

151693

*What Strategies Can Law
Enforcement Employ to Reduce
Tagging-Graffiti
by the Year 2004?*

NOV 13

DEC 14 1994

ACQUISITIONS

By
Gary Hicken

**Command College
Class 18**

**COMMISSION ON
PEACE OFFICER STANDARDS TRAINING (POST)
SACRAMENTO, CALIFORNIA**

JULY, 1994

18-0367

151693

**U.S. Department of Justice
National Institute of Justice**

This document has been reproduced exactly as received from the person or organization originating it. Points of view or opinions stated in this document are those of the authors and do not necessarily represent the official position or policies of the National Institute of Justice.

Permission to reproduce this copyrighted material has been granted by

California Commission on Peace
Officer Standards and Training

to the National Criminal Justice Reference Service (NCJRS).

Further reproduction outside of the NCJRS system requires permission of the copyright owner.

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

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

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

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

What Strategies Can Law Enforcement Employ to Reduce Tagging/Graffiti Vandalism by the Year 2004?

G. Hicken. Sponsoring agency: California Commission on Peace Officer Standards and Training (POST). 1994. pp. Availability: Commission on POST, Center for Leadership Development, 1601 Alhambra Blvd., Sacramento, Ca. 95816-7053 Single copies free; Order Number 18-0367 National Institute of Justice/NCJRS Microfiche Program, Box 6000, Rockville, MD. 20850 Microfiche fee. Microfiche Number NCJ _____.

ABSTRACT

This study examines the future strategies that law enforcement can employ to reduce levels of graffiti/tagging. The study reviews alternative strategies and finds graffiti prevention education in the K-8 classroom as the primary selected strategy to reduce graffiti crimes in the future. The findings also call for tougher concurrent enforcement policies, "zero tolerance" position with all graffiti crimes prosecuted, volunteer citizen watch patrols, supporting legislation controlling availability of graffiti tools, and developing intelligence networks. A model strategic plan details the implementation of the selected strategy. The study finds that stakeholders will support the strategy and funding can be found through sharing of costs and through various groups. Follow-up research into alternative ways for young people to gain attention is recommended. Report is supported by trend and event evaluations, data tables, graphs, endnotes, and a bibliography.

WHAT STRATEGIES CAN LAW
ENFORCEMENT EMPLOY TO REDUCE
TAGGING-GRAFFITI CRIME
BY THE YEAR 2004?

JOURNAL

By Gary Hicken

COMMAND COLLEGE
CLASS 18

Commission on
Peace Officer Standards and Training (POST)
July 1994

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

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

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

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

INTRODUCTION

Graffiti is defined as markings or drawings for purposes of artistic expression, political statements, acts of hatred aimed towards groups or individuals, territorial or "turf" designations, etc. ¹ Even though graffiti is an old phenomenon, the root causes behind the behavior have remained constant. Graffiti is produced by individuals to send messages, tell stories, or to obtain recognition for those producing the writings.

Graffiti has been around for decades and there is reason to believe it will continue to be around for decades to come. Graffiti crimes, however, used to be more confined to special locations or territories and were not a major issue to law enforcement or the community. But during the past few years a new form of graffiti crime has been occurring and has severely impacted communities and law enforcement. This form of graffiti crime is referred to as "tagging", and is the focus of this study.

This form of graffiti crime is normally produced by juveniles for the purpose of being recognized and obtaining fame for themselves or the group they have joined. ² They use spray paint, felt tip markers, shoe polish, glass etching tools, and any other implement they can get their hands on that will enable them to write their "tag" on any possible surface. ³ "Taggers" will go to great lengths to spread these writings as far and wide as possible and usually look for public property to deface that will ensure the most visible surface to the greatest number of people. These "tags" are not used for turf markings, political statements, etc., but as one tagging-graffiti vandal put it, "because I like the fame and the chase". ⁴ They rarely resemble any form of "art" and usually consist of cryptic letters or symbols that are meaningful to other "taggers", but are just ugly symbols defacing property to ordinary citizens.

Over the next decade these types of crimes may no longer be referred to as "tags", and they may not take the same form as they do today, but the author found there is sufficient evidence to suggest they will still be a significant community and law enforcement issue for the future. ⁵

The purpose of this futures article is to look into the future and to determine how law enforcement may best prepare to reduce this type of crime. Taking a "wait and see" attitude to see if it will fade away or become a greater problem is a very poor stance for law enforcement to take.

While scanning newspapers and magazine articles and other current data on the subject, the author located hundreds of articles describing current and future concerns about the tagging/graffiti crime issue. ⁶

The current data shows that the majority of those individuals involved in tagging-graffiti crimes, are juveniles ranging from twelve to eighteen years of age. ⁷ The Orange County juvenile probation dept. reports that juvenile vandalism arrests were fairly constant during the 80's with total arrests ranging between five to seven hundred per year. ⁸ From 1990 to 1993, however, they reported increasing numbers of arrests ranging from seven hundred in 1990 to over thirteen hundred in 1993. ⁹

The California Department of Finance, demographic research unit, projects the total California juvenile population to increase from approximately 2.8 million in 1993 to approximately 3.8 million in 2004. ¹⁰ Since juveniles are responsible for the vast majority of tagging-graffiti crimes, a significant increase in the total juvenile population is an important piece of data to consider in determining future concerns regarding this crime.

The literature scan and interviews also confirmed that "taggers" seek fame and recognition for their efforts. ¹¹ Studies showing the need for young people to be accepted and to obtain psychological fulfillment in areas of individualism and self-worth have been well documented and experienced. As society moves towards greater

accomplishments in technology and furthering the movement of a global information society during the next decade, the need for young people to fulfill these social and psychological needs will be challenged.

If the root causes of tagging-graffiti crimes come from these social and psychological needs,¹² and the total numbers of juveniles in California is projected to increase by approximately 25% over the next decade, then there is sufficient data to project an increasing concern over these type crimes and a need to develop strategies that law enforcement can employ to reduce tagging-graffiti crime for the future.

Technologically, the types of future tools that could be used by graffiti vandals to obtain their goals is only limited by the imagination. Tagging-graffiti vandals armed with lasers could write on almost any surface, or they could electronically use computers and T.V. screens as the "surface" to vandalize. The possibilities are endless. Conversely, the future tools that law enforcement may use against this kind of vandalism could be as wide in variety as the vandals tools.

Economically, the costs associated with tagging-graffiti are staggering. Orange County reports clean-up costs alone have increased from 1.5 million dollars in 1988 to over 4 million dollars in 1993.¹³ At the current pace, projected costs would be over 7 million dollars by 2004.

Environmentally, the paint and other chemical products being dumped onto any available surface is a concern now and will be in the future. The kinds of tools or implements used in the future could become even more of a problem.

Politically, the amount of community involvement in this area has been extremely high. Churches, service groups, schools, neighborhoods, etc. have all banded together to deal with this blight. Politicians and law enforcement leaders need to be prepared to answer the future needs of their clients.

Tagging-graffiti crimes in 2004 may not resemble the kinds we see today, but the need for law enforcement to develop plans and strategies to proactively approach the coming decade is necessary and important to the communities we serve.

FUTURES STUDY

The research began with the question, **What Strategies can Law Enforcement employ to reduce Tagging-Graffiti Crimes by the year 2004?**

The author took that question and by using a futures wheel and by meeting with a group of command college law enforcement administrators, the following sub-issue questions were developed;

What coalitions/relationships should law enforcement form to impact this issue?

What impact will future technologies have on the issue?

What resources will be needed to manage the issue?

Major Findings

The author conducted futures research by using the Nominal Group Technique. The nominal group consisted of ten professionals having expert knowledge of some component of the tagging-graffiti issue. They consisted of law enforcement administrators, school principals and a superintendent, juvenile justice administrators, a private businessman involved in graffiti cleanup and a crime analyst. The group identified thirty-seven trends and thirty-one events relevant to the issue question. The group then identified the top ten trends and events from those candidate lists.

The group then gave a numerical score relative to each trend to forecast its impact on the issue five and ten years from now. The group also gave a numerical score to the top ten events relative to the probability of the event occurring and its impact (positive or negative) on the issue.

The top ten trends selected by the group:

1. Status of traditional family structures.

2. Level of tagging gangs involvement in violence.
3. Prevention Education K-8.
4. Status of economic conditions.
5. Level of community involvement with government/schools.
6. Taggers finding new ways to achieve their goals.
7. Level of government resources.
8. Level of Orange County hard dollar costs associated with repair/ removal of "tagged" property.
9. Level of Orange County juvenile vandalism/malicious mischief arrests.
10. Changes in California's projected 12-18 year old population.

The top ten events were:

1. State mandates prison time for graffiti offenders.
2. Street gangs declare war on taggers.
3. New law passed requiring community service from parent/child for first time graffiti offender.
4. Uniform school dress codes adopted.
5. Grant awards to local business to employ youth.
6. Media agrees to refrain from reporting tagging.
7. California bankrupt.
8. Criminalized 601 status offenses.
9. Scientists develop paint-proof surfaces.
10. U.S. becomes involved in large-scale war.

Cross-Impact Analysis

The author and a focus group of colleagues took the top trends and events and conducted a cross impact analysis of both events to trends and events to events.

The author used a cross-impact matrix to score and analyze the results. Those scores were then used to develop three future scenarios. The scenario that was

chosen is the one that describes the most desired future. This most desired future scenario is written in a way that tells the reader what trends and events occur to bring the desired end result. This then allows strategic plans to be developed that will produce the desired end result.

Most desired future scenario

In this "what if" scenario, the most desired future occurs. The events that were selected were based upon their probability and impact scores after cross-impact analysis was performed. Policies were implemented to manage the effects of the impacts. This scenario is presented as if it were an address being delivered by Chief John Wilson of a fictional North Orange County police department.

"Ladies and gentlemen, I have come to speak to you today regarding our fight against tagging-graffiti and similar types of vandalism. Before I begin I would like to discuss some history regarding this problem which covers the past ten years. Prior to 1995 tagging crimes were spiraling out of control. Surprisingly, during 1995 street gangs declared war on tagger gangs (E-2). There were increased shootings, drive-by's, stabbings, and assaults of all kinds (T-2). Then it started to turn around. I think there were two major reasons. First, as "taggers" and street gangs started killing and injuring one another, it became more difficult to do their crimes and get away with it. They built in their own kind of accountability. Second, we developed policy that enhanced our gang prevention efforts. We had already organized gang units and utilized their intelligence systems to keep better track of those involved in both street and "tagging" gangs. Citizens like yourselves had had enough and started helping through volunteer "citizen watch" patrols.

By 1996 the courts gave school boards the right to adopt dress codes, and this improved problems on campus and helped single parents and those struggling to make ends meet and get their children school clothes without high cost (E-4).

During that same year, the police department met with the local school boards and shared in the cost of providing tagging-graffiti/gang prevention education to all children grades K-8. The police department helped provide personnel and material to teach these types of curriculum (T-3). Grant monies were also made available by the state to help employ youth in local businesses to keep them off the street (E-5).

In 1998 the legislature passed two bills that had significant impact on tagging crimes. Adult taggers were given mandatory prison time for damage over \$1,000.00 (E-1), and juveniles were required to perform community service with their parents for first time convictions (E-3). Also in 1998 the juvenile laws were changed to again allow youth who were runaways, truants, incorrigibles, curfew

violators, etc., to be arrested and to receive adequate counseling and incarceration if necessary (E-8).

The war with North Korea in 1999 also had an impact on the tagging issue (E-10). Some young people were able to find jobs in the defense industry, and many others joined the armed services.

By 1998, the state of California, after surviving the Clinton era, was barely afloat and it almost went bankrupt (E-7). The state made a dramatic turn-around through Pacific Rim investments, and things started to improve. But before this occurred, our city saw financial crises coming, and in 1995 began working towards economic independence from the state. The police department developed policies that cut back on services regarding crimes without suspects or leads, and concentrated on safety and order issues. Since our Proposition 13 "bail-out" monies were all taken back by 1996 (T-4), we no longer looked to the state for help. Our policy was to vitalize problem-oriented policing, and to bring in volunteers and community organizations to keep our city from going bankrupt (T-5). Even though the state increased sales tax to nine percent in 1999 to try and get back on its feet, our citizens still approved a special assessment bond that provided for more officers and other police personnel in the same year.

Some other factors came along that also helped in this effort. Four years ago, in 1999, scientists discovered a chemical coating agent that let anyone just wash graffiti off with a garden hose (E-9). But in that same year "taggers" then started using handheld lasers instead of paints to cut into the surfaces of public and private buildings (T-6). We encouraged the city council to prohibit possession of these lasers by anyone under twenty-one years old. The law helped control this type of vandalism, and the strategy proved to reduce this kind of crime in our city.

The years of gangs "owning the streets" started to fade. By 2002 we had reduced the amount of street gang and tagging gang members. The policies we enacted increased the accountability for these criminals and the consequences proved to be too high for most. Our "zero tolerance" policy has continued for the last eight years, and I expect to see it continue for the next eight. Prevention education is hard to measure regarding effectiveness, but I believe it has made and will continue to make a significant impact in the future.

We have not eliminated such crimes, nor do I expect to ever see that happen; but our strategies have in fact reduced tagging-graffiti crimes and arrests in the year 2004 as compared to the levels in 1994."

Policy Considerations

After considering the issue and sub-issues, the futures study, cross-impact analysis, and the selected future scenario, the author then developed some policy considerations that would apply to developing a strategic plan. The policies were selected based upon their likely successful implementation. The policies are applied

to a fictional North Orange County police department that neighbors the East Los Angeles County area. Policies that were considered are as follows:

1. Maintain and enhance prevention education through school programs. Build effective models and presentations to grades K-8 through a collaborative effort of parents, school teachers and the department.
2. Employ a "zero tolerance" standing against all "tagging-graffiti" vandalism. All such crimes will be prosecuted.
3. Detectives will no longer investigate crimes without suspects or leads, but will concentrate efforts on gangs, violent crimes, and those causing fear to the general public. (order and maintainance)
4. Problem-oriented policing will be part of efforts to attack these crimes. Volunteers and "citizen watch" patrols will be utilized.
5. Working with citizens to maintain public safety resources.
6. Support legislation controlling use of technological advancements for criminal purposes.
7. Work with all law enforcement intelligence networks, and put resources into gang and tagging prevention. Consequences for "tagging" will be substantial.
8. Long term crime prevention efforts through education will be directed at "tagging-graffiti" vandalism.

Strategic Plan

The policy considerations were used to develop a mission statement and to review the organization's environment as it relates to the issue and sub-issue questions.

A group of law enforcement colleagues met with the author and used a modified delphi process technique to identify stakeholders and stakeholder assumptions. The group then identified a list of alternative strategies to consider in accomplishing the mission. The strategies that were considered were as follows:

1. Law enforcement agencies would equip local citizen volunteers with video cameras for "citizen watch" patrols.

2. Law enforcement to provide teachers in classrooms (grades K-8) teaching anti-graffiti, gang message.
3. Government to provide cash rewards /tax credit for "graffiti tips".
4. Promote and encourage legislatures to create mandatory sentences for graffiti offenders.
5. Law enforcement develops intelligence networks (with schools, other agencies) to identify and prosecute graffiti vandals.
6. Law enforcement develops graffiti "handwriting comparisons" for prosecution efforts.
7. Restraining orders on "594 registrants" restricting their associations and movements.
8. Law enforcement develops special enforcement units to suppress graffiti activity.
9. Certain places are authorized for artistic expression through graffiti.
10. Regionalized problem oriented team against graffiti.
11. Security /private police task force- bounty hunter.

Although the group felt a two-prong attack on the problem was the best approach to take, (enforcement and prevention education), the prevention education strategy received the highest score. It was viewed as the most proactive and most likely to produce the desired results in the long run. The justifications regarding the benefits of the strategy are as follows;

The long-term benefits of prevention through education supplement short-term benefits of enforcement.

Although enforcement will still be critical, effective education can move us towards a reduction in this behavior for the future.

All listed stakeholders would support and work towards helping law enforcement implement these programs.

Children who have poor family life badly need additional education, training and accountability for their actions. These programs could provide some minor form of substitution for lack of proper training at home.

Law enforcement officers in the classroom develop close ties with the children of the community and can impact their future behavior.

Shared funding with schools can help overcome budget constraints.

Developing relationships with parents through their children can create opportunities for parental counseling and training.

The root causes of tagging-graffiti behavior are complex, and can best be attacked at the grade-school level.

With increasing calls for service and decreasing resources, education provides the best investment for the future.

Transition management plan

A model plan was developed that could be used by any agency in developing a partnership with the schools and parents in implementing graffiti prevention education instruction in grades K-8. A representative of constituencies model was recommended as the best structure to organize in transitioning the selected strategy into implementation.

Conclusion

If the implementation of prevention education against tagging vandalism is successfully implemented, and is concurrently conducted with increased accountability through regional and local law enforcement efforts, it is probable that the desired future state will be achieved. It is recommended that additional studies be conducted and strategic and transition management plans be developed to provide for future enforcement enhancements of tagging-graffiti crimes to be used in conjunction with the prevention education plan. The findings relative to the sub-issue of what relationships must be formed include: schools; parents; businesses; district attorney; probation; and other public service agencies.

The findings relative to the sub-issue of how technology will cause or prevent tagging-graffiti in the future include:

- * Taggers will likely find tools to overcome obstacles such as locking up paint supplies, felt tip markers, glass etching tools, etc., by using future technology (i.e. laser tools, caustic chemicals, paint guns, etc.)

- * Technology will also be used to monitor, collect data, network intelligence information, and to develop surfaces that have coatings or chemical properties that resist defacement by tagging crimes.

The findings relative to the sub-issue of what resources will be needed by law enforcement include:

- *Personnel for classroom presentations and enforcement task forces.

- *Capitol items such as monitoring devices, computers, vehicles, etc.

- *Information networks.

- *Experts in intelligence gathering and identification of taggers.

- *Political leaders support and efforts to pass legislation.

- *Involved citizens for volunteer work in cleanup and enforcement.

The findings support strategies employed by law enforcement that focus on prevention education in the schools and coalitions of public agencies and citizens towards enforcement efforts. The findings support those strategies, and if employed by law enforcement, they will reduce the level of tagging-graffiti crimes by the year 2004.

Note; it is recommended that in addition to the selected prevention education strategy, that fully developed future enforcement strategies also be developed to deal with both the short and long term issues relevant to the crime of graffiti vandalism during the next decade.

ENDNOTES

1. Random House Webster's College Dictionary New York: Random House, 1992, page 579.
2. John M. Glionna, "L.A. Taggers up the ante, guns added", Los Angeles Times, May 1993.
3. Juan C. Arancibia, "Panel Takes Steps to Fix Anti-Graffiti Ordinance", The Press-Enterprise, Feb. 26, 1993.
4. Sergio Palos, "War of the Walls", The Los Angeles Times, July 14, 1993.
5. Wesley G. Skogan, Disorder and Decline, Berkeley and Los Angeles: University of California Press, 1990, page 49.
6. Charles Metivier, "Cost of Cleaning graffiti", The Orange County Register, Feb. 6, 1993.
7. Graph- "California Projected 12-18 year old population"- California Department of Finance, Demographics Unit.
8. Graph-"Orange County Juvenile Vandalism/Malicious Mischief arrests"- The Orange County Juvenile Probation Dept., 1994.
9. Graph- "Orange County Juvenile Vandalism/Malicious Mischief arrests".
10. California Department of Finance (demographics research unit) 1994.
11. National Graffiti Information Network, newsletter, Hurricane, Utah.
12. John M. Glionna.
13. Charles Metivier.

BIBLIOGRAPHY

Arancibia, Juan C. "Panel Takes Steps to Fix Anti-Graffiti Ordinance", The Press-Enterprise, Feb. 26, 1993.

Glionna, John M. "L.A. Taggers up the ante, guns added", Los Angeles Times, May 1993.

Graph-"California Projected 12-18 year old population"-California Department of Finance, Demographics Unit.

Graph-"Orange County Juvenile Vandalism/Malicious Mischief arrests"-The Orange County Juvenile Probation Dept., 1994.

Metivier, Charles, "Cost of Cleaning Graffiti", The Orange County Register, Feb. 6, 1993.

National Graffiti Information Network, newsletter, Hurricane, Utah.

Palos, Sergio, "War of the Walls", The Los Angeles Times, July 14, 1993.

Random House Webster's College Dictionary, New York:: Random House, 1992, page 579.

Skogan, Wesley G., Disorder and Decline, Berkeley and Los Angeles: University of California Press, 1990, page 49.

