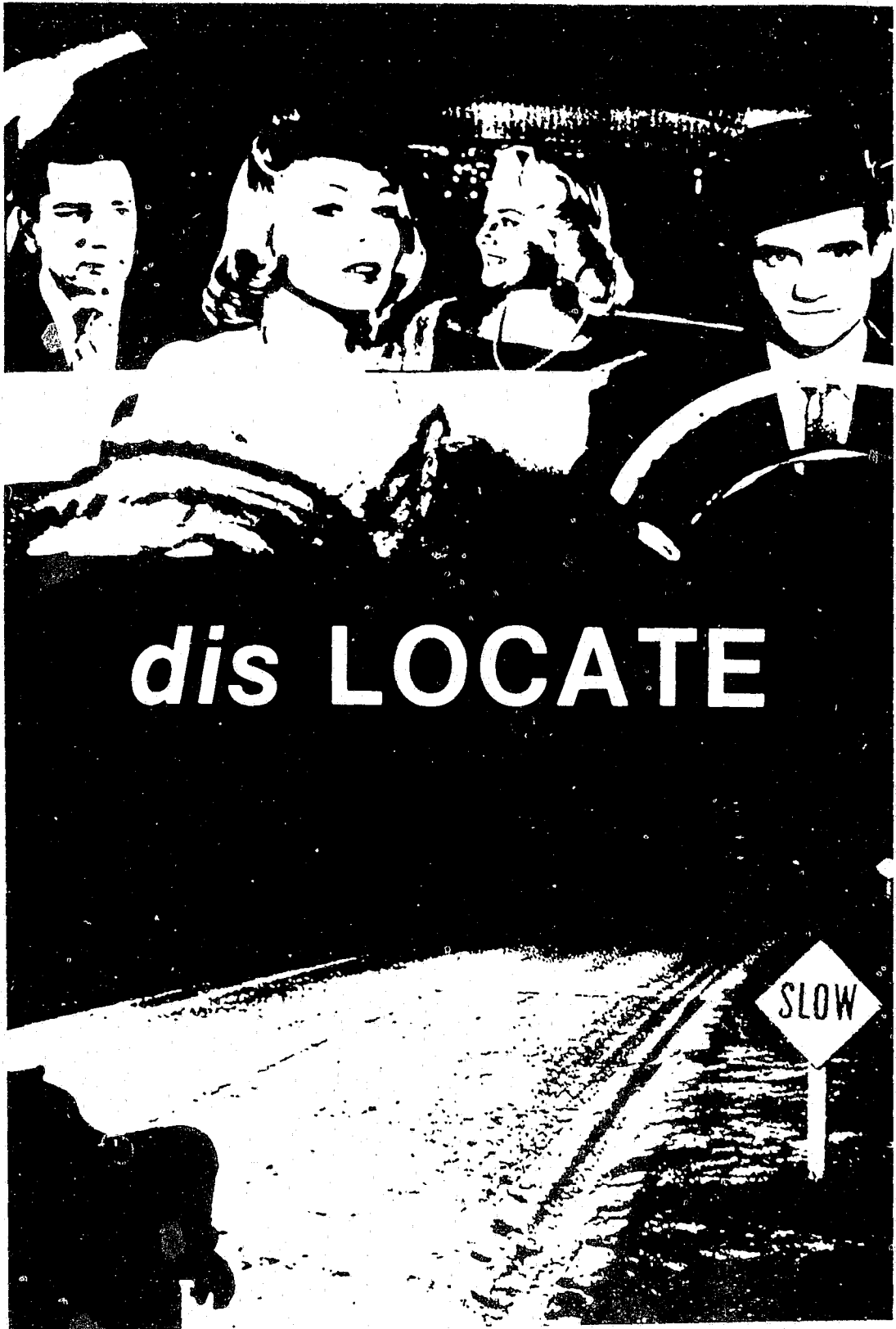
JEFF GIBSON





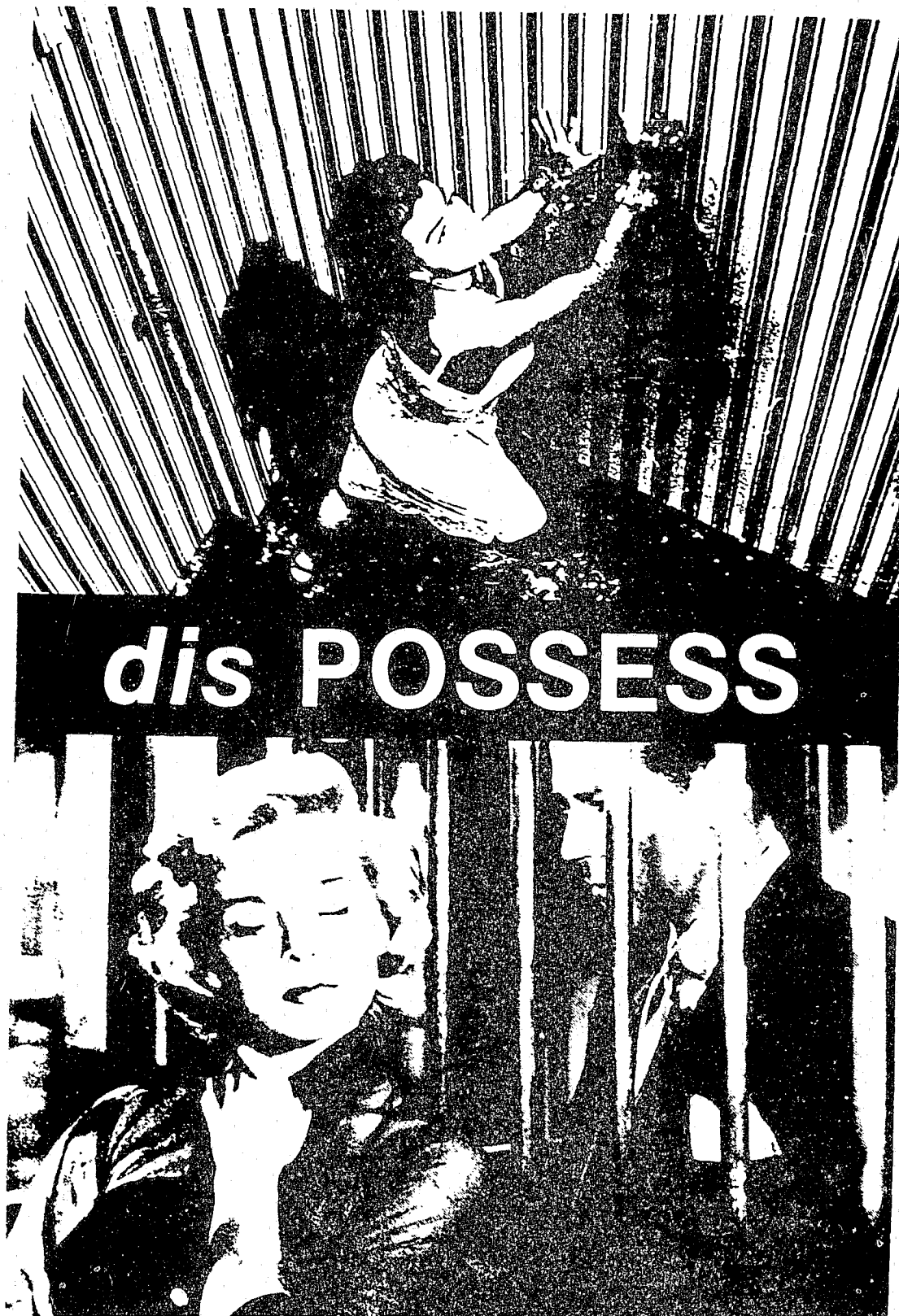
# *dis* ORIENTATE

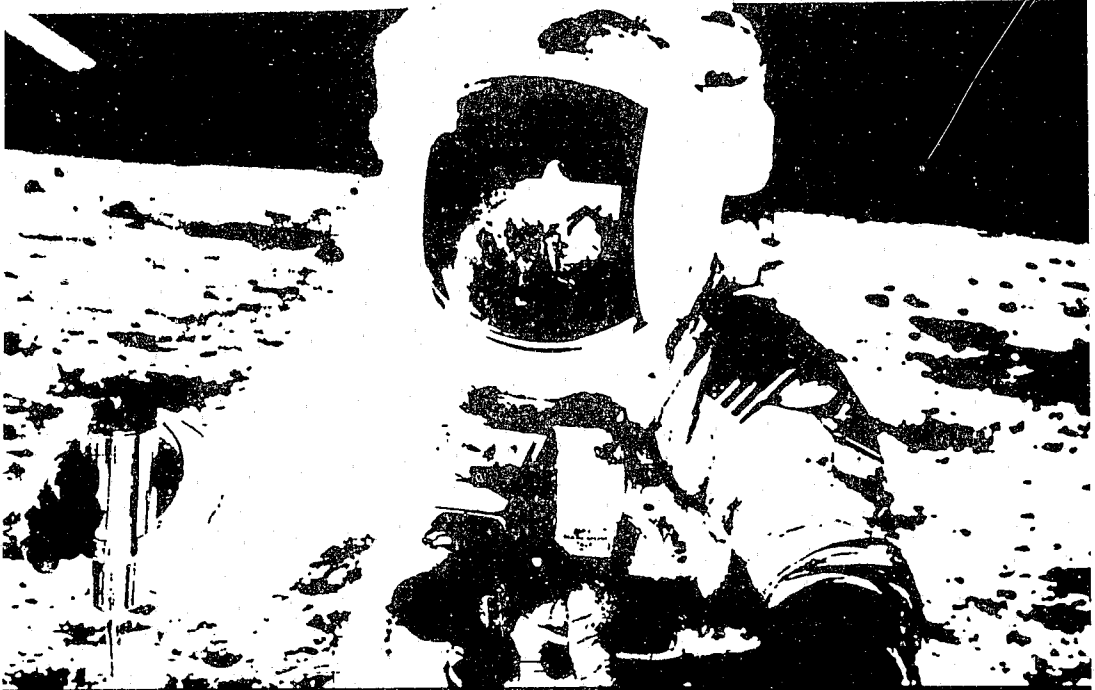




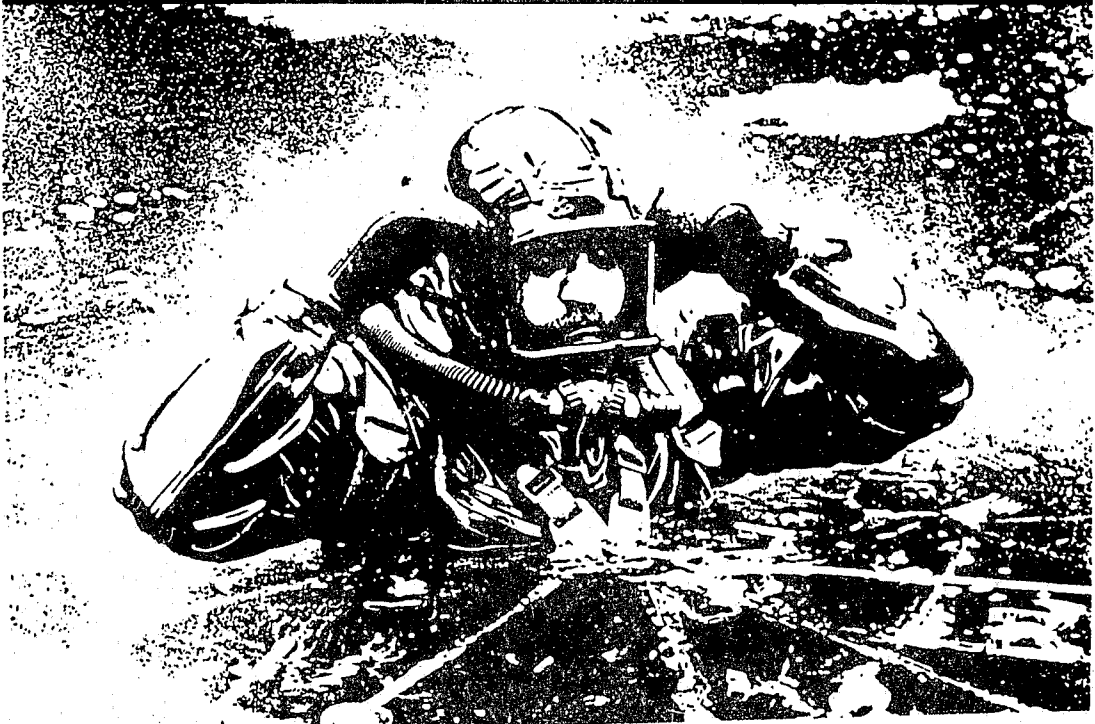
*dis* LOCATE

SLOW





*dis* INHERIT



APPENDIX: PROPOSALS FOR INFORMATION SYSTEM  
RE VANDALISM AND GRAFFITI ON STATE RAIL

RATIONALE

The aim is to provide a regular flow of reliable and comprehensive information about vandalism and graffiti on State Rail property in order to:

- . plan and develop effective preventive and deterrent measures
- . make an efficient and effective allocation of resources and staff to deal with the effects of vandalism and graffiti
- . monitor and evaluate the effectiveness of any measures taken.

The generation and dissemination of the information should, where feasible, use existing sources of information and channels of communication rather than introducing new ones. In all cases the information system should not interfere with or detract from the necessary tasks or functions of staff required to maintain the safe and punctual running of trains. Nor should it provide cause for industrial dispute. In short, the actual and potential value of the information should be greater than the 'costs' involved in its collection and dissemination.

PROPOSED INFORMATION SYSTEM