TABLE OF CONTENTS

Section I	<u>Introduction</u>	
Background and Issue Identification.		1
Scanning Literature.		3
Root Causes.		4
Law Enforcement Reaction		4
Current and past Strategies.		6
Conclusion		7
Overview		7
Section II	<u>Forecasting the Future</u>	
The Issue.		9
Sub Issues		9
Futures Wheel.		9
Trend and Events Identification (NGT).		11
Trends Selected for Forecasting.		12
Events Selected for Forecasting.		14
Trend and Event Forecasting.		17
Trend Graphs		18
Event Graphs		29
Analysis of Cross Impact Evaluation.		39.
Cross Impact Evaluation Matrix Event to Events.		43
Cross Impact Evaluation Matrix Event to Trends.		44

Future Scenarios	45.
Scenario 1 - Most feared future	45
Scenario 2 - Most likely future	47
Scenario 3 - Most desired future.	49
Policy Consideration Development	52
Policy Considerations.	53

Section III Strategic Plan

Situational Background	54
Mission Statement.	55
Environmental Analysis	55
Organizational Capability.	59
Stakeholder Analysis	61
Developing Alternative Strategies.	65
Strategy 1	66
Strategy 2.	66
Strategy 3.	67
Selected Strategy.	67
Implementation Plan.	69
Conclusion	74

Section IV Transition Management Plan

Transition Management Situation	75
Critical Mass.	77

Management Structure	82
Techniques to Support Implementation/Change.	84
Transition Management Plan Timetable.	87
Section Summary.	88
Conclusion	88
Endnotes.	91
Bibliography.	94
Appendix 1 Nominal Group Panel Members:	96
Appendix 2 Candidate Trends identified by the NGT panel.	97
Appendix 3 Candidate Events identified by the NGT panel.	99
Appendix 4 California Projected 12-18 year-old population.	101
Appendix 5 Orange County juvenile vandalism/malicious mischief arrests.	102
Appendix 6 Orange County hard dollar costs asso. with repair/removal of vandalized property	103
Appendix 7 Trend Analysis Charts.	104
Appendix 8 Event Analysis Charts.	106

ILLUSTRATIONS

1. Futures Wheel	10
2. Trend Evaluation Table	17
3. Trend Graph T-1 -Status of traditional family structures	18
4. Trend Graph T-2 -Level of Tagging gangs involvement in violence	19
5. Trend Graph T-3 - Prevention Education K-8	20
6. Trend Graph T-4 -Status of Economic conditions	21
7. Trend Graph T-5 -Level of community involvement	22
8. Trend Graph T-6 -Taggers discover new ways and technologies to obtain their goal	23
9. Trend Graph T-7 -Level of Government resources	24
10. Trend Graph T-8 -Status in Orange County of hard dollar costs associated with repair/removal of vandalized property.	25
11. Trend Graph T-9 -Level of Orange County juvenile vandalism/malicious mischief arrests	26
12. Trend Graph T-10 -Demographic changes in California of 12-18 year-old population	27
13. Event Evaluation Table	28
14. Event Graph E-1 -State mandates prison time for graffiti offender	29
15. Event Graph E-2 -Street gangs declare war on taggers.	30
16. Event Graph E-3 -New law passed requiring community service from parent/child, for 1st time graffiti offender.	31
17. Event Graph E-4 -Uniform school dress code adopted	32
18. Event Graph E-5 -Grant awards to local business to employ youth	33

19. Event Graph E-6 -Media agrees to refrain from reporting tagging	34
20. Event Graph E-7 -California bankrupt	35
21. Event Graph E-8 -Criminalized 601 status offenses.	36
22. Event Graph E-9 -Scientists develop vandal-proof surfaces.	37
23. Event Graph E-10 -U.S. becomes involved in large-scale war.	38
24. Event to Event Cross Impact Evaluation Matrix	43
25. Event to Trend Cross Impact Evaluation Matrix.	44
26. Stakeholder Assumption Map	64
27. Critical Mass readiness/Capability chart	79
28. Critical Mass.	82
29. Organizational Chart	84
30. Responsibility Chart	86

INTRODUCTION

Background Issues and Identification

Graffiti has been part of mankind's experience since the days of the caveman. Graffiti is defined as markings or drawings for purposes of artistic expression, political statements, acts of hatred aimed towards groups or individuals, territorial or "turf" designations, etc.¹ Over the years, mankind has continued marking and drawing on available surfaces for many reasons. Even though graffiti is an old phenomenon, the reason behind the behavior remains fairly constant. Graffiti is used to send messages, tell stories or obtain recognition for the producer of the writing. Why individuals feel the need to obtain that recognition encompasses a myriad of complex factors. However, within the past five years there has been a significant shift in the pattern of graffiti, and this change is the focus of this study. This new pattern of graffiti is termed "tagging".

Tagging-graffiti is normally produced by young people ranging from twelve to twenty years of age² and is defined as nicknames, aliases, letters, pictures, or markings that are usually placed on structures for purposes of obtaining recognition by their peers. The term "tag" signifies the most brief name on a wall.³ Tagging-graffiti has literally exploded in California and has caused a tremendous increase in time and financial losses by law enforcement and the communities they serve.⁴ It is spreading well beyond the normal boundaries and techniques of the past and, if this trend is not checked, it has the potential of severely negatively impacting California law enforcement in the future.⁵

Graffiti is no longer confined to the poor class neighborhoods where "gang", and "turf" type graffiti has been around for decades. As long as graffiti remained in those neighborhoods, the general public and law enforcement were not very concerned or impacted by its' presence. However, it has now spread to all types of neighborhoods and communities and is being produced by all economic and social classes of people.⁶ Tagging-graffiti is not confined to a neighborhood or "turf"; rather the producer is

often motivated to spread his/her "tag" as far and wide as possible. The more there "tag" is "up" on a structure, the more recognition and fame they receive from their peers and those they wish to impress. Freeway signs, buildings, walls, benches, telephone poles, buses, trains, windows, etc. are all favorite targets and are indiscriminately damaged by spray paint, felt tip markers, glass etching tools, shoe polish, etc. or any other tool the "tagger" can use to put "up" his/her "tag".⁷ They roam in groups or "crews" ranging from two to approximately one hundred members. They "tag" their own initials, those of a friend, or of their groups or "crew" initials. They can cause thousands of dollars in damage to public and private property in a very short period of time.

It has gained massive media attention, (which the tagger desires), as well as attention from people living in or near ravished neighborhoods, schools and businesses. Citizens, business leaders, and politicians have taken note of this problem and bonded together to curb its spread. Graffiti has never before caused this kind of outrage and activism by community grass root groups such as service clubs, church groups, school children, bounty hunters, etc. They fear for the future of their communities if it continues to spread. The citizens look to law enforcement to take a lead role in this fight. In examining this issue it is also important to note that this new pattern of graffiti is a growing problem and could present a significant impact in the future for California law enforcement. Hence, the need for this futures study has been created.

The purpose of this study is to determine what strategies law enforcement can employ to reduce tagging-graffiti by the year 2004. After determining that the issue of tagging-graffiti is a valid future concern for law enforcement, the writer and a focus group developed sub-issues as they relate to the main issue, and are included within this futures study. A technique of "futures wheel" (see Illustration #1, Section II) drawing was employed to map out these sub-issues and to more clearly demonstrate their nexus to the main issue. Sub-issues regarding the coalitions and relationships

that law enforcement will form in attacking this problem were considered. How future technologies will help cause or prevent "tagging-type" graffiti will also be evaluated as well as what resources law enforcement will need to manage the issue.

Scanning literature

Scanning newspapers and magazines produced daily articles (over 100 collected) describing the decline and disorder of many cities on a world wide basis. Tagging-graffiti is considered one of the indicators of that disorder and the "breaking down" of control in cities. Graffiti and other forms of vandalism are gaining momentum and, unless checked, will continue to spiral out-of-control.⁸

For example, a recent Southern California newspaper article described "graffiti-weary city officials trying to plug holes in a year-old ordinance already made obsolete by new methods of vandalizing property" such as glass etching, shoe polish, etc.⁹ Another article illustrates how Orange County cities spent over four million dollars in 1992 removing and repairing graffiti damage representing a 100% increase over 1991.¹⁰ If left unchecked, by the year 2004 the current trend could end up costing Orange County alone over twenty million dollars.

In addition to those examples, the Orange County probation department reports that vandalism/malicious mischief arrests have exploded since 1990, showing a 100% increase over the past three years.¹¹ In the first quarter of 1994, statistics reported by all Orange County law enforcement agencies demonstrated how many gang-related vandalism arrests were the result of tagging-graffiti crimes. They reported that over 45% of the crimes against property were due to tagging-graffiti.¹²

Another factor in determining future growth of this problem is in the area of demographics. The majority of arrests for tagging-graffiti are juveniles. The California Department of Finance (demographics research unit), forecasts that the California twelve to eighteen year old population will grow from approximately 2.8 million in 1993 to approximately 3.8 million in 2004.¹³

Root Causes

The root causes of the behavior by "taggers", according to psychologist Dr. Donna Seay, stem from a feeling of anonymity and of not being socially accepted.¹⁴ Young people especially want to be recognized and accepted into a group. As California moves towards the twenty first century there are concerns that there will be an increasing disenfranchisement of individuals as they "get lost" in the information society. In scanning newspapers and magazines there is overwhelming evidence regarding the increasing needs for young people to obtain recognition. In interviews of taggers they openly admit "I bomb because I like the fame and the chase",¹⁵ and they have appeared at political meetings suggesting they are victims of our community".¹⁶ Extensive interviews of taggers (they prefer to be called "writers" or "piecers") has been conducted by journalists,¹⁷ probation, and police officers,¹⁸ and their theme is consistent. Taggers don't consider themselves gang members, but "just a bunch of bored kids looking for fun and respect from their peers".¹⁹

Several high ranking law enforcement officials and taggers were interviewed from the larger community and enjoy the company and recognition of their peers. Law enforcement officials have concerns about increasing issues of vandalism in the future.²⁰ Therefore, it is possible to forecast a continuing desire for young people of all social classes to continue a need to be recognized and to be socially accepted. These factors, plus demographic changes showing increasing numbers of juveniles in California, demonstrate a strong case for an expected increase in tagging-graffiti crimes by the year 2004.

Law Enforcement Reaction

Law enforcement officials need to plan for these possible outcomes and help the citizens they serve feel safe and in-control of their communities. Citizens in many communities look at their present reality regarding tagging- graffiti and other signs of disorder and fear the future will only bring more of the same. In listening to people in the community, law enforcement officials hear complaints of frustration, fear, anger,

and pessimistic attitudes about law enforcements' ability to do anything about graffiti.²¹ Throughout the United States, people are reluctant to call law enforcement because "they believe nothing can or will be done".²² This is true even in areas where the crime rate has remained constant. The future scenario based upon those perceptions and assumptions is very bleak. Why then are citizens growing more concerned about the safety of their communities? One reason appears to be due to tagging-graffiti and other forms of vandalism which are allowed to remain and appear to go unchecked. This then creates an atmosphere of social disorder.²³

This issue of public fear alone makes the study of strategies that law enforcement may employ to reduce this type of crime of major importance. It becomes apparent that law enforcement has a major role in the future development of those strategies. Law enforcement executives will have to decide how to deploy dwindling resources in light of these type crimes.²⁴

There is evidence suggesting a need to develop coalitions with other agencies will continue to be a necessity in planning for the future. For example, in 1993 the city of Rialto was the recipient of the California cities "Helen Putnam" award for excellence in the category of government efficiency and responsiveness. They organized a S.C.A.T. (street crime attack team) team in 1991, but initially had only minor success. As the team began to develop intelligence networks with patrol officers, school teachers, and convinced local politicians to push for tougher ordinances and laws, they obtained much more success. They also built coalitions with juvenile court officers, citizen informants, and local newspaper reporters to add to their success. Although complete eradication of tagging-graffiti has not been obtained, there is noticeable improvements, (reduction of tagging-graffiti crimes), in the community.²⁵

This bonding of government agencies and ordinary citizen groups has been reported across the whole nation and has had varying degrees of success, but most reports show improved effectiveness when working together with law enforcement and not as separate entities.²⁶

The National Graffiti Information Network Center encourages the networking of parents, teachers, probation officers, judges, police, community groups, etc., in combatting the tagging-graffiti problems throughout the nation.²⁷

The author of this study tested this idea by organizing 1400 homeowners, teachers, and church members in his own neighborhood to network information, cleanup graffiti, and to push government into taking action. In a cooperative effort with citizens volunteers and the Jurupa Community Services District, there has been a tremendous improvement in the tagging-graffiti problems within the community.²⁸

A graffiti task force appointed by the Orange County board of supervisors reported in June, 1993 that "although the county has increased efforts to clean up graffiti, more needs to be done to prevent it from occurring in the first place. The county and cities must work together to reverse the spread of graffiti. This is a problem that can no longer be dealt with in a piecemeal fashion".²⁹ Therefore, a strong case is presented for building coalitions and partnerships with government agencies and citizen action groups.

Current and past strategies

The scanning of the environment allows one to observe the current strategies law enforcement and communities are attempting to employ to reduce tagging/ graffiti. Efforts including volunteer citizen patrols,³⁰ stronger societal sanctions,³¹ parenting skills instruction,³² clean-up efforts,³³ prevention through education,³⁴ etc., are all being employed in one place or another in an attempt to curb this kind of vandalism.

A scan of the available literature makes it obvious that the "broken window" phenomenon as described by Wilson & Kelling in 1982, is a local, state, national and international concern. Wilson & Kelling described the breakdown of community and policing controls and the resulting increases of "broken windows".³⁵ Their findings focused on the results of unchecked vandalism, (of which tagging-graffiti would be included), and other behaviors that breed disorder. This "behavior" has also been discussed by Skogan in his work on the spiral of decay in American neighborhoods and

its attendant disorder and decline in the quality of life. Both researchers also point out early policing models did not focus on "crime fighting", but on maintaining order and a "night watchman" approach.³⁶ That kind of policing philosophy had an order-maintenance origin and appears to have been successful in the past.

Conclusion

This study will be designed to identify strategies that can be employed over the next ten years. Whether the strategies will be applied incrementally over the ten-year period or within a shorter time frame may be dependent upon law enforcements' ability to provide a single driving force, or whether coalitions are required to enable the plans to move forward. In any case, the emerging trends and current strategies will be viewed in terms of future scenarios so that the most effective and efficient future alternatives will be chosen.

Law enforcement needs to develop strategies that go to the root of the problem and create some remedies that will provide for future maintenance. The necessary strategies can be found and a coordinated effort by communities and law enforcement can provide for a more favorable future scenario, one in which hope is high and citizens can observe more order and less decay of their neighborhoods. When we consider tagging-graffiti and costs of law enforcement, prosecution, clean-ups, etc., in addition to the social costs pertaining to the decay and decline of our neighborhoods and the resulting disorder, it is apparent law enforcement must re-invent the way they do business in order to plan for a more effective and optimistic future.

Overview

This study is presented in three sections. The futures study identifies ten related trends and ten possible future events that could impact the issue. These trends and events are examined, analyzed, and used as the basis for the development of possible future scenarios.

The next section is a strategic management plan. A hypothetical "what if. . ." or most desired future scenario was selected as a possible future to develop a strategic

plan for a fictional target organization. The plan includes a situational analysis, using the STEEP and WOTS UP process, identification of stakeholders, and an implementation plan, designed to manage the strategy.

The study concludes with a transition management plan. The fictional organization is provided with a road map to develop an enforcement and graffiti prevention education plan. The plan will prepare the organization's future command level managers with the information they will need to effectively manage tagging-graffiti over the next ten years.

SECTION II

FORECASTING THE FUTURE

The issue and sub-issues are examined in this section, and a list of relevant trends and events are identified. Ten trends and ten events will be forecasted and analyzed. These trends and events will then serve as the basis for three future scenarios, as well as a guide for developing some policy considerations.

The Issue

What strategies will law enforcement employ to reduce tagging-graffiti by the year 2004?

Sub-issues

A consensus group (Jim MacMurray, Captain-Los Angeles Police Department, Tom Hoffman, Captain-Inglewood Police Department, and Richard Tefank, Chief-Buena Park Police Department) met with the author and identified three sub-issues believed to be essential in studying the issue. The sub-issues are:

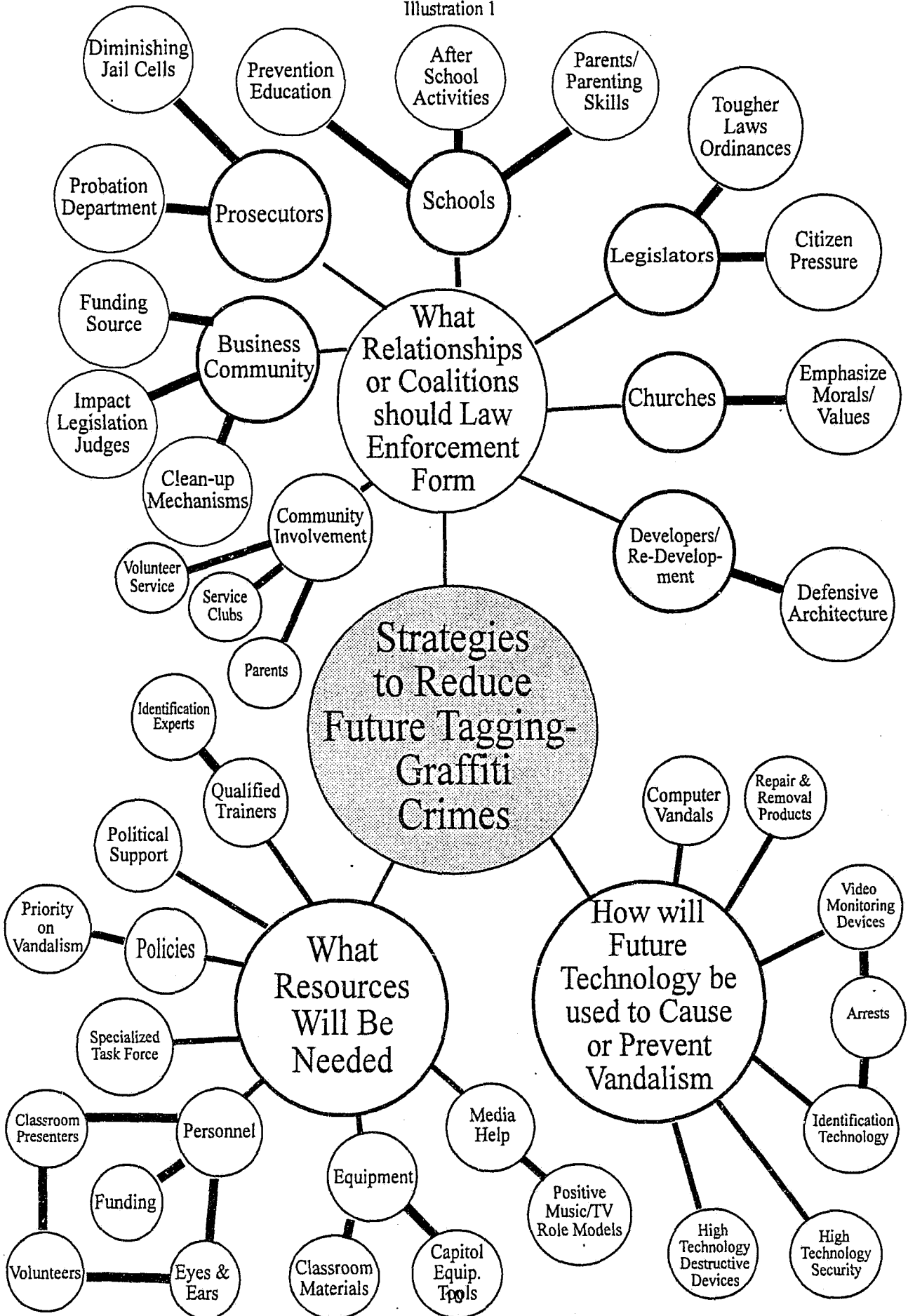
1. What relationships/coalitions should law enforcement form to impact this issue?
2. What impact will future technologies have on the issue?
3. What resources will be needed to manage the issue?

Futures Wheel

A futures wheel (Illustration 1) is presented to provide the reader and the author with an illustration to visualize the relevance of the sub-issues to the central issue question. It was developed with the assistance of the focus group.

FUTURES WHEEL

Illustration 1



Trend and Event Identification (NGT)

The author met with a panel of ten professionals (appendix 1) and using the Nominal Group Technique (NGT), a candidate list of thirty-seven trends and thirty-one events relevant to the issue questions were identified (appendixes 2 and 3). The ten panel members were:

Tim Sullivan, Owner of Graffiti Removal Co.
Tom Wright, Orange County Juvenile Hall Director
Barbara Biaz, Orange County Juvenile Justice Commission
Jim McMurray, Captain Los Angeles Police Department
Tom Hoffman, Inglewood Police Department
Jerry Horton, Elementary School Principal
Linda Wheeler, Jr. High Assistant Principal
Jeff Winters, Deputy District Attorney
Tom Halverson, School Superintendent
Alan Bediamol, Crime Analyst

The purpose of using the Nominal Group Technique in the forecasting of events and trends is to bring together an expert, (in relation to the main issue), panel of diverse individuals who work together and individually to produce candidate lists of trends and events. This panel consisted of law enforcement officials, juvenile hall administrators, school principals and administrators, a deputy district attorney, a crime analyst and a graffiti removal private business owner. The panel worked together in submitting candidate trends and events in a round-robin fashion. The panel then silently ranked the top ten trends and events and then discusses and fine tunes those selected in another open discussion. This technique is a proven method for gathering quality trends and events.

Before the candidate list was developed, the group was informed of the issue and sub-issue questions being studied and the STEEP process of trend and event categorization.

Trends selected for forecasting

The NGT panel used trend screening and silent voting to select the ten trends as most important to the study for forecasting. They were provided with hard data trends (appendixes 4, 5, and 6) and the panel agreed they should be in the top ten trends. The following trends were developed by the panel.

T-1 Status of traditional family structures.

The American Demographics magazine forecasts that a "traditional" family structure, a married couple with dependent children, will shrink from thirty-three percent of the population in 1990 to twenty-six percent by 2010. The panel reviewed and agreed with those statistics, and felt that changes in this structure would impact the value instruction, supervision, and need for attention by the juvenile population in California, thus impacting the level of tagging-graffiti involvement by those youths. The panel felt this trend would have a negative impact on the issue.

T-2 Level of tagging gangs involvement in violence

The panel was concerned about graffiti vandals organizing into gangs that fought with each other and with "turf-oriented" gangs. This adds to the future concerns of graffiti evolving into crimes against persons as well as a property crime issue.

T-3 Prevention Education K-8

Prevention education that is included in K-8 curriculum was seen as a significant trend that would have long term impact on the issue. Drug Abuse Resistance Education, gang prevention, and other social issues brought into the classroom were seen as an important trend.

T-4 Status of economic conditions

Although tagging-graffiti vandals seem to cross all ethnic and social lines, funding for programs, enforcement, etc. has a direct impact on the issue. Statewide or national economic changes could dramatically effect employment, and other major areas of everyday life that could either increase or decrease tagging-graffiti crimes.

T-5 Level of community involvement with government/schools

The impact of citizens becoming involved in this issue was considered important to the panel. Volunteer work, networking with government, political pressure, parent involvement, etc. can all have a significant impact on the issue.

T-6 Taggers finding new ways to achieve their goals

The panel felt that spray paint, glass etchers, felt markers, etc., may be significantly less destructive than new technology coming down the road. A laser tool in the hand of a "tagger" could have devastating impacts beyond what society currently sees. Current efforts to clean-up or to restrict access to graffiti implements could be completely circumvented by new technology.

T-7 Level of government resources

Future changes in funding or other resources available to government would impact abilities to respond to the issue.

T-8 Level of Orange County hard dollar costs associated with repair/removal of "tagged" property

Orange County reports an increase of one million dollars in 1988 to four million dollars in 1993 for repair/removal of tagged property. Further changes in this area would have significant impact on the issue.

T-9 Level of Orange County Juvenile Vandalism/malicious mischief arrests

Orange County probation department reports approximately six hundred arrests in 1990 for juvenile vandalism/malicious mischief. The arrests in 1993 for the same crime was approximately one thousand three hundred. Levels of arrests in this area is considered an important trend as it relates to the issue.

T-10 Changes in Californias' projected 12-18 year old population

The California Department of Finance Demographics Research Unit estimates the projected 12-18 year-old population to change from 2.8 million in 1993 to 3.8 million by 2004. Changes in the levels of this population are considered an important trend by

the panel as it relates to the issue.

Events selected for forecasting

The panel identified ten of the candidate events as those most important to forecast for future study. The events are:

E-1 State mandates prison time for graffiti offender

In this event the state passes a law making prison time for a convicted "tagger" mandatory. The panel felt this event would have a positive impact on the level of tagging-graffiti crime, but a low level probability (50%) of occurring in the next ten years.

E-2 Street gangs declare war on taggers

The panel felt that a series of violent acts between traditional "turf" gangs and roaming "tag crews" could result in an event that over time would cause constant "war" between the rival groups, thus moderately impacting the level of tagging-graffiti crime. The probability of this occurring was 75% five years from now.

E-3 New law passed requiring community service from parent/child, for first time graffiti offender

Much like E-1, this law would require first-time tagging-graffiti offenders to perform a set number of community service hours with their parent. This event would impact parent supervision and awareness of the child's conduct. The panel felt this event would have a highly positive impact on the issue, but a low level of probability (50%) for occurring in the next ten years.

E-4 Uniform school dress code adopted

This event would impact the tagging-graffiti clothing worn by those regularly involved in the crime. By eliminating these emblems of recognition, the desire to be recognized and respected by their peers would be impacted. The panel felt this event would have a moderately positive impact on the issue, but a low probability (50%) of occurring in the next ten years.

E-5 Grant awards to local business to employ youth

This event provides grant monies to local businesses for the purpose of employing more juveniles and impacting their available time for tagging-graffiti crimes. The panel felt this event had a positive impact on the issue, but a low probability (60%) of occurring in the next ten years.

E-6 Media agrees to refrain from reporting tagging

This event results from an awareness on the media's part about the overall negative impact on society by reporting on "taggers". This impact is not sufficiently off-set by profits or the public's right to know about such conduct. Levels of tagging-graffiti reporting by the media directly impacts the goal of recognition by the "tagger". The panel saw this as a positive event for impacting the issue, but again a low probability (50%) of occurring in the next ten years.

E-7 California bankrupt

Because of increasing business failures and national economic patterns, California is stretched to the breaking point and goes bankrupt. Federal assistance is required. The ability to apply government resources towards tagging-graffiti is impacted. The panel felt this would have a highly negative impact on the issue with an 80% possibility of occurring in the next ten years.

E-8 Criminalize juvenile status offenses (i.e. truancy, runaway, etc.)

This legislative event causes the welfare and institution codes relating to runaways, current violators, incorrigibles, etc., to be returned to their old status as crimes. They would be arrestable offenses and would be used to remove juveniles involved in those crimes. They may be incarcerated, and this could impact tagging-graffiti crimes. The panel saw this event as having a moderately positive impact on the issue, but with a low probability (20%) of occurring in the next ten years.

E-9 Scientists develop paint-proof surfaces

This event was the product of technological advancements. This event was forecasted by the panel in 1993, and actually took place in Feb. 1994. Dow Chemical has

announced a paint that when dried cannot be defaced by other paints. The defacing paint will simply bead up and roll off like water. Dow chemical is currently trying to market the product for painting cars, but could later be used in any painted surface. The panel felt this event would have a highly positive impact on the issue, but a low probability (50%) of occurring in the next ten years.

E-10 U.S. becomes involved in large-scale war

This event causes the U.S. to become focused on a war. The impact of such an event could dramatically impact the level of tagging-graffiti crimes in California. The panel felt this event would have a positive impact on the issue, but a low probability (50%) of occurring in the next ten years.

Trend and Event Forecasting

A trend evaluation form was used to obtain the group's estimate of the level of each trend five years ago and what each "will be" in five years and ten years. Each trend was given a present day level of one hundred. The following table, (Illustration #2) represents the trend level estimates, with median forecasts, for the ten selected trends. A detailed explanation of the trend evaluation table can be located in appendix 7.

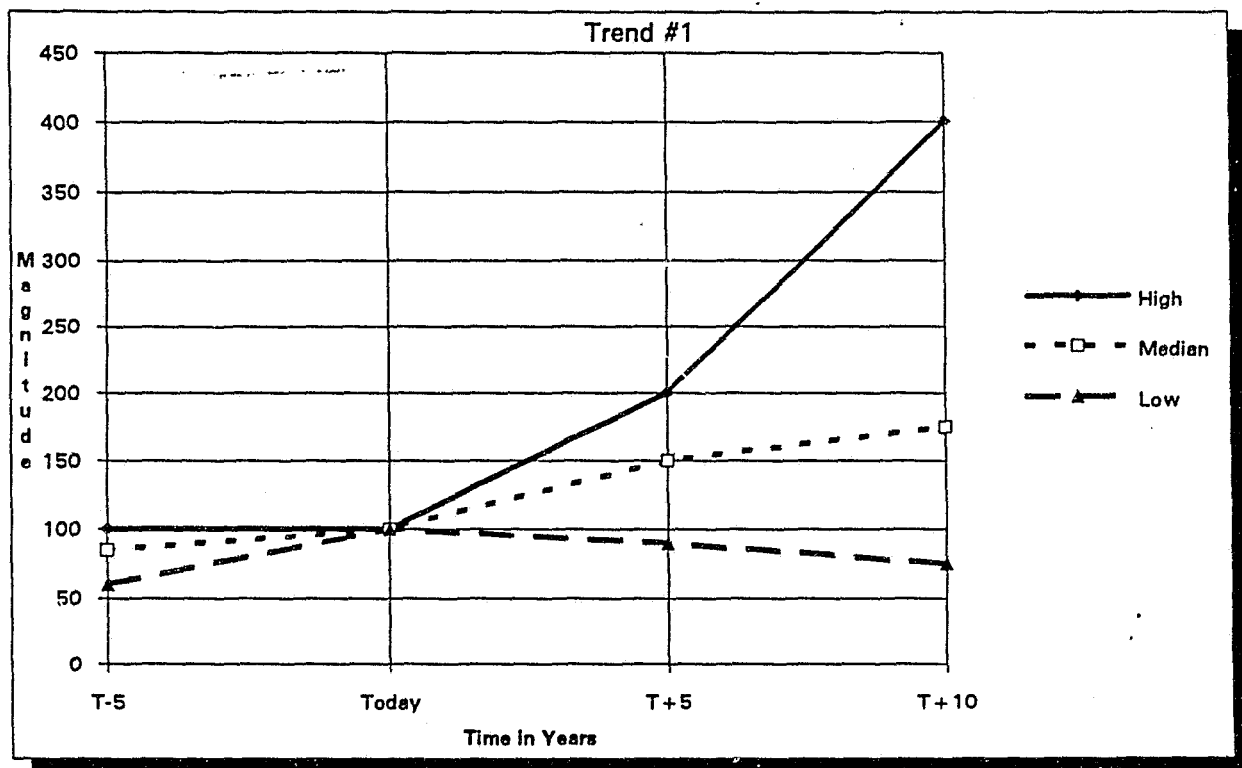
Illustration 2

	TREND STATEMENT (Trend Evaluation Table) Panel Median Forecasts	Level of the Trend (Today=100)			
		5 Years Ago	Today 1992	5 Years From Now	10 Years From Now
T1	Status of Traditional Family Structures	85	100	150	175
T2	Level of Tagging Gang Involvement in Violence	15	100	200	238
T3	Prevention Education K - 8	15	100	200	200
T4	Status of Economic Conditions	50	100	135	125
T5	Level of Community Involvement w/ Gov./Schools	50	100	135	200
T6	"Taggers" finding new ways/technologies to achieve goals	10	100	150	150
T7	Level of Government Resources	50	100	120	115
T8	Level of Orange County Costs for Repair/Removal of "Tagged" Property	50	100	150	200
T9	Level of Orange County Juvenile Vandalism/Malicious Mischief Arrests	45	100	150	188
T10	Changes in Calif. Projected 12 - 18 yrs. old population	73	100	143	165

This Table shows a median forecasts made by panel members with score starting with 100 for the year 1992 and projected movement of 5 and 10 years from now.

The group also estimated the level of each trend as it "should be" over the same time period. The group's upper and lower estimates of trend levels were identified and charted on trend graphs, along with the median estimates, as shown in illustration numbers 3 through 12.

Illustration 3
Status of Traditional Family Structures

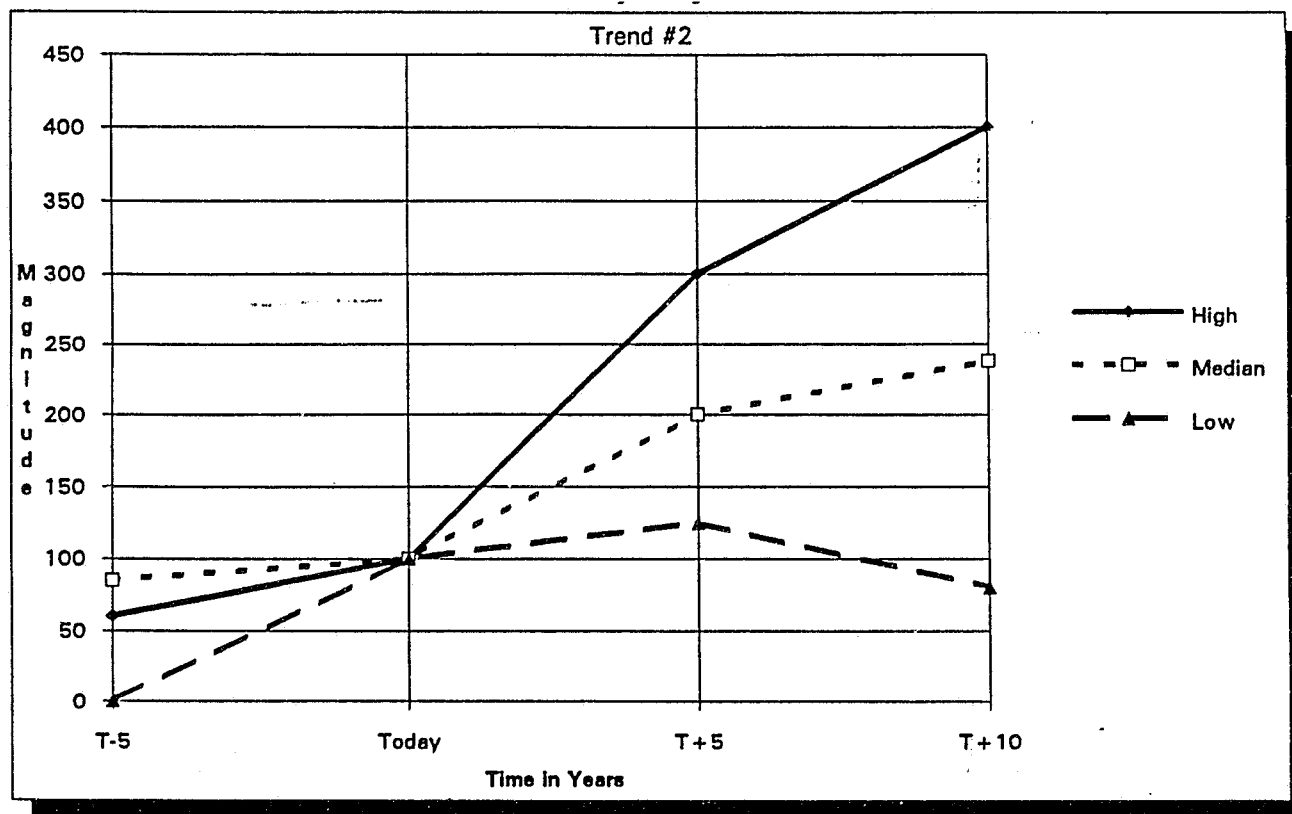


This chart shows a mild growth starting at the five years ago level and slowly rises through the ten years from now projection. The panel Median shows that the five years ago level was somewhat (-17%) less than today's status of the Traditional Family Structure. In addition, there will be a 50% increase during the projected five year trend with a slight rise of 17% at the ten year rank.

In examining the High's and Low's, the variance of both the five and ten year trends will increase drastically. The Median in five year trend was 25% less than the High; and in ten years, the Median was 56% less. The panel believed that both the community involvement and funds from the Government will positively affect this trend statement.

Illustration 4

Level of Tagging Gangs Involvement in Violence

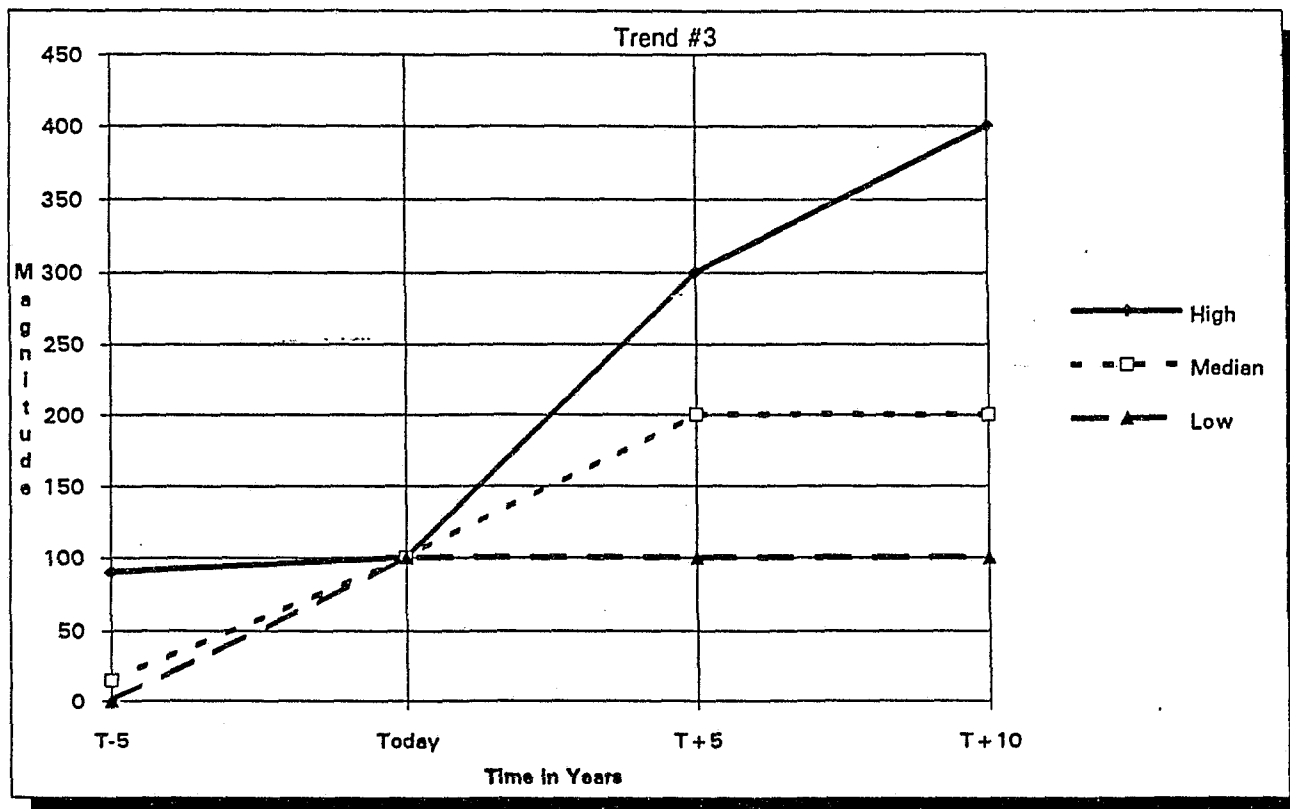


This trend shows that today's violence has grown significantly as compared to five years ago. The panel believes that this trend will continue to grow during the next five years, at a rate of 100%. This trend will then slowly peak out at the ten year mark. The panel feels that the federal and local programs will begin to have a positive impact on the level of gang tagging violence during the ten year period.

In examining the High and Low variables, the trends resemble the Median level. The variance for the High five year trend is 50% greater than the Median and at the ten year mark, the variance rises at 68% level. The Low trend peaks out at the five year mark.

Illustration 5

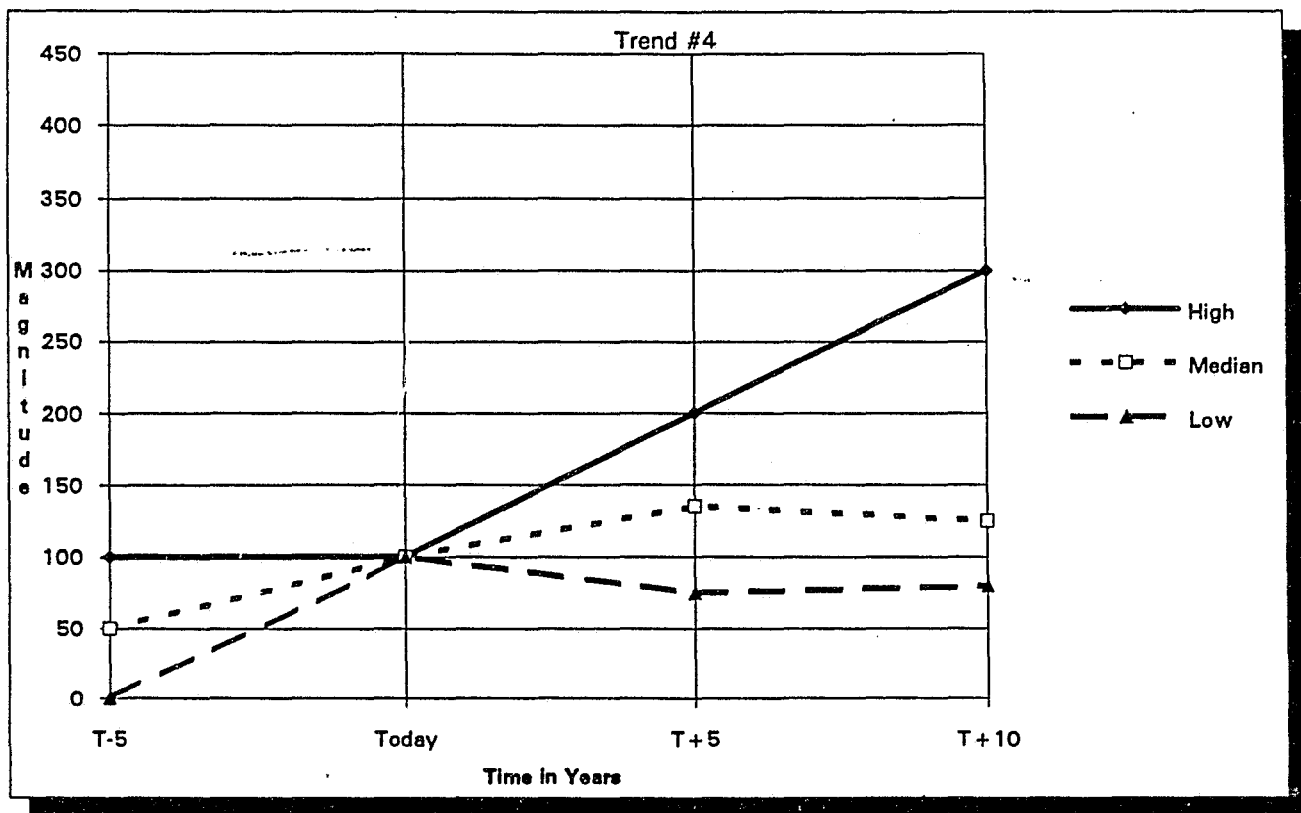
Prevention Education K-8



The Median level shows a significant growth starting at the five years ago mark and continues to rise during the five years from now projection (100% increase). This trend will then peak out at the ten year level. On the other hand, the High level projection will continue to increase during the five and ten year levels. The Low level flattens out during the five and ten year marks.