The proposed information system has 5 sections as follows:

1. information re stations and surrounds
2. information re trains
3. information re other property
4. information to TIB
5. dissemination of information to management.

They will be dealt with separately.

It is proposed that the Statistics Section of the Development Branch be responsible for the processing of the information and for co-ordination and supervision of the collection of information and its dissemination in the form of regular reports covering each accounting period (AP).

There is a considerable amount of vandalism and graffiti on State Rail trains and stations but no comprehensive recording of the amount, nature and cost or time and location of occurrence. Consequently, it is presently not possible to



determine the effectiveness of current responses or to develop and monitor others. This proposal is designed to minimise the work and cost involved in reporting and recording the incidence and effects of vandalism and graffiti whilst ensuring the routine and reliable collection of useful information. It is also designed to allow for effective monitoring and evaluation of responses.

#### 1. INFORMATION RE STATIONS AND SURROUNDS

The Station Master is responsible for the maintenance and functioning of the station and reporting damage to other Branches for repair. He/she will therefore be used as the source of information about the occurrence of vandalism and graffiti on stations and the immediate surrounds and the effectiveness of actions taken to repair and clean it.

The proposal integrates the Station Master's existing reporting functions with a responsibility to record information in a regular and comprehensive way. The latter will replace the current requirement for the Station Master to send written memos to the Traffic Inspector re occurrence of vandalism and graffiti. This will have the effect of reducing paper-work and improving the amount and calibre of information available to both the Traffic Inspector and Station Master as well as to other relevant staff. The proposal is presented in diagrammatic form in Diagram 1. The following explanatory points should be read in conjunction with the diagram.

- (a) The Station Master's report of damage and need for repairs and cleaning will be made to the relevant service branches only by telephone. This method is quick and effective. It avoids cumbersome and expensive paper-work and forms which are sent to but then not then used by the service branches - which have their own system of log books designed to meet their specific work design requirements.

As the Way & Works Branch have made special arrangements to have some graffiti removed by contractors rather than by staff, a special central phone number and officer will be allocated to receive information about the occurrence and subsequent removal of graffiti on stations. Guidelines about the type of information required will be provided to Station Masters. (See Form 2.) This practice will avoid the current requirement for Way & Works Branch Contracts Inspectors to inspect cleaned sites - sometimes long after the cleaning has been completed, making it difficult to assess the adequacy of the work done.

Telephone reports to other branches - in particular TIB - should be left as a discretionary matter for the Station Master. The information needed to determine patterns of occurrence (as required for example by the TIB) will be provided through the written recording system. In case

of serious crimes involving, for example, break and enter the Station Master would be compelled by other requirements to contact TIB and others - it is not therefore necessary to make this a requirement of the reporting/recording system.

- (b) The provision of a written record of vandalism and graffiti on the station and the immediate surrounds will be made only through the form proposed (See Form 1 and attached instructions.) The form will be in triplicate. The original will be sent to the Statistics Section, copy 1 to the Traffic Inspector and copy 2 will be retained in the book by the Station Master. This form will provide information about:

- . date & time of occurrence
- . details of damage - including type, extent and location
- . type and date of action taken
- . outcome of action taken.

The form will cover a single accounting period but be completed on a daily basis - except where there is nothing to report. It will have provision for recording repair and cleaning work done in the current AP to damage caused in the previous AP. This will ensure the continuity of information over APs.

This on-going and comprehensive record of damage and repair to the station will be useful for the Station Master as it will provide an immediately accessible record of his/her station. It will also provide the Traffic Inspector with a basis for regular station inspections and assessment of extent and nature of repairs required in his/her district. The reports will provide the information for a computerised data base providing comprehensive information about individual stations and districts and regular reports prepared by Statistics Section.

- (c) The reports prepared by the Statistics Section will be in a form designed to provide senior management and other relevant staff with the information necessary to effectively plan and monitor allocation of resources and staff. (See Form 3 - Report Format.)

The regular reports will provide information about groupings of stations only, using either the Way & Works or Passenger Services Branch districts. Information about individual stations will be included only for specified high risk and low risk stations. High and low risk stations may be defined as either those with more or less than a specified number of incidents or

amount of damage or as the % with the highest or lowest number or amount. The latter definition may be the most useful in the first few APs and the former subsequently.

The reports will provide information for the current AP and year to date about the following:

- actual incidence and cost of specific types of vandalism and graffiti
- type and amount of damage outstanding at the end of the current and previous AP
- type, frequency and cost of vandalism and graffiti at specified high risk stations
- type, frequency and cost of vandalism and graffiti at specified low risk stations.

The information about costs given in the report will be based on a unit costing prepared with the assistance of the Finance Section. The costing will, of necessity, be only approximate. It is not possible to cost accurately because of the very large number of factors and variations involved - to do so would involve more work and expense than could be justified by the value of the information. Details of the costing to be used are not yet available but this need not delay the establishment of the proposed information system since it is needed subsequent to the data collection.

## 2. INFORMATION ABOUT TRAINS

There are currently many sources of information within the SRA about vandalism and graffiti on trains. However they are unsuitable for use in generating or communicating comprehensive and reliable information suitable for use as the data base for an information system. Problems include lack of facilities, widespread poor English language skills (e.g. cleaners), existing workload and priorities (e.g. workshop line management and Defects Office) and potential for industrial disputation over allocation of new tasks not in current job description (e.g. train crew). Any feasible system or information reporting based on existing sources would also have the major disadvantage of not allowing for easy monitoring of its comprehensiveness (i.e. it would not be possible to easily (or at all) determine what proportion of incidents were being reported and if the proportion was constant).

To overcome these difficulties it is proposed to introduce three concurrent and separate but related surveys to provide reliable collection of comprehensive data of an easily monitored quality. The surveys will be based on specified samples and carried out by specially allocated staff working under the supervision of the Statistics Section.

Details of the 3 surveys are as follows:

Survey 1. To provide information about the amount and nature of vandalism and graffiti in trains in traffic - the passenger view - a partial stocktake of all cars will be done in each AP. Each car will be surveyed only once in an AP and preliminary estimates are that approximately 70% of the fleet will be covered. The survey will be done by 1 or 2 staff working day shift and mainly in the out-depots but also in traffic as necessary. The surveyor will count and record the number of seats damaged, windows broken, light fittings damaged, presence and extent of graffiti and any other evidence of vandalism using a standard format (see Form 4 which will be used by the surveyors). She/he will also mark vandalism and graffiti and use the mark subsequently to identify damage remaining from the previous AP. This latter practice may not provide useful or reliable information due to a variety of factors. If this is so, that part of the data collection will be discontinued. This will not affect the major objective of determining overall incidence of vandalism and graffiti on trains in traffic - and giving a passenger view of the trains on an average day in that AP.

Surveys 2 and 3. To give some assessment of how effectively the current system can remove the effects of vandalism and graffiti it is necessary to know:

- . the amount of damage presented for repair and cleaning
- . the amount repaired and cleaned on presentation
- . the amount sent back into the system unrepaired and uncleaned.

There are some records of the second (although they are neither easily accessible or comprehensive and reliable enough for our purposes) but not of the first or third. Anecdotal information indicates that both the first and third are large and vary across depots.

To obtain information about the amount and type of vandalism and graffiti presented to, and the amount sent out from, the depots it is proposed to do 2 separate surveys using quota samples of:

- . trains going into depots (Survey 2)
- . trains coming out of depots (Survey 3).