Illustration 6

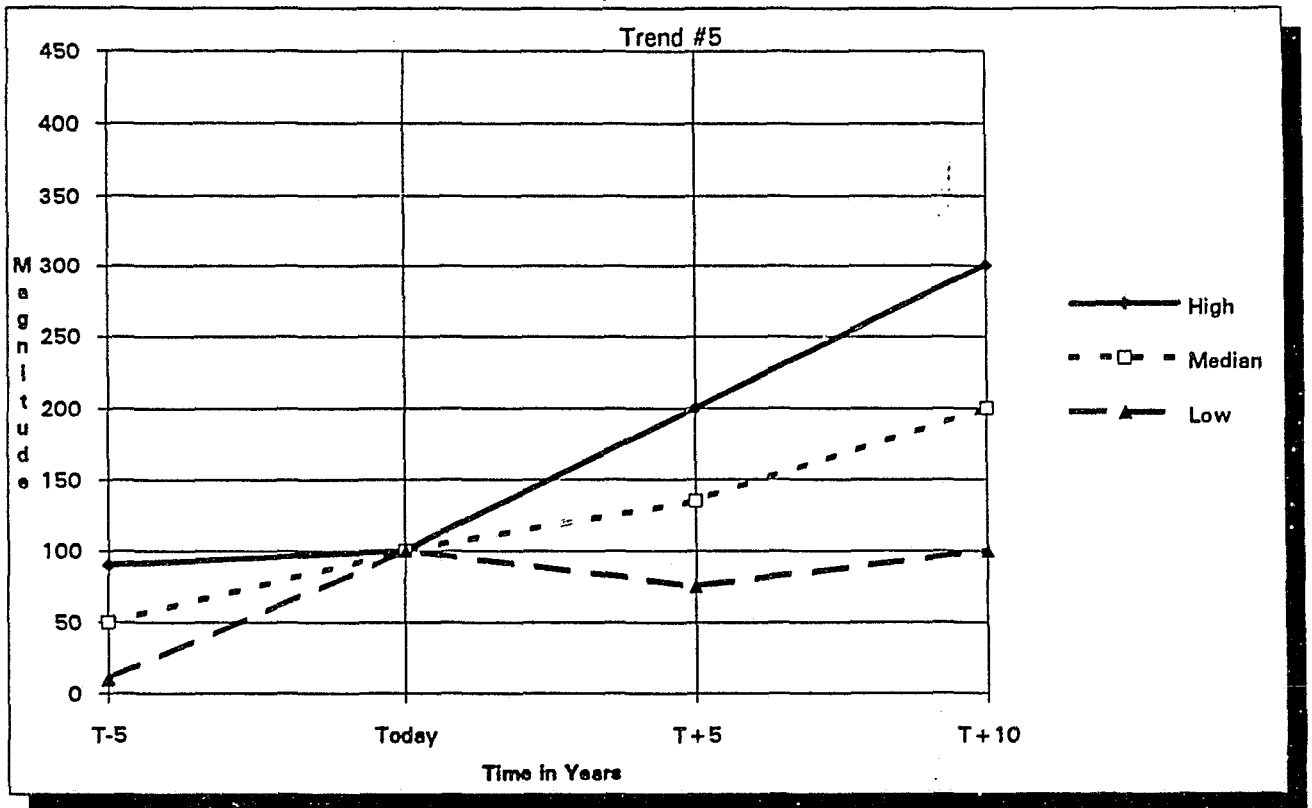
Status of Economic Conditions



As compared to five years ago Median, the today's Median of economic conditions grew by 100%. During the five years from now projection, the level will continue to increase by 35% and start to then peak out. The ten year projection will decline by 7%. On the contrary, both the High and Low levels continue to rise during the projected five and ten year periods.

Illustration 7

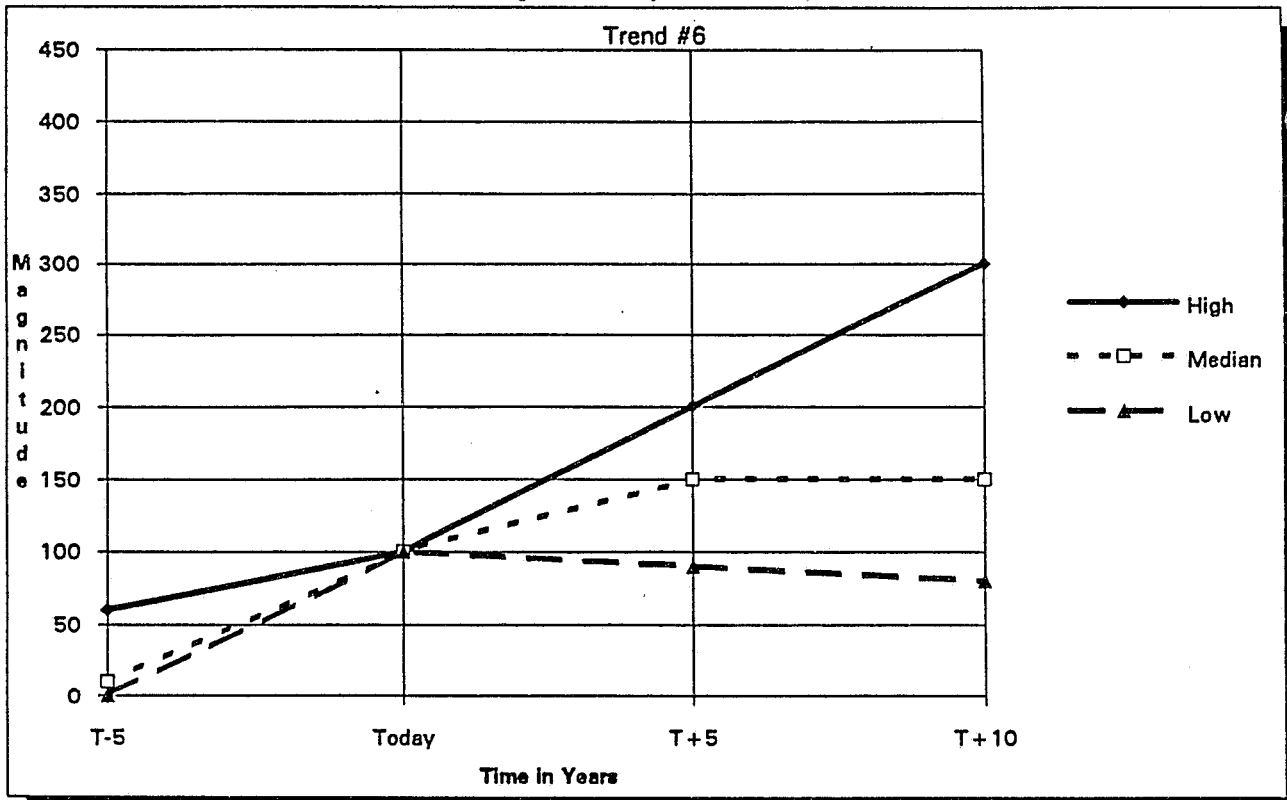
Level of Community Involvement w/Gov't./Schools



In reviewing the graph, the Median shows a positive level that begins at the five years ago time period and rises through the today by 100%. The trend continues to increase by 35% at the five years mark and ascends to the ten year period by 48%. Again, the High and Low levels resemble the Median level pattern.

Illustration 8

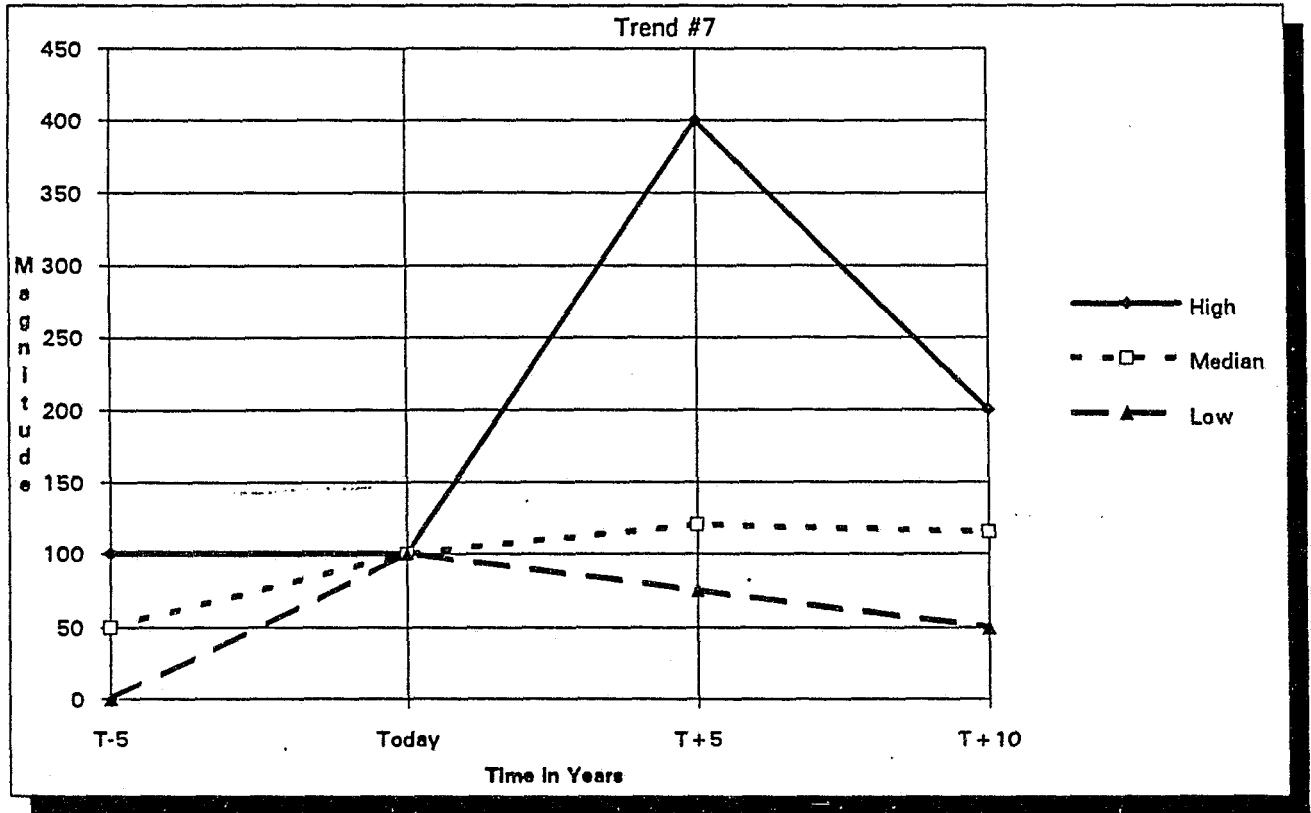
"Taggers" Finding New Ways/Technologies to Achieve Goals



The graph shows the Median level to be mildly positive. The trend begins at 100% increase from the five years ago level and grows to 50% during the five years period which stabilizes into the ten year projection. In examining the High trend, it shows a strong linear growth starting at the today projection period. On the other hand, the Low trend decreases mildly throughout the five and ten year periods.

Illustration 9

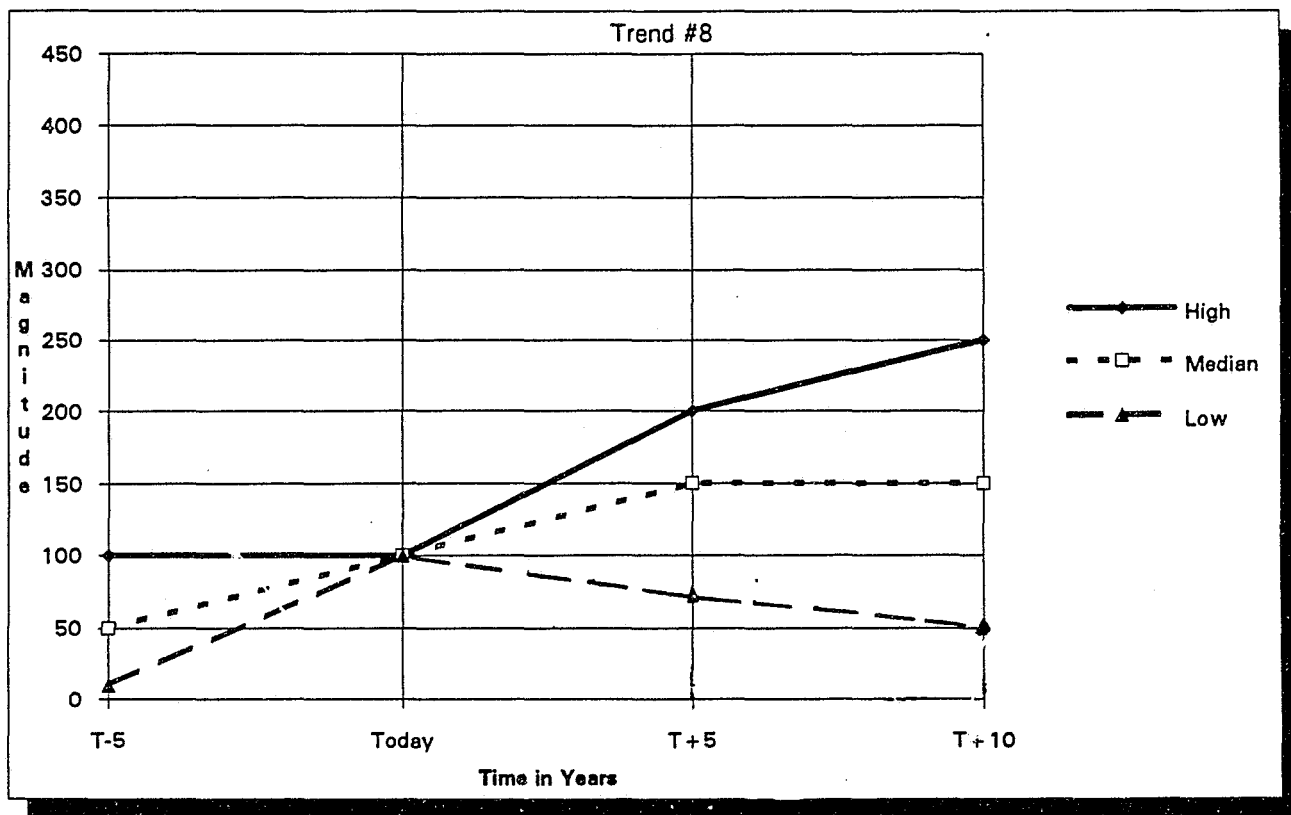
Level of Government Resources



The graph shows at the Median level to be somewhat positive. The trend begins at 100% increase from the five years ago level and slightly rises to 20% at the five year period and then descends by 5% into the ten year projection. The High trend shows a stable movement into the today level and climbs drastically towards the five year period.

Illustration 10

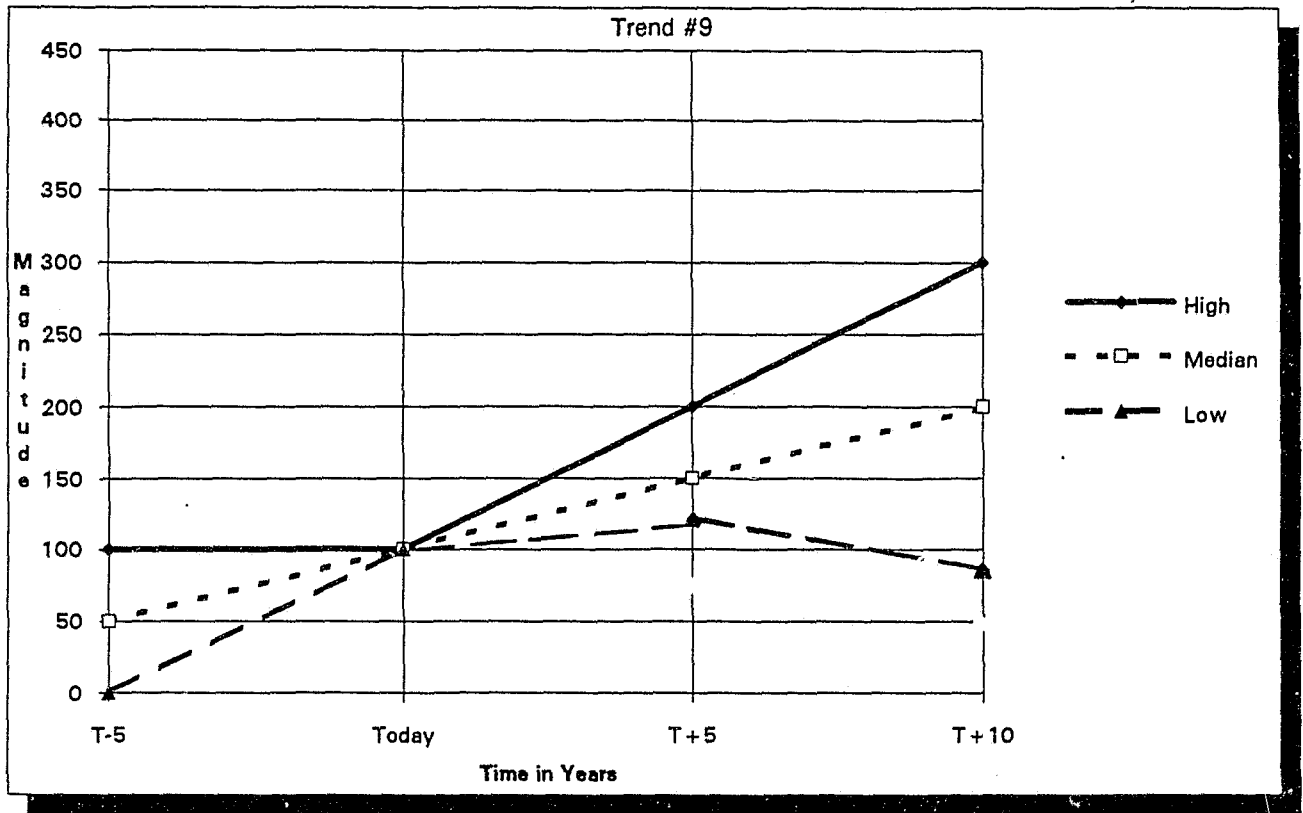
Level of Orange County Costs for Repair/Removal of "Tagged" Property



The chart depicts the Median level to be moderately positive. The trend begins at a 100% increase from the five years ago level to today and continues a positive linear trend during the fifth and tenth years. The High level shows a sound and positive linear trend starting at 95% five years ago mark, while the Low shows the opposite by showing a negative trend into the tenth year period.

Illustration 11

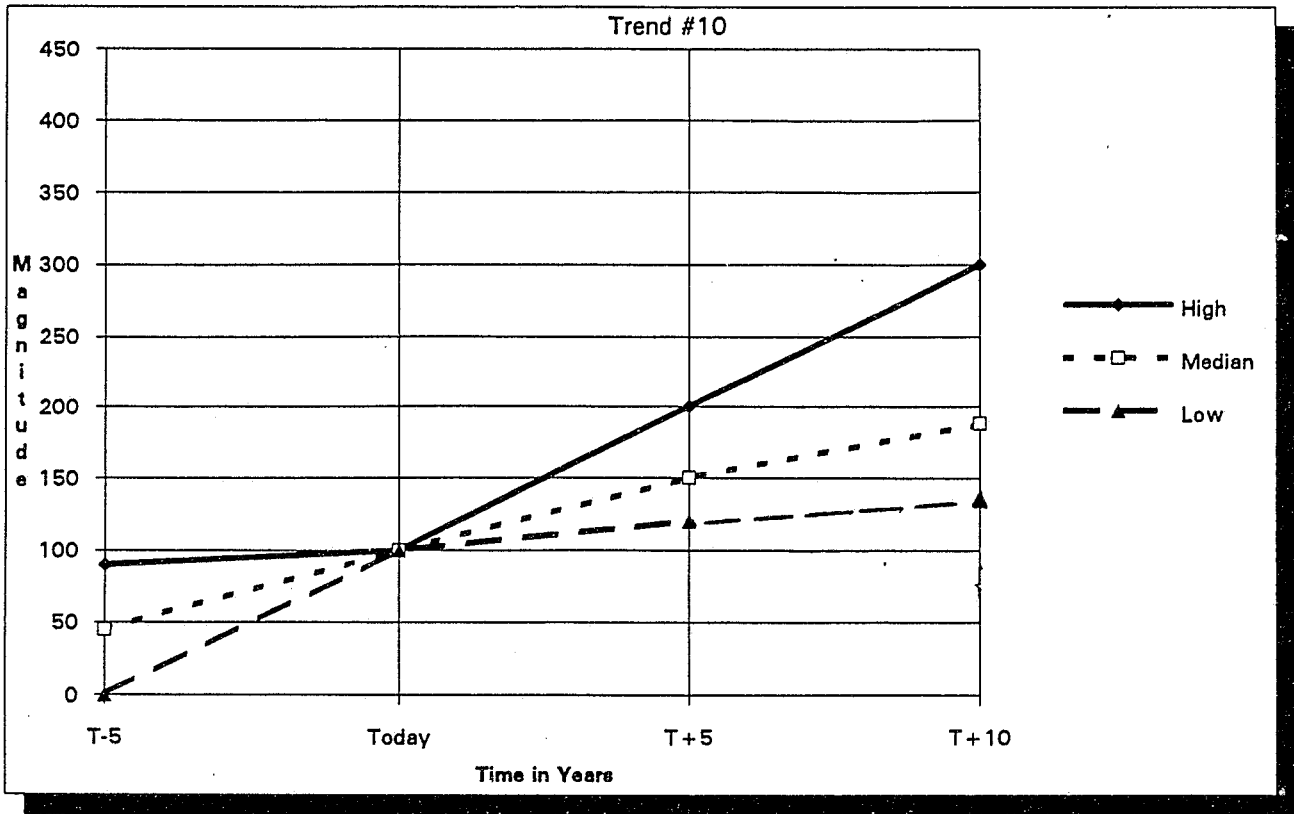
Level of Orange County Juvenile Vandalism/Malicious Mischief Arrests



The Median trend in the above graph is similar to the Median level displayed in Illustration #10 (trend 8). However, the above level shows a mild growth (37%) from the five years ago level to today's level. In the projections five and ten year levels, the trend develops into a positive growth. The High level shows a strong linear growth throughout each time period. The Low level starts at a 100% increase from five years ago and stabilizes during the five year projection and drops slightly during the ten year period.

Illustration 12

Changes in Calif. Projected 12-18 yr. old Pop.



The chart depicts a Median level with a sound linear growth. The trend begins at 100% increase from the five years ago level and rises to 50% during the five and ten year period. The High trend resembles a strong linear growth throughout each time period. On the other hand, the Low trend starts with a 100% increase from the five years ago level, and declines into the ten year projection

An event evaluation form was used to obtain the panel's estimate of the probability of an event occurring five and ten years from now. That probability is based on a point scale from zero to one hundred. Each event was also scored as to the impact on the issue, if the event occurred. It was given a score of zero to ten for both positive and negative impact. The panel also determined how many years until the probability of the event occurring exceeded zero. The following table (Illustration #13) represents the ten events and their scores. A detailed explanation of the event evaluation table can be located in appendix #8.

Illustration 13

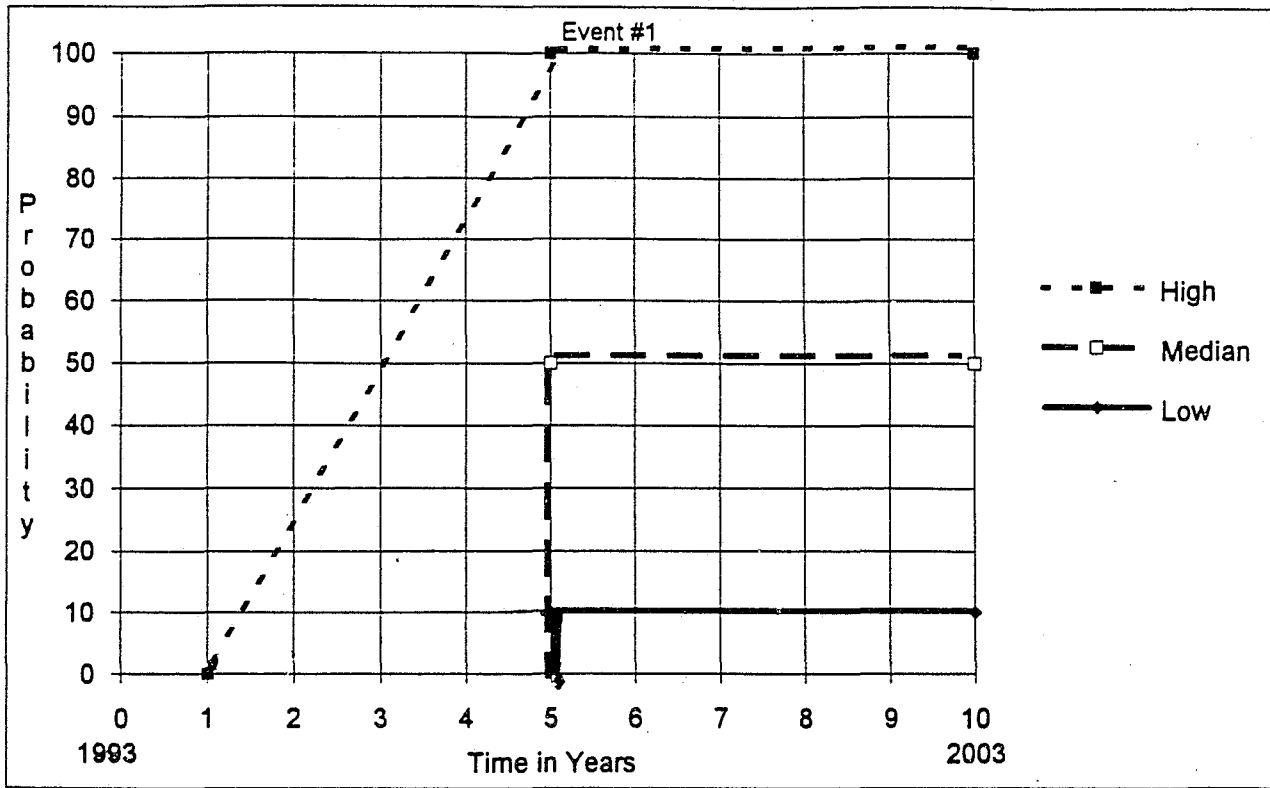
EVENT STATEMENT (Event Evaluation Table) Panel Median Forecasts		Probability			Impact on the issue area If the Event Occurred	
		Years Until P > 0	Five Years From now (0-100)	Ten Years From now (0-100)	Positive (0-10)	Negative (0-10)
E1	State mandates prison time for graffiti offender.	5	50	50	7	0
E2	Street gangs declare war on taggers.	2	75	70	5	2
E3	New law passed requiring community service from parent/child, for 1st time graffiti offender.	5	25	40	8	0
E4	Uniform school dress code adopted.	2	50	50	5	0
E5	Grant awards to local business to employ youth.	2	60	60	6	0
E6	Media agrees to refrain from reporting tagging.	2	50	60	5	0
E7	California bankrupt.	3	70	80	0	10
E8	Criminalized 601 status offenses.	5	20	50	5	0
E9	Scientists develop vandal-proof surfaces.	3	60	75	10	0
E10	U.S. becomes involved in large-scale war.	5	50	50	7	0

Event Statement Chart

The above Chart illustrates the panel's forecasted probability of occurrence and the positive or negative impact for each of the selected events. An analysis is shown in appendix 8.

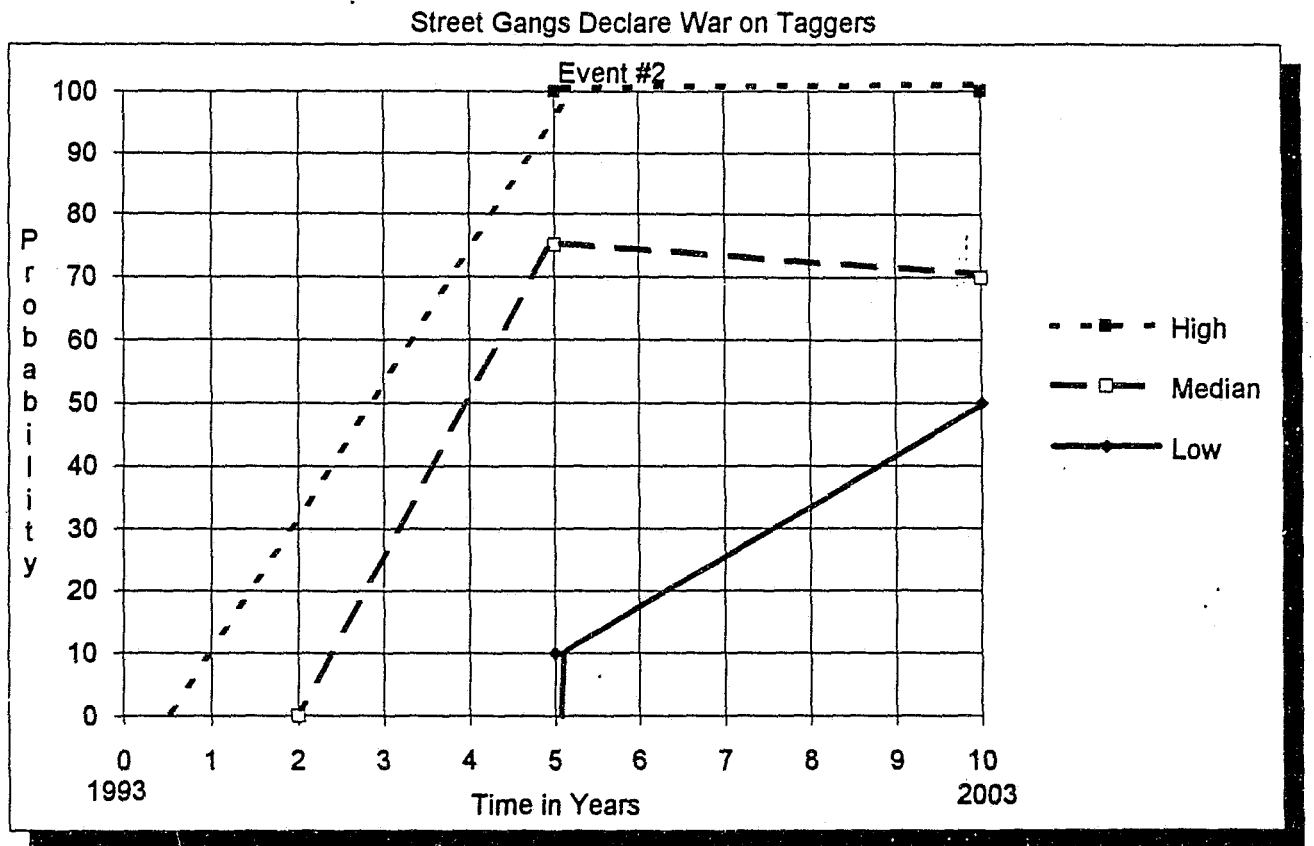
Illustration 14

State Mandates Prison Time for Graffiti Offender



The graph shows both the Median and Low levels to start at five years and stabilize during the next five years. The Median begins at 50% and remain at 50% while the High trend significantly starts at year one and rises to 100% and remains the same to year ten. The Low level begins at the fifth year with a low probability and during the periods five through ten years there is a 10% chance this event will occur.

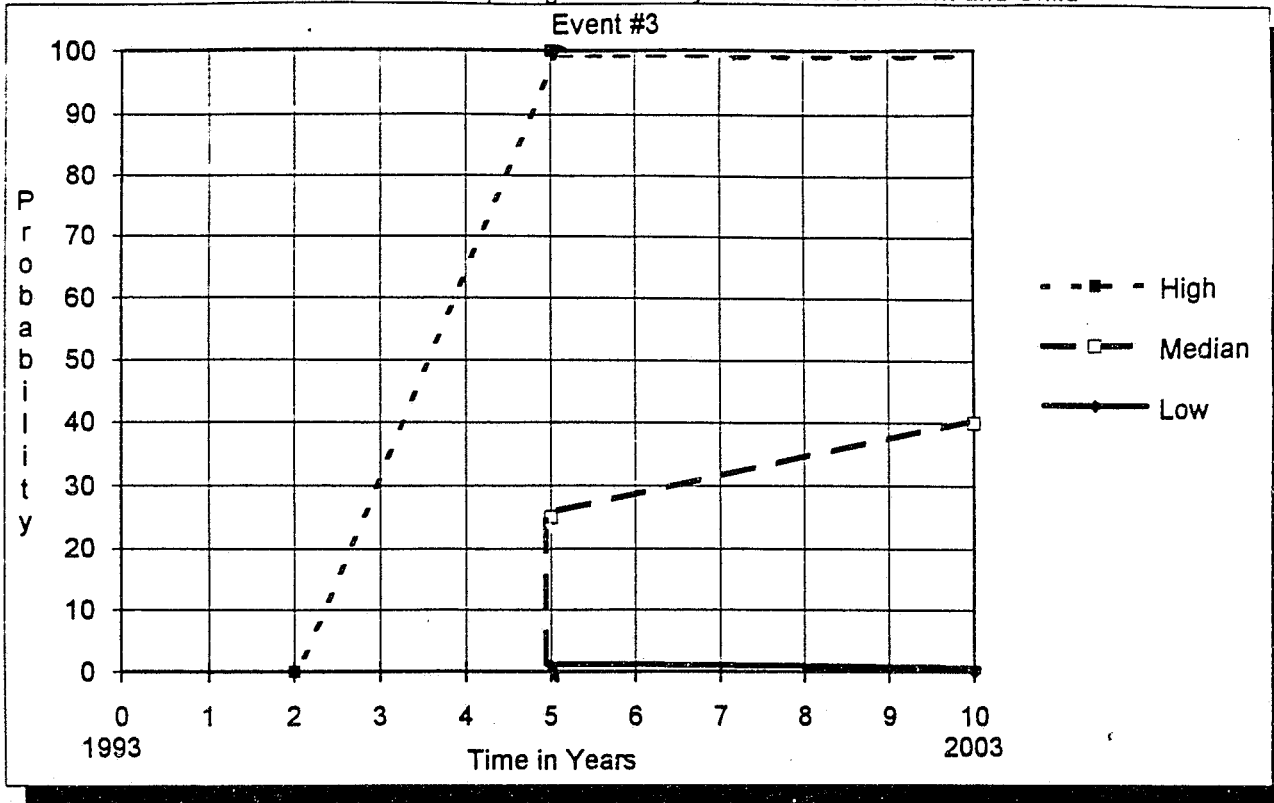
Illustration 15



At the two year period, the chart shows the Median with a small chance of occurring, within five years it rises to a 75% probability, and in ten years there is a 70% likelihood that this event will occur. The High level shows a strong expectation that it will occur less than a year, and there is a 100% certainty that this event will occur during the next five years. The Low level shows a low chance of occurring, but on the fifth year there is a small likelihood that the event may happen. However, on the tenth year, the probability rises to 50%.

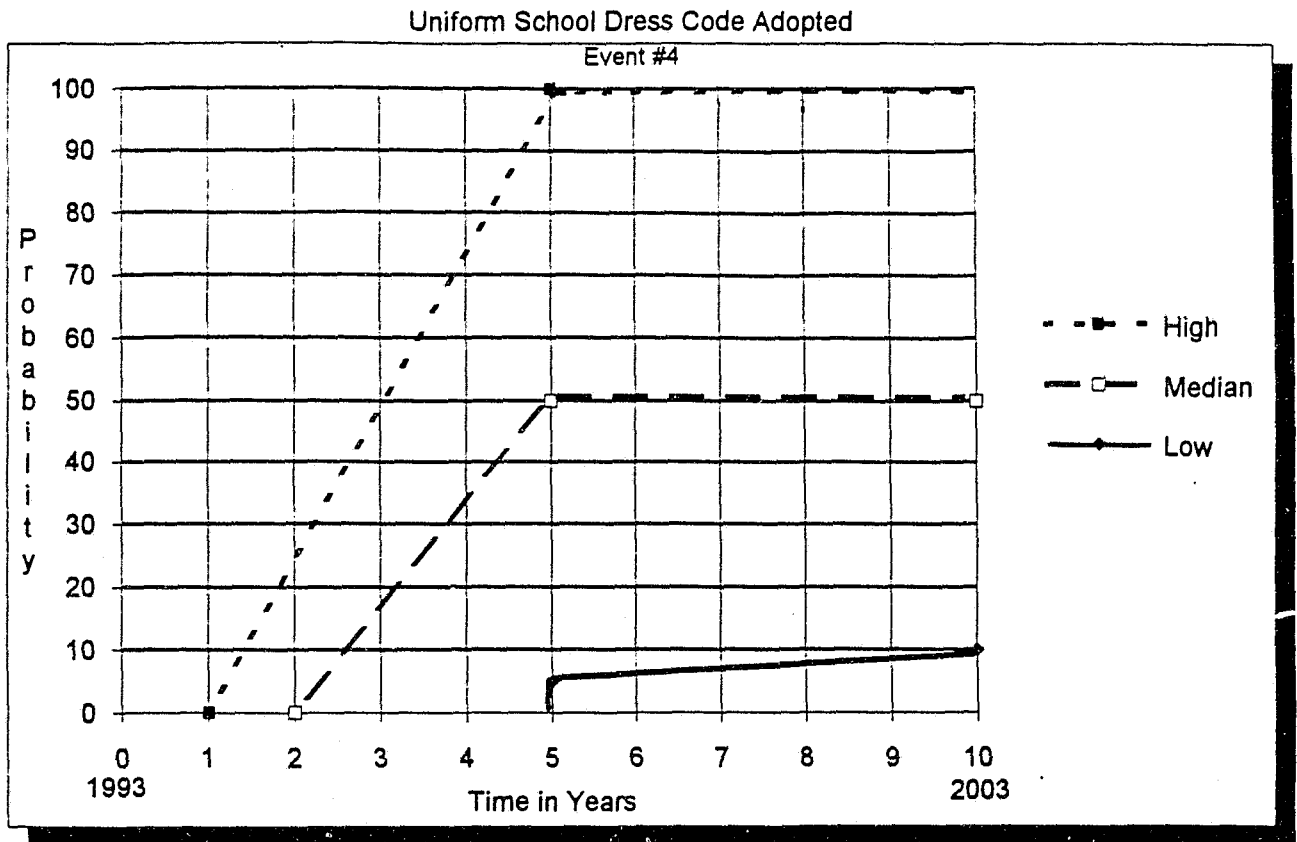
Illustration 16

New Law Passed Requiring Community Service from Parent and Child



This chart shows the Median level with a low probability that this event will occur. On the fifth year, the Median starts at 25% chance and slowly rises to a 40% probability on the tenth year. On the second year, the High level starts with a 100% chance to occur and declines to a 75% during the next five years.

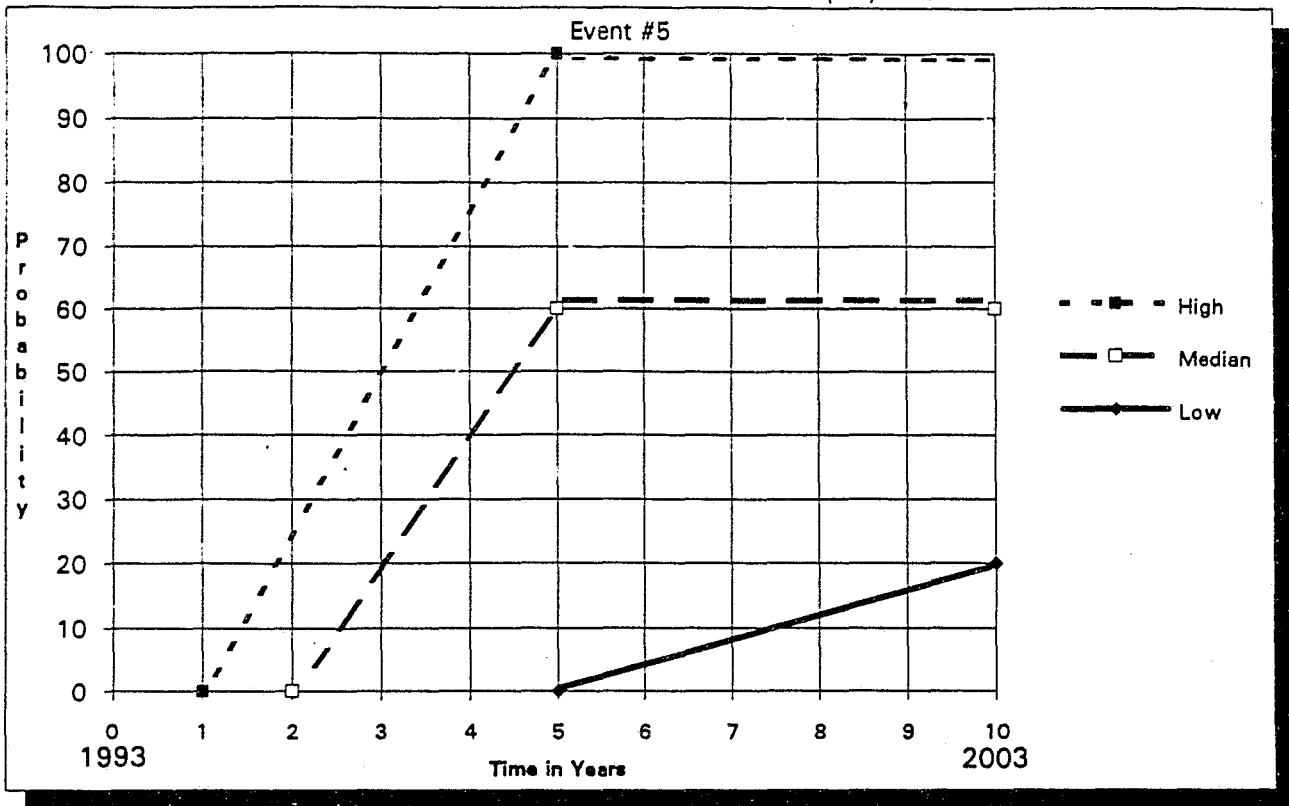
Illustration 17



This graph depicts the Median level with a moderate probability that this event will happen. As shown, the Median starts with a low chance of occurring and then rises to a 50% probability during the fifth year and does not change throughout the tenth year.