The samples in both Surveys 2 and 3 will include the trains in the depots for a general inspection (GI trains) and a proportion of those in the running sheds. Sampling is designed to cover all 4 depots over different days of the week. (See Form 6 - Sampling design notes.)

It is important to remember that the Surveys 2 and 3 are an attempt to determine the effectiveness of the system of responding to the need for repair and cleaning of vandalism and graffiti. They are NOT an attempt to assess any particular depot or specific groupings of staff. For this reason the surveys will deliberately NOT sample the trains in and out of a depot on the same day (see Form 6).

The surveys will be done by specially allocated staff using a standard format (see Form 5). The surveying will be supervised and co-ordinated by the Statistics Section.

The information provided by the three surveys will provide the basis for a computerised data base and regular reports prepared by the Statistics Section each AP.

The information collected will provide a clear indication of the amount and type of damage done to the trains in the rail system and the effectiveness of the current arrangements for repairing and cleaning it. Over time trends and patterns would become apparent and enable determination of realistic goals and priorities and the effective allocation and use of staff and resources necessary to achieve them.

The three surveys will require staff who are allocated on a permanent or long-term basis and who can be trained and supervised by the Statistics Section. It may be possible to find suitable and interested staff amongst the Selected Duties workforce - especially those whose disabilities are likely to prevent their return to a previous job on a permanent or long-term basis. This practice has proven to be successful in supplying staff for previous surveys - including some which are now being carried out on a trial basis by the Statistics Section (e.g. the stocktake of trains suggested as Survey 1 above).

The current practice of using data from the Defects Office about incidence of vandalism on trains produces misleading figures as the information is not comprehensive and is based on an unknown proportion of incidents. The exception is the regular Defects Office report on incidence of broken windows, which are regarded as a safety hazard and thus involve compulsory reporting. It is therefore recommended that only the Defects Office figures on broken windows be used for reports on the extent of train vandalism. Such figures could usefully supplement those generated by the proposed surveys.

The Train Delay information could also be used to supplement the information from the surveys. Although it is of an unknown accuracy or comprehensiveness, it provides a useful indication of the effects of vandalism on on-time running of trains.

### 3. INFORMATION ABOUT OTHER PROPERTY

Other property which may be subject to vandalism and graffiti includes power installations, signalling equipment and machinery and materials stored in yards or left on the lines between stations.

Power installations are not a major target for vandalism - presumably due to their generally known potential to cause death and injury to the inexperienced. Any entry to a sub-station will automatically set off alarms in the central control room and be investigated if unauthorised. Information about any incidents involving power installations could be obtained from Electrical Branch as required - perhaps on a six monthly basis.

Signalling equipment is subject to vandalism and incidents are reported and recorded by repair staff. This information is available from Signals Branch and could be incorporated into regular reports prepared by the Statistics Section. Graffiti on signals installations between stations is generally not removed unless it affects signal functioning or visibility, is offensive or the subject of complaints. Where possible it is simply covered. No comprehensive records of its occurrence or removal are kept by Signals Branch.

Machinery and equipment stored in yards or left by the lines between stations may be subject to theft, damage, graffiti or used to interfere with or block the lines or signalling equipment. Major incidents of any of these will obviously be noticed and reported to various sections of State Rail (e.g. TIB, responsible branch, senior management, etc.). Minor incidents may - or may not - be either noticed or reported. It would be useful to provide a summary of the information available on an infrequent (six monthly?) basis if it can be obtained without too much difficulty. If used it should be clearly identified as a minimum figure representing an unknown proportion of incidents.

### 4. INFORMATION TO TIB

The TIB have their own information system based on the TIB staff's occurrence pads. It contains only the information reported to and noted by TIB and those incidents involving TIB staff. Given that most incidents of vandalism and graffiti are not regularly (or even frequently) reported to TIB, this current information system is not sufficient to indicate trends or patterns or to identify high and low risk times and places.

The TIB information system is currently being reviewed with the aim of making it more effective. As part of the review, consideration should be given to incorporating (or at least ensuring routine access to and use of) the information generated by the proposed information system outlined in this report. This would ensure that all the relevant information is available

for consideration in making decisions about allocation of resources, development of programs, deployment of staff and assessment of appropriate security measures.

5. DISSEMINATION OF INFORMATION TO SENIOR MANAGEMENT AND OTHER STAFF

The success of any information system lies in the degree to which it delivers all the available appropriate information to all the relevant people rapidly and in a form that can be easily understood and utilised by them. It is therefore essential that careful consideration be given to which staff members need any or all of this information. Steps should then be taken to ensure that they are provided with it on a regular and routine basis and in a form that is suitable for their needs.

Feedback to those who supply the information is also essential to maintain their commitment to providing reliable and comprehensive data. Given that many of those providing the information will also benefit from (at least some part of) the regular reports, it would be advisable to ensure a regular and routine feedback of relevant information and sections of reports.

The proposed information system will provide senior levels of management with sufficient information to make a clear and reliable assessment of the scope and cost of vandalism and graffiti on State Rail property, the effectiveness of the current responses and the implications for future action. The information currently available does not allow for this.