Illustration 18

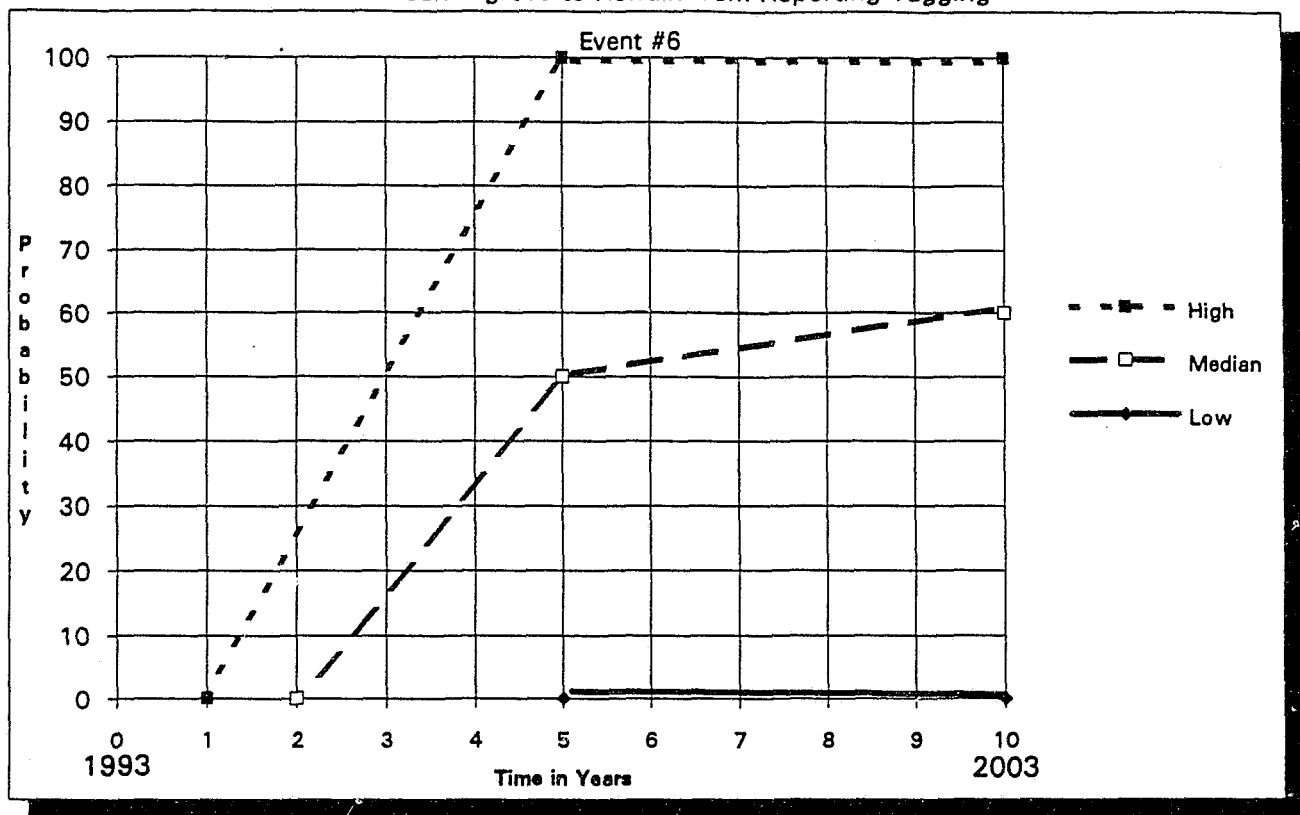
Grant Awards to Local Business to Employ Youth



This chart shows a moderate probability that the Median level will occur in two to ten years. The trend starts on the second year with a low chance to happen and within three years the probability rises to 60% and stabilizes throughout the tenth year.

Illustration 19

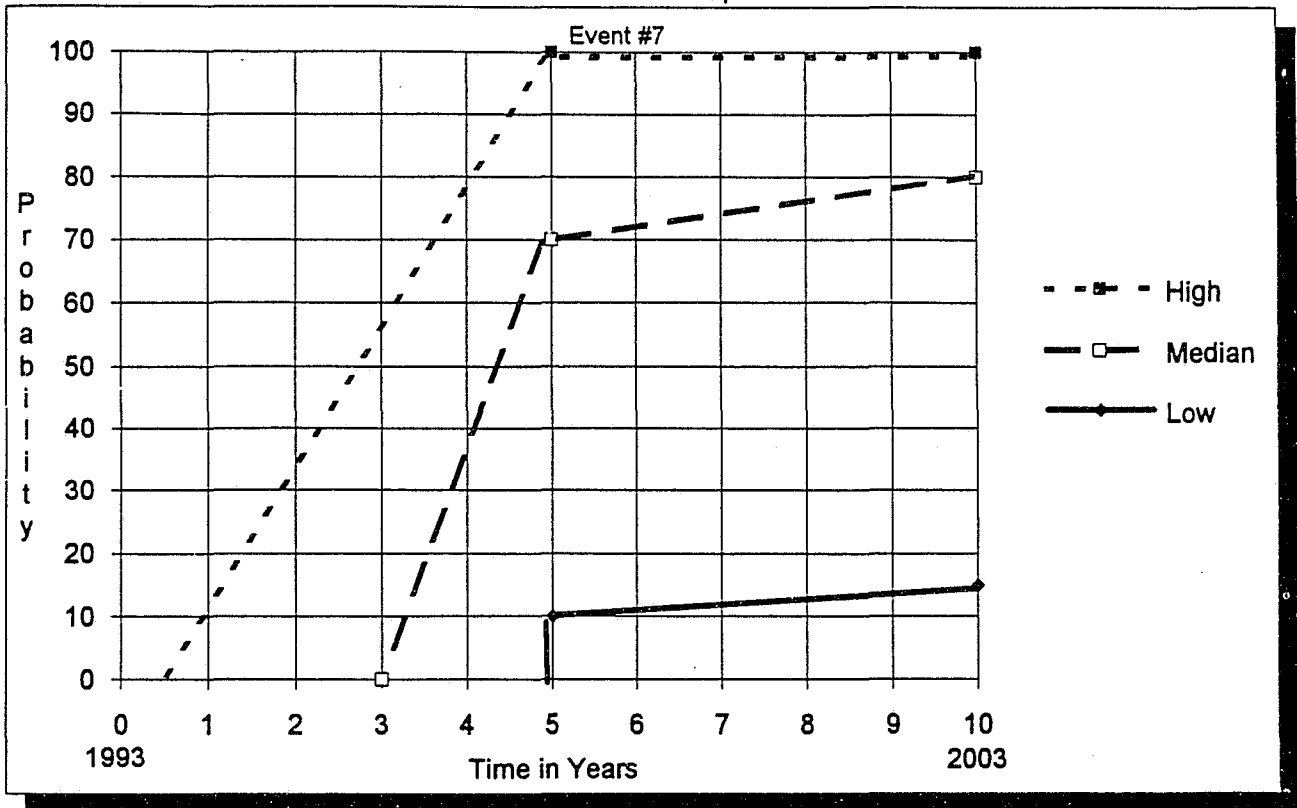
Media Agrees to Refrain from Reporting Tagging



This chart shows the Median level with a moderate probability to occur within two to ten years. The trend starts low on the second year, slowly progresses to 50% on the fifth year and then to a 60% chance to occur on the tenth year. The High level shows a 100% probability occurring on the fifth year and stabilizing to the tenth year. The Low level show a very low probability to occur at all.

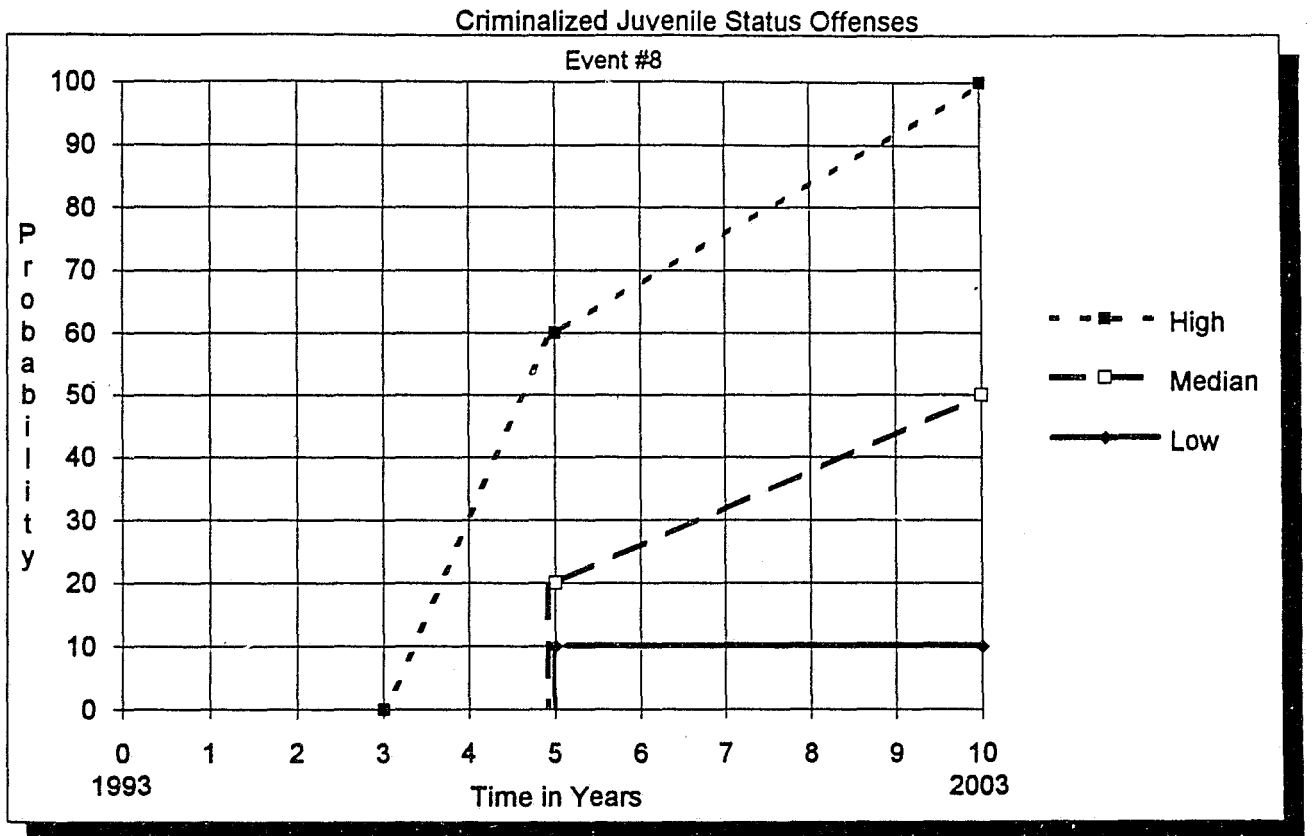
Illustration 20

California Bankrupt



This graph shows that this event is more than likely to occur between three to ten years. On the third year, the Median level starts with a low probability then rises to a 70% chance to occur on the fifth year and increases slightly to a 80% on the tenth year.

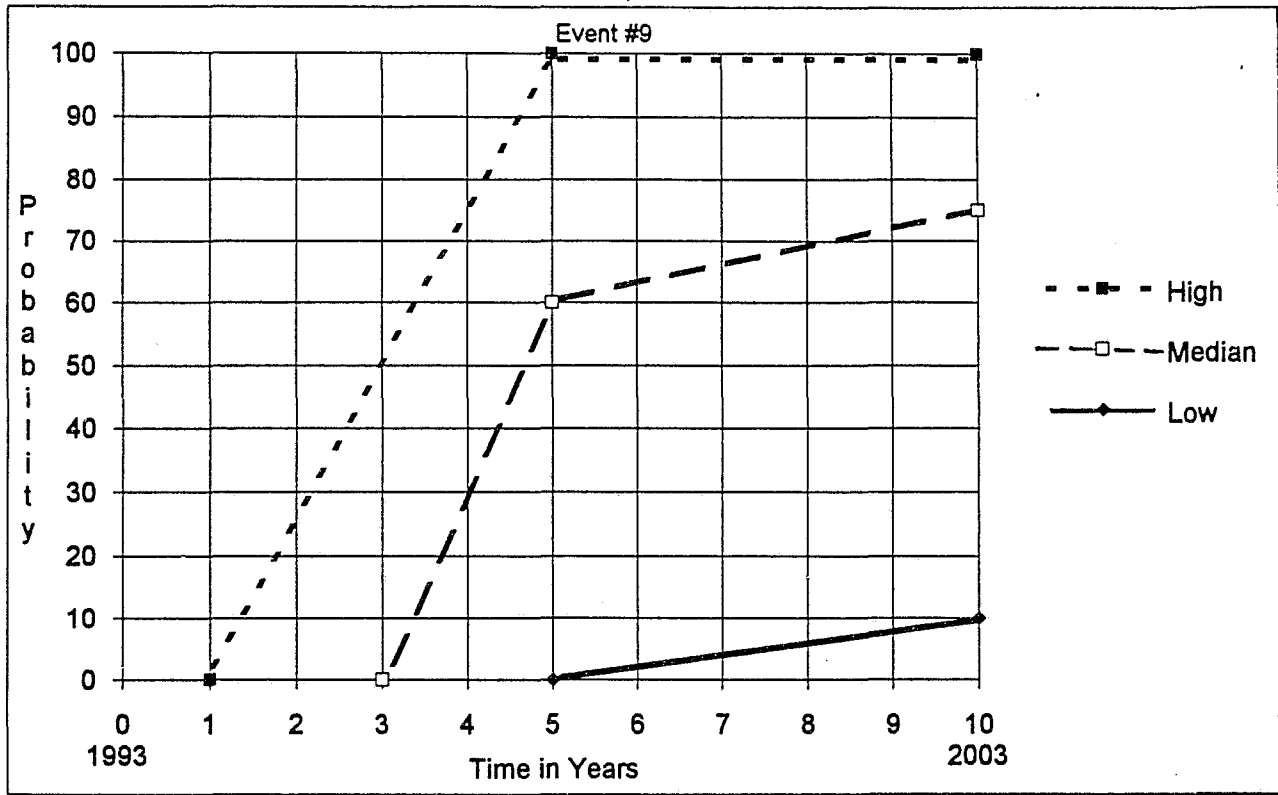
Illustration 21



This event is most likely to occur on the fifth year but shows a greater certainty to happen between the fifth and tenth year. The Median level begins on the fifth year with a 20% chance of occurring and rises to a 50% probability on the tenth year. The High level shows a 60% chance to occur on the fifth year and rises to a 100% certainty on the tenth year. The Low level depicts a low chance on the third year and rises to a 10% probability on the fifth year through the tenth year.

Illustration 22

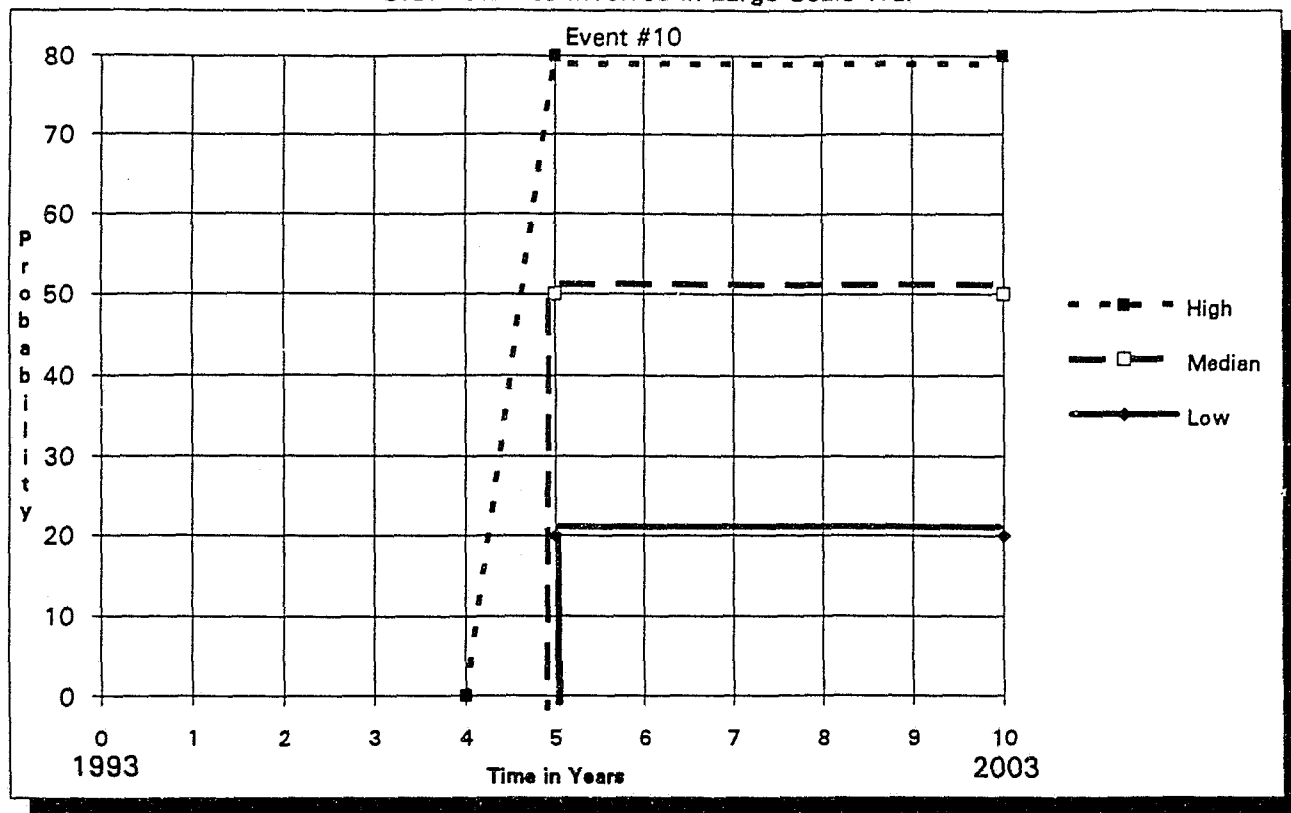
Scientists Develop Vandal-Proof Surface



The chart shows a moderate probability for this event to occur. On the third year, the Median shows a small chance of occurring than rises to a 60% probability on the fifth year and increases to a 75% chance to occur on the tenth year. The High level shows a 100% chance to happen between five to ten years. On the other hand, the Low level shows a very low probability to occur from one to ten years.

Illustration 23

U.S. becomes Involved in Large-Scale War



This graph shows a moderate probability that this event will occur between five to ten years. The Median level starts at 50% on the fifth year and stabilizes into the tenth year. The High shows a 80% chance to happen between five and ten years from now. The Low trend shows a 20% probability between five and ten years.

ANALYSIS OF CROSS-IMPACT EVALUATION

The following is an analysis of the cross impact of events to events:

Analysis of the matrix data (see Basic Cross-Impact Evaluation Matrix, Illustration # 24), indicates that if (E-1) (mandated prison time), occurs, it would heavily influence the legislature in passing laws requiring parents to perform community service with their child. It will also heavily influence California to criminalize juvenile status offenses such as truancy, incorrigables, curfew, runaways, etc.

Street gangs declaring war on taggers, (E-2), would heavily influence the probability of the state mandating prison times, the legislature passing laws requiring parent/child community service, pushing schools into adopting dress codes, and by criminalizing juvenile status offenses (i.e. truancy, runaway, etc.).

If a law is passed requiring community service by parent/child convicted of graffiti offenses, (E-3), it will heavily influence the criminalizing of juvenile status offenders.

If Uniform school dress codes were adopted statewide (E-4), it would not significantly effect other events from occurring.

Grant awards by the state for funding youth jobs, (E-5), would be unlikely to impact other events from occurring.

The media refraining from reporting on tagging, (E-6), will have little influence over the other events, except to help reduce street gang and tagger violence due to lack of recognition.

If California goes bankrupt, (E-7), it would dramatically decrease the probability of the state granting money awards to employ youth, re-criminalizing 601 w.i.c. status offenses, or mandatory prison time for graffiti offenders. However, increased economic woes could increase the probability of street gang/tagger violence, and of laws being passed requiring community service from parents and children convicted of tagging crimes.

If non-criminal status offenses are re-criminalized, (E-8), it would increase the probability of mandatory prison times being passed by the legislature, decrease gang/tagging violence, and increase the probability of parent/child community service over incarceration.

Scientists developing a vandal-proof surface, (E-9), would slightly reduce the probability of mandatory prison times, street gang/tagger violence, parent/child community service for offenders, and criminalizing juvenile status offenses.

A large scale war with the U.S., (E-10), could positively impact a California bankruptcy, by injecting jobs and money into the California economy (depending on how large the war), or it could do just the opposite by draining resources. Very polarized voting on this event.

In evaluating events to trends the following is a summary of that analysis:

The state mandating prison time for offenders, (E-1), would have a slightly negative effect on availability of government resources, (T-7), but a positive impact on the monies Orange County has to spend on abatement of graffiti, (T-8), as well as fewer revolving door arrests, (T-9).

Street gangs having wars with taggers, (E-2), will dramatically increase tagging gang violence, (T-2), community involvement, (T-5), arrests, (T-9), and the different kinds of technology "taggers" will use to obtain their goals (T-6).

Laws requiring parent/child community service for offenders, (E-3), would decrease the amount of tagging gang violence, (T-2), but increase the probability of prevention education being conducted in the schools, (T-3), and in community involvement, (T-5).

If a uniform school dress code is adopted, (E-4), it would increase the probability that "taggers" would develop new ways to be recognized, (T-6), but would slightly curb tagging gang violence, (T-2).

The granting of state monies to local businesses to employ youth, (E-5), would increase the probability of prevention education being conducted in schools as a

resource for those jobs, (T-3), and would significantly involve the business community, (T-5).

If the media refrained from reporting on tagging, (E-6), it would help reduce tagging gang violence, (T-2), and would significantly reduce the numbers of juveniles involved in the crime because recognition by the media provides a way for these youth to obtain desired attention. This was considered a very positive event by the focus group. The hard dollar costs, (T-8), and arrests, (T-9), would be expected to drop significantly.

A bankrupt state of California, (E-7), would have a high impact on all trends except new technologies taggers may use to obtain their goals. It is not probable that a bankrupt state would push for prevention education in schools, (T-3), or have more resources available for graffiti abatement, (T-7 & 8). It would, however, raise the probability of increased tagging gang violence, (T-2), and put additional strains on traditional family structures due to increased unemployment, (T-1). Community involvement also would significantly increase, (T-5).

If juvenile status offenses, (E-8), were criminalized, it would create an additional strain on government resources, (T-7), and taggers would search for new ways to obtain their goals, (T-6). It would influence the probability of less costs associated with graffiti abatement, (T-8), and fewer arrests made for vandalism, (T-9). The demographic changes in the numbers of juveniles in California over the next ten years also influences the probability of a higher number of juvenile status arrests, (T-10).

Scientists developing vandal-proof surfaces, (E-9), would increase the probability that the community would get more involved in clean-up efforts, (T-5), and the community would influence government to use the new technology. However, the data indicates that taggers would still discover new ways to obtain their goals, (T-6). Availability of government resources, (T-7), could be positively impacted by fewer dollars being spent on abatement efforts, (T-8).

If the U.S. becomes involved in a large-scale war the data indicates that economic conditions would be positively impacted as economic conditions improve, (T-4). This

area could easily go either way depending on the definition, growth or destruction caused by a U.S. involvement in a large scale war. The gathered data assumes there will be no U.S. territorial destruction thereby assisting the economy by creating jobs. The cross-impact matrix (Illustration #25) indicates a higher probability of improved economical conditions, (T-4), more community involvement, (T-5), and increased community resources, (T-7).

Illustration #24

BASIC CROSS-IMPACT EVALUATION MATRIX												
	IMPACTING EVENTS (Actors)	IMPACTED EVENTS (Reactors)										Hits
		E1	E2	E3	E4	E5	E6	E7	E8	E9	E10	
E1	State mandates prison for offender	X	45	75	0	20	15	10	95	5	0	7
E2	Street gangs declare war on taggers	100	X	95	10	50	20	30	100	0	0	7
E3	Law requires community service from parent/child	25	20	X	15	10	0	10	85	0	0	6
E4	Uniform school dress code adopted	0	20	20	X	5	5	0	30	0	0	5
E5	Grant awards to local business to employ youth	10	-10	25	10	X	0	5	0	0	0	5
E6	Media agrees to refrain from reporting tagging	0	40	10	20	5	X	0	15	0	0	5
E7	California Bankrupt	-80	60	55	0	-95	0	X	-60	0	0	5
E8	Criminalized Juv. Status offenses (Truancy, Runaway)	90	75	95	40	0	0	-10	X	0	0	5
E9	Scientists develop vandal-proof surface	10	25	25	0	0	0	10	0	X	0	4
E10	U.S. becomes involved in large-scale war	-10	20	30	0	-60	0	90	-50	0	X	6
	Events by Event Reactors	5	5	8	6	6	4	4	5	2	1	

Illustration #25

BASIC CROSS-IMPACT EVALUATION MATRIX												
	IMPACTING EVENTS (Actors)	IMPACTED TRENDS (Reactors)										Impact
		T1	T2	T3	T4	T5	T6	T7	T8	T9	T10	
E1	State mandates prison for offender	5	20	15	20	10	0	-20	30	40	0	8
E2	Street gangs declare war on taggers	0	100	10	0	90	90	65	75	100	0	7
E3	Law requires community service from parent/child	15	50	80	50	60	25	10	10	95	0	9
E4	Uniform school dress code adopted	10	25	15	0	0	55	0	0	5	0	5
E5	Grant awards to local business to employ youth	0	10	50	5	95	0	20	10	5	0	7
E6	Media agrees to refrain from reporting tagging	0	70	5	0	20	95	0	100	100	0	6
E7	California Bankrupt	75	75	25	-90	100	10	100	75	50	50	10
E8	Criminalized 601 status offenses	5	10	20	10	50	80	90	75	100	0	9
E9	Scientists develop vandal-proof surface	0	0	5	20	65	100	60	80	5	0	7
E10	U.S. becomes involved in large-scale war	30	10	-30	90	90	0	100	10	20	0	8
	Events & Trends Reactors	5	7	8	4	9	7	8	7	7	7	
T1	Status of Traditional Family Structures					T6 "Taggers" Finding New Ways/Technologies to achieve Goals						
T2	Level of Tagging Gangs Involvement in Violence					T7 Level of Government Resources						
T3	Prevention Education K - 8					T8 Level of Orange County costs for repair/removal of "tagged" property						
T4	Status of Economic Conditions					T9 Level of Orange County Juvenile Vandalism/Malicious Mischief Arrests						
T5	Level of Community Involvement w/Govt./Schools					T10 Changes in Calif. projected 12-18 yrs. old population						

FUTURE SCENARIOS

Three future scenarios are provided based on the trends and events forecast data. Each scenario is intended to give the reader a picture of the future if certain events did or did not occur. Each scenario is presented as if it were an address being delivered by Chief John Wilson of the North Orange County police department to a group of concerned citizens during July 2004.

Scenario 1- Most feared future

In this scenario, the trend and event forecasting data was manipulated and the most feared future occurs. Those trends and events which could have helped reduce tagging-graffiti crimes do not occur. Those that could increase the problem do occur. These negative events occur when the year of their probability of occurring first exceeds zero (high range).

During the past ten years Chief Wilson has had many requests to speak to citizen groups who were very concerned about the continued barrage of vandalism and "graffiti type" acts within the community. The following is one such message the chief gave last week.

"Ladies and gentlemen, I have come today to address your concerns about the tagging-graffiti plague occurring in our city. Let me first review some of the history of this problem. Back in the early 90's there was an incredible increase in tagging-type graffiti, such as spray painting, glass etching, etc., that caused the community to become enraged. In 1995 scientists developed a vandal proof paint surface (E-9), but, the taggers found different ways to do their tagging. Around 1995 turf gangs began opposing tagging gangs, and violence increased (T-2), (E-2). In addition to those problems, between 1993 and 1996 the state was in such poor economic health that all proposition 13 "bail-out" funds to the cities were taken away (T-4). We just couldn't keep up with the increasing calls for service dealing with these kind of problems because our resources were stretched to the limit (T-7). The cost of repairing and cleaning up the damage in Orange County tripled from 1993-1996 (T-8).

In 1998 the state legislature tried to pass a mandatory prison term for convicted tagging-graffiti vandals, but it didn't pass due to overcrowded prisons and insufficient funds to build more jails, (E-1). The court system was also just too overwhelmed to handle the additional load and the state was on the verge of bankruptcy.

In 1998 the politicians were also unsuccessful in passing legislation requiring parents to perform community service hours alongside their children when convicted of tagging-graffiti crimes (E-3). The legislature also took additional measures regarding this tougher approach and finally re-criminalized juvenile behaviors such as runaways, truants, curfew violators, incorrigibles, etc., but the supreme court threw out the law as being unconstitutional. The system is overloaded, and we have a reduced ability to deal with youth who are out of control (E-8).

We could have done better in these areas with more funding, but as you know the state went bankrupt in 1995 and had to be bailed out by the federal government (E-7). If it had not been for these federal loans and the war with North Korea, (E-10), (which began in 1999 and created jobs in California), some of the current efforts to curb this issue would not be in place. The legislature approved of efforts to obtain grant monies to enable local businesses to hire unemployed youths, but because of California's economic condition those monies have not been available (E-5).

During the last half of the 90's until the present time, we have seen an explosion of tagging-graffiti crimes. While the numbers of juveniles has steadily increased in California (T-10), the increased divorce rate, and more parents being forced away from home and into the job market because of worsening economic conditions, (T-1), has left us with a large group of young people without much supervision and lacking attention by adults and wanting recognition by their peers.

The "taggers" today are using handheld lasers, caustic chemicals, paint guns and other new technology to destroy the face of public and private property (T-6).

The racial tensions between Asians and blacks, as well as increased violence and hate from white minority groups, has also been on the increase. During 1995 violence

between "turf" gangs and tagging gangs erupted into large scale violent acts against one another (E-2). Some schools tried to ease the tensions by adopting dress codes but it was only marginally effective as kids wore their hair in purple squares or other attention getting designs to denote their affiliations (E-4). Homes, businesses, landscape, etc. were favorite targets for such gang war vandalism.

All these situations are now with us in 2004. What have we done to work against this tide? Not much. First, the schools have eliminated prevention education programs that used to be a part of every child's education from K-8 (T-3). The police department has tried to put retired and volunteer officers into schools to assist with the teaching of these programs, but it has not succeeded. Those involved in vandalism are forced to attend classes with their parents, but many do not attend and the sanctions are minimal (T-5).

The police department tried to develop a citizen patrol so that the community could help catch these violators, but it has not been successful. The media continues to report tagging crimes on a daily basis. This is what taggers want, and the media helps them achieve the recognition they desire (E-6). The vandalism arrests for the year 2004, (in Orange County), has climbed to over four times the number of such arrests in 1993 (T-9). With your involvement and the schools we hope to hold this tide back before it creates such a feeling of disorder and decay as to completely destroy the quality of life in our city. It's not a highly optimistic future, but let's keep trying".

Scenario 2-Most likely future

In this scenario, the median trend and event forecasting data are used to describe the most likely future. Events which exceeded a median score of seventy-five (by at least year ten) do occur. Those scoring between fifty and seventy-five may or may not occur. Those scoring less than fifty do not occur.

In this scenario, Chief Wilson speaks to a group of citizens and the circumstances are different.

"Ladies and gentlemen, I have come here today to report to you our situation regarding the fight against graffiti vandals. First, let me give you some history on this subject. Back in the early 90's there was a tremendous increase in "tagging" and other similar types of vandalism. Costs to control the issue were exploding. Cleanup efforts by government and citizens were barely able to keep ahead of the problem (T-7). Because of these issues, during 1998 the legislature attempted to pass laws mandating thirty days jail time as well as requiring three hundred hours community service from parents and children for first time graffiti offenders, but it failed as public support polls were at less than 25% (E-3)..

Also during 1998 a few school boards had adopted some form of dress code (E-4). This had some degree of success in calming things down while on campus, but the taggers found other ways to stand out and be recognized, such as tattooing markings on their foreheads and fingers and shaving their eyebrows and eyelashes off (T-6). In spite of these efforts, by the end of 1998 we still saw an increase of tagging-graffiti and violence between turf and tagging gangs (E-2), (T-2). More had to be done.

However, by 1999 so many businesses and developers had left California that the state was having tremendous financial troubles. This caused skyrocketing local, county, and state taxes (T-4). The San Andreas earthquake was the "last straw" and finally caused California to go bankrupt (E-7). Even though it caused considerable damage, we survived it through tremendous grass-root community efforts (T-5) and federal government bail-out monies. We are still in deep economic trouble.

Many families left California, but immigration kept the population fairly constant. The increase in the juvenile population in Orange County has gone from the projected 2.8 million in 1994 to 3.8 million, (T-10), and as expected the information society has caused the youth to have greater needs for recognition and social acceptance than ever before. The new laser weapons they have access to have allowed them to be "noticed" by burning their "tags" into structures all over town (T-6).

The lawmakers tried to pass a bill in 1999 that would have provided grant monies for local businesses to hire teenagers in need of employment, but it failed for lack of funds (E-5). This would have helped keep a lot of young people out of gangs and off the street. The educational system also tried to provide an intense anti-gang/graffiti prevention curriculum taught by school teachers in grades K-8, but it too failed for lack of funds (T-3).

One of the best events in the fight occurred just two years ago in 2001. Scientists developed a ("bond-free") coating that could be put on any surface and could not be defaced with paint or other markings. Tagging paint could be easily washed with water and all signs of painted on graffiti removed (E-9). But it hasn't stopped taggers from using lasers and other means to deface public property.

Since 1993 the acts of vandalism from tagging-graffiti has increased. We have increased law enforcement costs and the number of arrests in this arena are continuing to rise (T-9). If the U.S. gets involved in this Middle Eastern war that is presently going on (E-10), we can expect a further drain on our resources. But it will also take a lot of these young men and women off the streets and involve them in the effort. Heaven forbid that we would need a war to keep us on the correct path, but only time will tell."

Scenario 3-Most desired future

In this "what if" scenario, the most desired future occurs. The events that were selected were based upon their probability and impact scores after cross-impact analysis was performed. The trend and event forecasting data was manipulated to achieve the most desired results. Those events that could help reduce future graffiti crimes occur. Those events that could hinder a reduction in graffiti crimes do not occur. A policy is implemented to manage the effects of the impacts. Chief Wilson speaks again.

"Ladies and gentlemen, I have come to speak to you today regarding our fight against tagging-graffiti and similar types of vandalism. Before I begin I would first like to discuss some history regarding this problem which covers the past ten years. Prior to 1995 tagging crimes were spiraling out of control. Surprisingly, during 1995 street gangs declared war on tagger gangs (E-2). There were increased shootings, drive-by's, stabbings, and assaults of all kinds (T-2). Then it started to turn around. I think there were two major reasons. First, as "taggers" and street gangs started killing and injuring one another, it became more difficult to do their crimes and get away with it. They built in their own kind of accountability. Second, we developed policy that enhanced our gang prevention efforts. We had already organized gang units and utilized their intelligence systems to keep better track of those involved in both street and "tagging" gangs. Citizens like yourselves had had enough and started helping through volunteer "citizen watch" patrols (T-5).

By 1996 the courts gave school boards the right to adopt dress codes. Most districts adopted a dress code and this improved problems on campus, and helped parents and those struggling to make ends meet get their children school clothes without high cost (E-4).

During that same year, the police department met with the local school boards and shared in the cost of providing tagging-graffiti/gang prevention education to all children grades K-8. The police department helped provide personnel and material to teach these types of curriculum (T-3). Grant monies were also made available by the state to help employ youth in local businesses to keep them off the street (E-5).

In 1998 the legislature passed two bills that had significant impact on tagging crimes. Adult taggers were given mandatory prison time for damage over \$1,000.00 (E-1) and juveniles were required to perform community service with their parents for first time convictions (E-3).

Also in 1998 the juvenile laws were changed, and upheld by the courts, to again allow youth who were runaways, truants, incorrigibles, curfew violators, etc., to be arrested and to receive adequate counseling and incarceration if necessary (E-8).

The war with North Korea in 1999 also had an impact on the tagging issue (E-10). Some young people were able to find jobs in the defense industry and many others joined the armed services. The media focused attention on the war and very little attention was given to graffiti crimes (E-6).

By 1998, the State of California, after surviving the Clinton era, was barely afloat and it almost went bankrupt (E-7). The economy started to improve as the state made a dramatic turn-around through foreign investments and through the revitalization of the defense industry. But before this occurred, our city saw financial crises coming and in 1995 began working towards economic independence from the state. The police department developed policies that cut back on services regarding crimes without suspects or leads, and concentrated on safety and order issues. Since our Proposition 13 "bail out" monies were all taken back by 1996 (T-4), we no longer looked to the state for help. Our policy was to vitalize problem-oriented policing, and to bring in volunteers and community organizations to keep our city from going bankrupt (T-5). Even though the state increased sales tax to nine percent in 1999 to try and get back on its feet, our citizens still approved a special assessment bond that provided for more officers and other police personnel in the same year.

Some other factors came along that also helped in this effort. Four years ago, in 1999, scientists discovered a chemical coating agent that let anyone just wash graffiti off with a garden hose (E-9). But in that same year "taggers" then started using lasers instead of paints to cut into the surfaces of public and private buildings (T-6). We encouraged the city council to prohibit possession of these lasers by anyone under twenty-one years of age. The law helped control this type of vandalism and the strategy proved to reduce this kind of crime in our city.

The years of gangs "owning the streets" started to fade. By 2002 we had reduced the amount of street gang and tagging gang members. The policies we enacted increased the accountability for these criminals and the consequences proved to be too high for most. Our "zero tolerance" policy has continued for the last eight years and I expect to see it continue for the next eight. Prevention education is hard to measure regarding effectiveness, but I believe it has made and will continue to make a significant impact in the future.

We have not eliminated such crimes, nor do I expect to ever see that happen; but our strategies have in fact reduced tagging-graffiti vandalism and arrests in the year 2004 as compared to the levels in 1994."

Policy Consideration Development

After gathering data and analyzing the candidate trends and events, conducting cross-impact evaluations and developing future scenario's, several policy considerations were developed. They were derived from the selected scenario, and following the policy considerations, the study moves into the next phase, strategic planning. Taking the hypothetical, "what if", or most desired future, and applying it to the strategic planning process, causes the focus to remain on the desired end results.

POLICY CONSIDERATIONS

Policy development is based on the most desired future scenario and is intended to help create the desired future, namely a reduction in tagging-graffiti crimes. The policies will be for a fictional North Orange County police department that neighbors the Los Angeles county area.

It will be the policy of this agency to:

- + Maintain and enhance prevention education through school programs, and to build effective models and presentations to grades K-8 through a collaborative effort of parents, school teachers and our department.
- + Employ a "zero tolerance" standing against all "tagging-graffiti" vandalism. All such crimes will be prosecuted.
- + Require detectives to no longer investigate crimes without suspects or leads, but to concentrate efforts on gangs, violent crimes, and those causing fear to the general public. (order and maintenance)
- + Make problem-oriented policing a part of our efforts to attack these crimes. Volunteers and "citizen watch" patrols will be utilized.
- + Work with citizens to maintain public safety resources.
- + Support legislation controlling use of technological advancements for criminal purposes.
- + Work with all law enforcement intelligence networks, and put resources into gang and tagging prevention. Consequences for "tagging" will be substantial.
- + Direct long term crime prevention efforts through education will be directed at "tagging-graffiti" vandalism.

The criterion for selecting these policies was their likely successful implementation.

These policies, along with the most desired future scenario, becomes the basis for the next step in this study, the strategic planning process.

SECTION III
STRATEGIC PLAN

Situational Background

Law enforcement must develop strategies that can be employed to reduce tagging-graffiti in the future.

The focus of this section is the development of a plan that will be implemented to bring about the most desired future described in the (#3) scenario. The scenario describes a future where graffiti vandals are coming under control through forced accountability, education and technological advancements.

In order to achieve this desired future, the most critical trends and events that would impact the issue were identified by the NGT panel. Trends critical to the issue included changes in status of traditional family structures (T-1), status of economic conditions (T-4), level of community involvement (T-5), graffiti prevention education in grades K-8 (T-3), and taggers discover new ways and technologies to obtain their goals (T-6). The most critical events were street gangs having wars with tagging crews (E-2), California nearly going bankrupt, (but was strengthened by a revitalization of the defense industry and by foreign investment) (E-7), and scientists develop graffiti-proof surface coating (E-9).

These critical trends and events were then used in developing possible policy considerations i.e., the agency will employ a zero tolerance against all graffiti/vandalism; all such crimes will be prosecuted; the agency will concentrate its efforts on gangs, violent crimes, and those causing fear to the general public (order and maintenance posture); problem-oriented policing will be part of our attack on these crimes through volunteers and "citizen watch" patrols; working with the community to maintain public safety funding and resources; supporting legislation controlling technological advancements for criminal purposes; networking with schools and law

enforcement intelligence networks for the purpose of educating and combining resources into gang and "tagging" prevention; building coalitions with education for crime prevention training in the area of "tagging-graffiti vandalism".

With this information a plan can then be developed. The components of the plan are: a mission statement, environmental analysis, organization analysis, stakeholder analysis, alternative strategies, selected strategy and an implementation plan.

Mission Statement

The mission statement demonstrates a commitment to certain parameters and values regarding the issue of reducing tagging-graffiti vandalism in the future. The desired end state for the issue dictates the mission statement.

"The North Orange County Police Department is committed to working with the community in creating an atmosphere of safety, order and maintenance. The available resources will be employed to educate, develop community law enforcement networks, and to prosecute all those who would want only to destroy public and private property".

This statement focuses efforts on the issue and sub-issues surrounding the problem. The public wants to feel safe in their homes, schools, workplaces, etc. Tagging-graffiti is an open sore that, when viewed by the public, causes a feeling of disorder and decline in their neighborhoods.