FORM 1 - EXPLANATORY NOTESCodes to be used when completing form1. Details of damage

WIND	windows broken
DOOR	doors damaged
DISP	display case damaged/removed
LOCK	locks damaged
PLUM	plumbing fixtures damaged
SEAT	seats damaged
SIGN	signs damaged
INDI	indicators damaged
BINS	rubbish bin damaged
VEND	vending machine damaged
PLNT	trees/plants/garden damaged
LITG	light globes broken
LITF	light fittings damaged
OTEC	other electrical equipment damaged
LINE	item on line
FIRE	fire started
SBOX	signalling equipment/installation damaged
OTHS	other damage (please specify)
BEBO	break & enter/booking office or other station premises
GRPA	graffiti on painted surface
GRUP	graffiti on unpainted surface

2. Location of damage codes

MT	mens toilet	WT	womens toilet
WR	waiting room	BO	booking office
PL	platform	ST	seats
KI	kiosk	WL	exterior station walls
OT	other (please specify)		

3. Action Taken Codes

STAT	repaired/cleaned by station staff
WWBI	reported to W&W building inspector
WWSB	" " " Standby Office
ELEC	" " " Electrical Branch
SICO	" " " Signals & Communications Branch
TIB	" " " TIB
EMER	" " " police/fire brigade/other emergency service
NOAC	no action taken (give reason in comments column)
OTHS	other action taken (please specify)

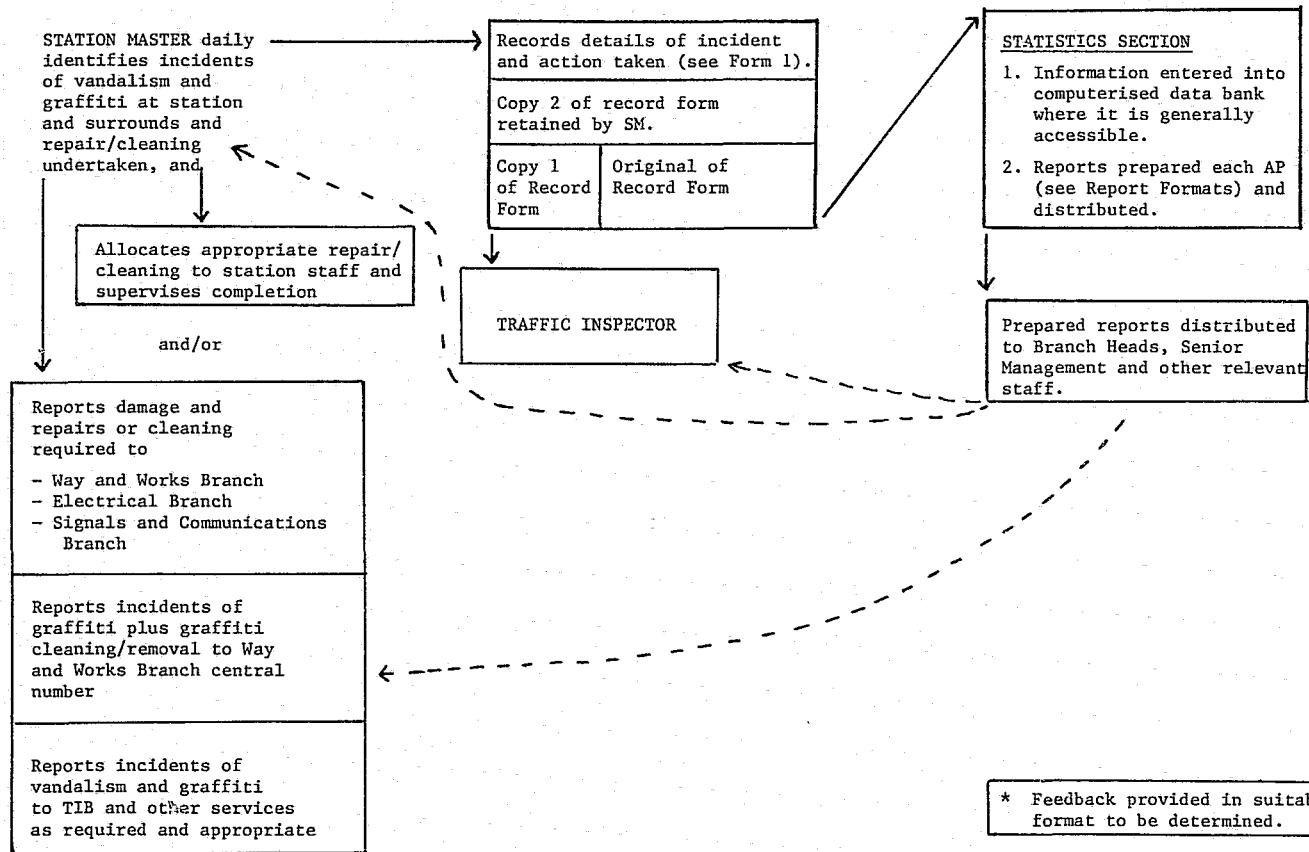
4. Status of repair codes

UNRE	under repair at end of AP
STOS	still outstanding at end of AP

COMPLETED - REPAIR completed - give date of completion



DIAGRAM 1: FLOW OF INFORMATION ABOUT VANDALISM AND GRAFFITI AT STATIONS



FORM 1

Original - Statistics Section  
 OR Copy 1 - Traffic Inspector  
 OR Copy 2 - Retain in book  
 (different colours if possible)

REPORT OF STATION VANDALISM AND GRAFFITI

Station Name \_\_\_\_\_ AP \_\_\_\_\_ Date ending \_\_\_\_\_

(A) DAMAGE OCCURRING THIS AP

Date damage caused	DETAILS OF DAMAGE			ACTION TAKEN		STATUS OF REPAIRS AT END OF AP	COMMENTS
	Type of damage (code)	No of items or size of area (M <sup>2</sup> ) affected	Location of damage (code)	Type of action taken (code)	Date of any reports to other Branches		
1.							
2.							
3.							
4.							
5.							
6.							
7.							

(B) DETAILS OF REPAIRS TO DAMAGE OUTSTANDING FROM PREVIOUS APs

Date	Type of damage	Reported to ?	When ?	Date repairs cleaning completed	Type of damage	Reported to ?	When ?	Date repairs cleaning completed
1.					4.			
2.					5.			
3.					6.			

Signed (Name/position) \_\_\_\_\_ Date \_\_\_\_\_ Form Number \_\_\_\_\_

FORM 3

PROPOSED FORMAT FOR AP REPORT ON STATION VANDALISM AND GRAFFITI/DAMAGE

1. Actual incidence and cost of specific types of damage in
  - this AP
  - this year to date.

EXAMPLE:

Station Grouping District	Type of Damage	FREQUENCY		COST		PROPORTION OF TOTAL	
		This AP	This Year	This AP	This Year	Frequency	Cost
1	Light fittings	4	21	\$80	\$420	← OPTIONAL →	

+ TOTAL

2. Types and amount of damage outstanding at end of AP. (This provides a "passenger view) of the stations plus an indication of the effectiveness of the response by station staff and service branches).

EXAMPLE:

Station Grouping District	Types of Damage	Amount Outstanding last AP	Amount Outstanding this AP
		← OPTIONAL →	

3. From information provided for individual stations extract a listing of HIGH RISK and LOW RISK stations. (i.e. Those stations which had over and under a certain level of incidents both in this AP and in year to date).

HIGH RISK STATIONS

EXAMPLE:

STATION	DISTRICT	TYPE OF DAMAGE	FREQUENCY OF INCIDENTS		COST OF INCIDENTS		PROPORTION OF TOTAL THIS AP YEAR (?)	
			THIS AP	THIS YEAR	THIS AP	THIS YEAR	FREQUENCY	COST
							← OPTIONAL →	
+ TOTAL			← OPTIONAL →				← OPTIONAL →	

LOW RISK STATIONS

EXAMPLE:

STATION	DISTRICT	TYPE OF DAMAGE	FREQUENCY OF INCIDENTS		COST OF INCIDENTS	
			THIS AP	THIS YEAR	THIS AP	THIS YEAR
		← OPTIONAL →			← OPTIONAL →	

Depending on the amount of damage to low risk stations it may be necessary to give only minimal information, i.e. station name and district and frequency of incidents overall.

4. It may be advisable to also provide a separate listing of stations with a high (over a specified amount or the top X%) amount of damage outstanding at the end of the AP. This would need to be read in conjunction with the high/low risk stations listing. It would provide information about the stations in the system requiring special consideration or immediate attention.

5. COMPUTERISED DATA BASE

Would include for each individual station a cumulative record of

type of damage X frequency this AP and this year

X cost this AP and this year

X action taken and status of repairs

time of occurrence of incidents (to best accuracy - likely to indicate day of week and night/day only in most cases).

STOCKTAKE OF DAMAGE TO ELECTRIC CARS

DEPOT/OUTDEPOT: \_\_\_\_\_

DATE: / / \_\_\_\_\_

CAR NO.	SEATS TO REPLACE		SEATS TO PATCH/STITCH		BROKEN WINDOWS		BROKEN DIFFUSERS		% GRAFFITI		OTHER VANDALISM COMMENTS
	NEW	OLD	NEW	OLD	NEW	OLD	NEW	OLD	INTER-NAL	EXTER-NAL	

DEPOT VANDALISM RETURN

MORTDALE	
FLEMINGTON	
PUNCBOWL	
HORNSBY	

DATE: / /

RUNNING	
G.I.	

TRAINS IN	
TRAINS OUT	

CAR NO.	SEATS TO		BROKEN WINDOWS	BROKEN DIFFUSERS	% GRAFFITI		OTHER VANDALISM COMMENTS
	REPLACE	STITCH/PATCH			INTERNAL	EXTERNAL	

FORM 6

SAMPLING DESIGN FOR SURVEYS OF TRAINS IN AND OUT OF DEPOTS

	<u>DEPOTS SAMPLED</u>					
	<u>DAY 1</u>	<u>DAY 2</u>	<u>DAY 3</u>	<u>DAY 4</u>	<u>DAY 5</u>	
Week 1 (AM) 2	P	M	F	H	Contingency - RDO - sick, etc	
3	H	F	M	P		
4	M	H	P	F		
	F	P	H	M		
Week 1 (PM) 2	H	P	M	F		
3	F	M	P	H		
4	P	F	H	M		
	M	H	F	P		

PATTERN OF TRAVEL FROM - TO DEPOTS

Hornsby - Flemington  
 Flemington - Mortdale  
 Mortdale - Punchbowl  
 Punchbowl - Hornsby

(AM) - (PM)

TIMETABLING

Week 1 & 3: 6.30 am - 2.00 pm:  
 'AM': Trains for G.I.  
       Trains into Running sheds  
 'PM': Trains out of Running sheds

Weeks 2 & 4: 9.00 am - 4.30 pm:  
 'AM': Trains into Running sheds  
 'PM': Trains out of Running sheds  
       Trains out of G.I.

EXPLANATORY NOTES:

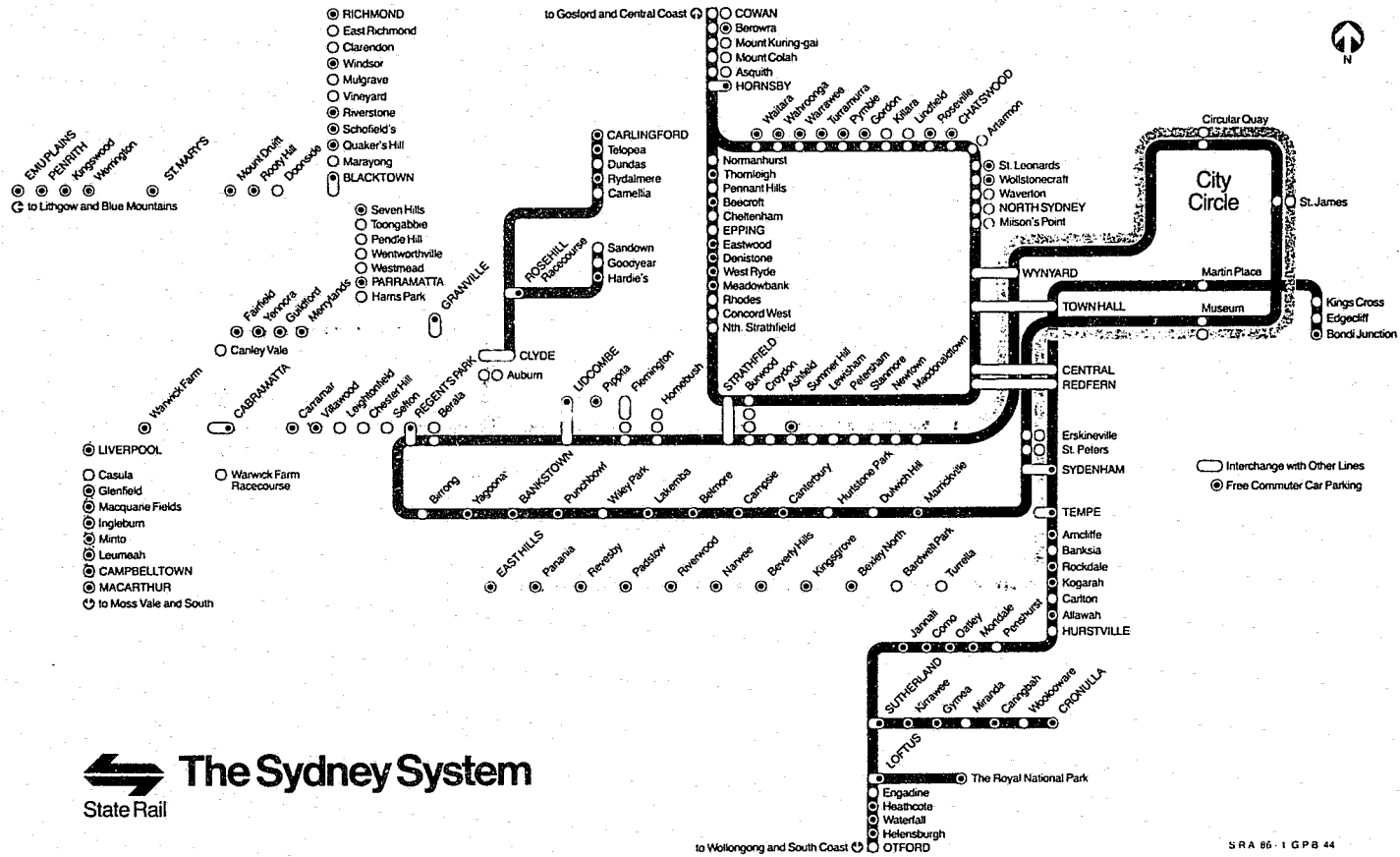
- . This survey has been designed so that all depots will be surveyed an equal number of times and at various days of the week. The plan is shown in the attached table. Only four days work per week is rostered, thus making allowance for A.D.O.s, sick leave and other contingencies.
- . In the G.I. sheds, all cars will be surveyed due to their low numbers. For the running sheds, as many sets as feasible will be surveyed within the allocated time. Both single deck and double deck sets will be surveyed.
- . Each day, two depots will be surveyed:  
'AM': survey cars entering the depot  
'PM': survey cars leaving the depot

This will be done as follows:

Weeks 1 & 3: An early start will be required in order to survey cars in for a G.I. prior to commencement of work at 7.00 am. The balance of the 'AM' survey and the entire 'PM' survey will be spent in the running sheds.

Weeks 2 & 4: The entire 'AM' survey will be spent in the running sheds, with the surveyor commencing at a time when most trains are arriving at the depot. In the 'PM' survey, all sets with completed G.I.s will be surveyed, and the balance of the time spent surveying in the running sheds.





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