Environmental Analysis

A review of the organization's environment as it relates to the issue and sub-issue questions are conducted in this process. The "STEEP" (social, technical, economic, environmental, and political) process and "WOTS" (weakness, opportunities, threats and strengths) model is utilized in this analysis. This process will add further guidance to the development of strategies.

A group of law enforcement colleagues met in a modified policy Delphi process with the author to identify stakeholders and stakeholder assumptions. The members were:

Detective Rod Natale
Detective Mike Borregard
Lieutenant Rich Ciampa
Officer Jim Banks
Detective Corey Syanez
Sergeant Rod Lininger
Sergeant Stan Myhren
Sergeant Lloyd Schwengel

SOCIAL

Threats

A continued breakdown of family structure (i.e. single parent, working parents, etc.), impairs ability to supervise, discipline, and teach proper values at home. No matter how effective government programs may become, they cannot replace the influence and power of the effective family. The end result of this threat is increasing numbers of youth who are at risk and becoming graffiti vandals.

Increased racial tensions in the community could provide more avenues for violence between gangs and taggers as well as graffiti vandalism aimed directly at selected racial groups (i.e. hate crimes).

Demographic analysis of hard data presents a 29% increase in the California 12-18 year-old population (from 2.8 million in 1994 to 3.8 million in 2004). Increasing numbers of teenagers (target group) correlates with a greater number of potential graffiti vandals in our community.

Opportunities

Volunteerism is increasing in the community. The community has produced many individuals who want to assist in overcoming the graffiti vandalism in their area. They can be used to supplement organizational resources, school programs, neighborhood efforts, etc.

Racial issues are also an opportunity as well as a threat because a culturally diverse community that is acting in harmony on the graffiti issue is a powerful force against race/hate crimes and tagging/graffiti vandalism. The majority of people in the

community, regardless of race, are very supportive of efforts aimed at reducing tagging-type behavior.

TECHNICAL

Threats

Technology could prevent a significant threat. Lazer tools, for example, could allow for deep etching of almost any surface. The costs could become overwhelming as cleanup would be more than just a coat of paint. Glass etching is a constant threat, along with any number of new technological tools available now and in the future. New chemicals and applicators could raise the ante against the mission.

Opportunities

Technology could also be used in accomplishing the mission. The same products that can be used to destroy can be used to create accountability, restrict access to property and tools, and to enhance cleanup and repair efforts (i.e., video surveillance by community volunteers, laws restricting possession of certain tools, chemical agents that allow painted on graffiti to be washed off with water, educational programs that can be expanded through video, etc.). Law enforcement may not be able to put a teacher or police officer in every class, but through video and other media, the educational mission can still be accomplished.

ECONOMIC

Threats

The continued decline in local government revenues will negatively impact the mission. Resources will be stretched even thinner and law enforcement will take a position of concentrating on violent and felony crimes.

As law enforcement agencies become overwhelmed with calls for service, fewer personnel will be available for education, supervising volunteer programs, establishing problem community oriented policing models, and fulfilling the mission.

The hard dollar costs associated with repair/removal of vandalized property, (Orange County for example, has doubled in the past three years and is expected to

continue at this pace), Is increasing at inverse proportions to the statewide economy, further exacerbating the problem and blocking the mission. Jails could become increasingly overcrowded with tagging incarceration being a low priority.

Opportunities

State and federal funding may become available through grants and other means that could provide for personnel to work specifically on accomplishing the mission. Graffiti/vandalism is now and will continue to be a high priority with the public. Monies may be appropriated for personnel aimed at education, special enforcement units, cash rewards, graffiti hot lines, tax credits for volunteers, subsidizing business for providing employment for youth, etc.

ENVIRONMENTAL

Threats

Paint, marking ink and other caustic chemicals not only deface but pollute the environment. Future technology may provide even more potent chemicals and pollutants which negatively impact the land and air.

Opportunities

Cleanup efforts by government agencies and by citizens have a positive impact on the environment. Numerous service groups, politicians, and other involved citizens will actively support such efforts.

POLITICAL

Threats

Politicians may view increased enforcement efforts as ineffective against graffiti vandalism and deny additional funding.

Legislators and local politicians may block efforts to develop intelligence networks because of constitutional right of privacy concerns, and block efforts to strengthen existing laws.

Opportunities

Politicians recognize the public's concerns over these issues. It crosses all party lines and geographic boundaries and builds overwhelming public support of the mission. Politicians wishing to survive will support it.

Legislators may enact laws to criminalize juvenile status offenses (i.e. truancy, runaway, etc.). They may also pass new laws requiring community service from parent/child first-time graffiti offenders. Politicians may also support increased funding for all components of the mission.

ORGANIZATIONAL CAPABILITY

The strengths and weaknesses regarding the organization's capability, as it relates to the issue/mission is analyzed in this area. The "STEEP" structure will again be utilized in this analysis.

SOCIAL

Strengths

The organization is made up of individuals who are emotionally in support of the mission. They live and work in areas where tagging-graffiti vandalism is creating significant blight and disorder.

The organization has already understood and implemented actions that involve the community in building resources and networks towards fulfilling the mission. The capability for expanding educational efforts already exists (i.e., Drug Abuse Resistance Education/Positive Avenues for Youth program, etc.). Working with parents is a key function of helping at-risk youth, and the organization can build on-strengthening these relationships through these existing programs. They become a springboard for further parental involvement.

The organization also has the ability to use discretion (particularly in regard to juveniles) in prosecuting tagging-graffiti crimes. Accountability can be increased by the organization through a "zero tolerance" policy. All graffiti arrests can be prosecuted.

Through a problem-oriented approach to the mission, the organization can help build networks, resources, accountability and community bonds. This capability exists now and will in the future.

Weaknesses

Social weaknesses were identified in the organization's capability to achieve the mission. The organization's ability to accomplish the mission can be hindered by weaknesses in accountability through all levels of command. If supervisors do not fully support or comply with the mission, then street level providers will not likely complete goals and objectives.

TECHNOLOGICAL

Strengths

The organization has the capability to use technology to accomplish the mission. Computers can be used for intelligence gathering, networking, and coordinating efforts; and videos can be used for training, educating, surveillance, etc. These tools will all prove useful for the future.

Weaknesses

The organization's capability can be hindered if a loss of revenue cuts back on the ability to "keep up" technologically with graffiti vandals.

ECONOMIC

Strengths

Coordinating efforts with the community in developing resources/revenue is a strength of the organization.

Asset forfeiture monies can be used to provide capital and personnel resources.

Weaknesses

The organization lacks the capability to accomplish the mission if revenue streams are continually reduced while workload requirements increase.

ENVIRONMENT

Strengths

The organization has the ability to network with other agencies, parents, schools, businesses, etc. in accomplishing the mission. These individuals, along with the organization, support a safe and clean environment.

Weaknesses

The organization is weak in the ability to keep influences from outside the area (L.A. gangs, etc.) from negatively impacting the mission. Media hype, civil rights groups, tagging-graffiti movies, magazines, etc. are outside the environmental control of the organization.

POLITICAL

Strengths

The organization has the capability to influence local and state politicians. The result of the influence could provide for additional funding, tougher laws, etc.

Weaknesses

The organization is weak in the ability to overcome individual political agendas that may oppose the mission.

STAKEHOLDER ANALYSIS

The following groups or entities were identified as stakeholders, and the assumptions they may have about the issue:

<u>Stakeholder</u>	<u>Assumptions About Issue</u>
1. Property Owners Business/Residential	A. Their property value and businesses are negatively impacted. They will support high-level law enforcement, tougher laws and as a group will defend properties. B. Will help raise revenues, and will volunteer services for education, "citizen watch" and repair/cleanup

efforts.

2. Educational System
 - A. Will support enforcement efforts.
 - B. Will not support additional teachers or resources in classroom due to budget restraints.
 - C. Will support supplemental help in classroom from law enforcement.

3. Local Government
 - A. Will fund enforcement and cleanup efforts if available. Fairly high priority.
 - B. Will be pressured by citizens to fulfill mission. Will then pressure law enforcement.
 - C. Will support community involvement. They desire exposure in dealing with the problem.

4. Paint Mfg./Dist. Industry
 - A. Will resist controls in paint sales.
 - B. Will actively look for chemical resolution to graffiti by paint.

5. Law Enforcement
 - A. Will publicly favor, but resist internally, due to workload pressures. Graffiti has much less priority than violent crime.
 - B. Will support and coordinate community involvement and volunteer efforts.
 - C. Will desire tougher laws /prison sentences for graffiti vandals.

6. Courts
 - A. Will publicly support, but internally resist significant involvement of resources due to already overwhelming caseloads.
 - B. Will favor plea bargaining and community service instead of jail time in graffiti cases.

7. Probation Department
 - A. Will not want to spend resources on graffiti cases due to overwhelming workload.
 - B. Will support efforts of education/ counseling.

8. Media
 - A. Will want information on law enforcement/community efforts against

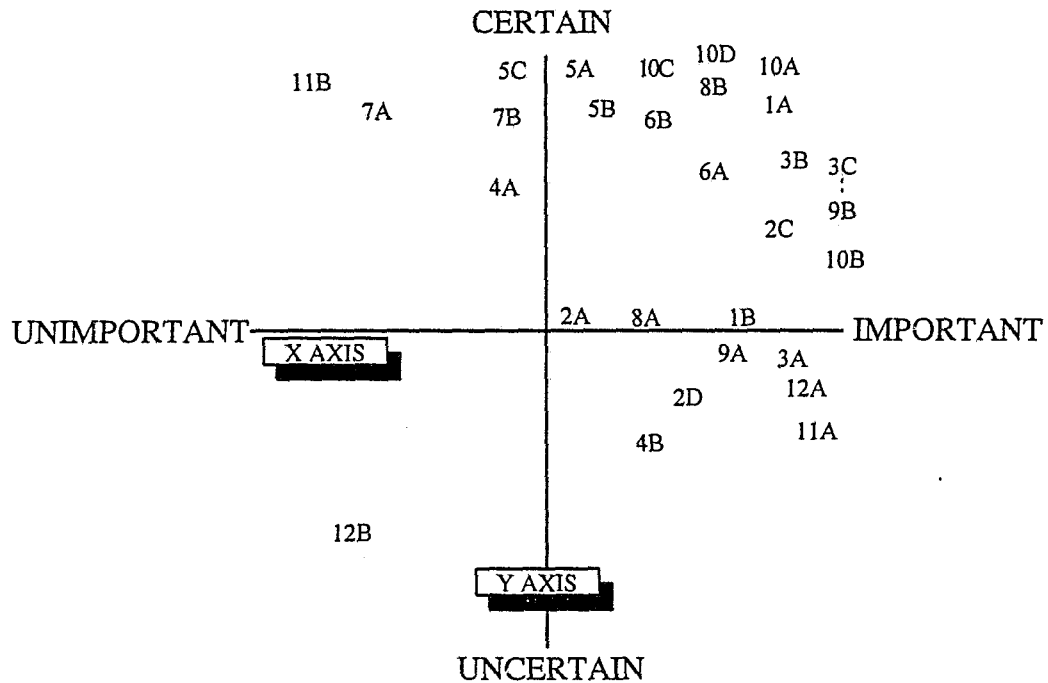
pictures and descriptions. (Will cause an increased motivation for graffiti vandals.)

- | | |
|---------------------------------------|--|
| 9. Legislators | A. Will support legislation against graffiti vandals and their tools due to overwhelming public support.
B. Will resist heavy funding due to budget constraints and declining economy. |
| 10. Parents/Community Groups | A. Will support prevention education efforts. Will help influence school and government officials to provide education and counseling.
B. Will volunteer time and money to regain order in neighborhoods.
C. They desire full government and law enforcement response to the problem.
D. Will favor increased accountability for offenders and their parents. Supportive of tougher laws. will favor laws restricting availability of graffiti tools. |
| 11. *Graffiti vandals | A. Will find tools and means to overcome obstacles in their path.
B. Will enjoy the attention. |
| 12. *ACLU/Individual Rights Activists | A. Will fight against tougher laws-will use court system to block.
B. Will encourage graffiti artists in freedom of expression. |

* Snaildarter - Those stakeholders who can radically impact strategies.

The following stakeholder Assumption Map (Illustration #26) gives a pictorial view of the importance and certainty of those assumptions in relation to the mission. This pictorial view provides the reader with a global view of which stakeholders are most critical to the mission. The stakeholders whose assumptions are very important to the mission, and where certainty about those assumptions are high, appear in the top right quadrant of the map. Each stakeholder assumption appears on the map by number and letter (i.e. A,B,C,D).

ILLUSTRATION 26 STAKEHOLDER ASSUMPTION MAP



LEGEND OF STAKEHOLDERS

"X" AXIS - IMPORTANCE OF STAKEHOLDERS' ASSUMPTIONS IN REGARDS TO THE ISSUE.

"Y" AXIS - THE CERTAINTY OR UNCERTAINTY ABOUT THE STAKEHOLDERS' ASSUMPTIONS

- | | |
|-------------------------------|--|
| 1. PROPERTY OWNERS | 7. PROBATION SYSTEM |
| 2. EDUCATIONAL SYSTEM | 8. MEDIA |
| 3. LOCAL GOVERNMENT | 9. LEGISLATION / POLITICIANS |
| 4. PAINT MFG / DIST. INDUSTRY | 10. PARENTS / COMMUNITY GROUPS |
| 5. LAW ENFORCEMENT | 11. GRAFFITI VANDALS |
| 6. COURT SYSTEM | 12. ACLU / INDIVIDUAL RIGHTS ACTIVISTS |

Developing Alternative Strategies

The author met with seven colleagues in August, 1993, to develop a list of alternative strategies to consider in accomplishing the mission. The group analyzed the different strategies by using the modified Delphi process and developed a list of the three most critical strategies.

The following is a complete list of the candidate alternative strategies, with their final group score:

*Alternative strategy #1 (28 pts.)

Law enforcement agencies would equip local citizen volunteers with video cameras to "citizen watch" patrols.

Alternative strategy #2 (40 pts.)

Law enforcement to provide teachers in classrooms (Grades K-8) teaching anti-graffiti, gang message.

Alternative strategy #3 (33 pts.)

Government to provide cash rewards/tax credit for "graffiti tips".

Alternative strategy #4 (26 pts.)

Promote and encourage legislators to create mandatory sentences for graffiti offenders.

Alternative strategy #5 (33 pts.)

Law enforcement develops intelligence networks (with schools, other agencies) to identify and prosecute graffiti vandals.

Alternative strategy #6 (32 pts.)

Law enforcement develops graffiti "handwriting comparisons" for prosecution efforts.

Alternative strategy #7 (35 pts.)

Restraining orders on "vandalism/malicious mischief registrants" restricting their associations and movements.

Alternative strategy #8 (28 pts.)

Law enforcement develops special enforcement units to suppress graffiti activity.

Alternative strategy #9 (20 pts.)

Other places for artistic expression through graffiti.

Alternative strategy #10 (35 pts.)

Regionalized problem oriented team against graffiti.

Alternative strategy #11 (20 pts.)

Security/private police task force-bounty hunter.

(*Most polarized vote)

The following three alternatives were selected for analysis and are presented in order of preference.

Strategy 1 - Law enforcement will provide instructors for the classrooms, concentrating on grades K-8. (By expanding the D.A.R.E. and Positive Avenues for Youth instruction to include anti-graffiti training.)

Advantages

Law enforcement is already supplying police personnel to schools in teaching anti-drug and gang messages.

Education efforts have long-term benefits and gets youth at risk before the criminal behavior begins.

Young children are receptive of police officers as role models, instead of graffiti vandals.

Shared funding with schools could be developed to increase the chances of this strategy being implemented.

Citizens and politicians would help support the effort.

Expansion of existing programs would be easier than starting a whole new program.

Disadvantages

Because of a lack of personnel, the law enforcement agency may not be able to put sufficient resources into the effort.

Local politicians want schools to provide teachers for instruction instead of law enforcement.

As violent crimes increase, insufficient personnel will be available.

Strategy 2 - Working with the courts, law enforcement gets restraining orders on "vandalism/malicious mischief registrants" limiting their possession of graffiti tools, associations and movements (i.e. much like gang probation terms for gang members).

Advantages

Helps control known vandals and allows for significant accountability.

Restraining orders are issued by judges, thus maintaining a neutral judgement and protecting constitutional rights.

Builds networks with probation officers and other involved parties.

Breaks association and recognition by other graffiti vandals.

Disadvantages

Difficult to enforce violations of restraining orders, vandals meet associates at school.

Strategy 3 - Law enforcement and other public agencies would assign resources from their department to participate in a regionalized problem oriented team against tagging-graffiti vandalisms.

Advantages

Increases eyes and ears throughout the region.

Combines already scarce resources into an effective larger body.

Allows for strategy that more closely follows the pattern of wide ranging taggers who do not operate in just one city.

Could bring law enforcement, public works, cal-trans, etc., together to create a more powerful influence through synergistic efforts.

Intelligence gathering could be more easily accessed and disseminated.

Disadvantages

Insufficient personnel to assign to team.

Costly.

Concerns over where the team will concentrate its efforts.

Selected Strategy

Strategy #1 is the selected primary strategy (K-8 prevention education). The policy considerations regarding increased enforcement that were developed from the

most desired future scenario would also need to be included along with the prevention education strategy.

Those policies are as follows:

- + Employ a "zero balance" standing against all "tagging-graffiti" vandalism. All such crimes will be prosecuted.
- + Detectives will no longer investigate crimes without suspects or leads, but will concentrate efforts on gangs, violent crimes, and those causing fear to the general public. (order and maintenance)
- + Problem-oriented policing will be part of our efforts to attack these crimes. volunteers and "citizen watch" patrols will be utilized.
- + Working with citizens to maintain public safety resources.
- + Support legislation controlling use of technological advancements for criminal purposes.
- + We will work with all law enforcement intelligence networks, and put resources gang and tagging prevention. Consequences for "tagging" will be substantial.

The justifications regarding the benefits of this strategy are as follows:

The long-term benefits of prevention through education supplement short-term benefits of enforcement.

Although enforcement will still be critical, effective education can move us towards a reduction in this behavior for the future.

All listed stakeholders would support and work towards helping law enforcement implement these programs.

Children who have poor family life badly need additional education, training and accountability for their actions. These programs could provide some minor form of substitution for lack of proper training at home.

Law enforcement officers in the classroom develop close ties with children of the community and can impact their future behavior.

Shared funding with schools can help overcome budget constraints.

Developing relationships with parents through their children can create opportunities for parental counseling and training.

The root causes of tagging-graffiti behavior are complex and can best be attacked at the grade-school level.

With increasing calls for service and decreasing resources, education provides the best investment for the future.

Implementation plan

The selected strategy will be implemented in the following manner:

Phase one

Law enforcement management will meet with local school district leaders to discuss this strategy and its implementation. The key issues that will have to be discussed include:

a. Who is responsible for the program?

A committee (approximately 12 persons) would be organized which would include decision makers from the police department, Parent Teachers Association, (P.T.A.), and school district. The suggested co-chairman include the police department captain with responsibility for crime prevention programs, and the assistant superintendent for the involved school district who has the responsibilities for such a program. The co-chairman would have decision making authority about division of responsibilities, assignment of specific tasks, coordination of personnel, and the development of curriculum. Additional committee members would include police department personnel assigned as supervisors and teachers, P.T.A. district leaders, and selected school principals.

Responsibilities would be divided into two main categories. The first category would be personnel (i.e. selection of teachers, training, etc.). The police department would take the lead role in this assignment as the teachers are police department employees. Selection and training would be a coordinated effort with school officials. Curriculum development would be the second category and the school district would take the lead role in this area. Curriculum presentations would need to be reviewed

annually to provide instruction that was current regarding graffiti crime trends and uses of technology, and concerns of parents.

b. How will it be funded?

This is the most significant obstacle to the successful implementation of the strategy. Study findings regarding stakeholders and critical mass players show they are conceptually supportive of prevention education in the classrooms and in developing parent instruction and involvement. But because of funding concerns they may not support the strategy.

Many agencies have existing programs that are funded through local /county general funds, school district funds, state grant monies, donations by businesses, service groups, corporations, individuals and parents organizations. The study suggests that similar funding will be available in the future.

The projected number of hours needed for teaching time in each K-8 school (see illustration on Pg. #72) is approximately 42.5 hours per 18 week semester (allowing for 5 hours preparation time). One full-time instructor could teach approximately 35 hours per week. The following breakdown approximates the time and costs associated with the proposal:

INSTRUCTOR-	35 hours x 18 weeks= 630 available teaching hours
STUDENTS-	42.5 hours per K-8 school per semester
SCHOOLS-	630 teaching hours divided by 42.5 hours per school per semester= 14.8 K-8 schools taught per semester = 29.6 schools per year.
ANNUAL SALARY AND BENEFITS-	Approximately \$50,000.00
TEACHING SUPPLIES AND EQUIPMENT-	<u>Approximately \$ 5,000.00</u>
TOTAL	\$55,000.00

Based upon these projections, one full-time instructor could teach all K-8 students in 29.6 (14.8 x 2 semesters) schools for approximately \$55,000.00 a year. These costs are based upon law enforcement personnel performing personal on-site instruction. In the next ten years these costs could reasonably go down as new technology allows a greater number of students to be taught with less one on one personal instruction time. If civilian personnel or volunteers are used to instruct the children, the costs would obviously be dramatically reduced.

This plan calls for an equal sharing of costs between the involved school districts and the model agency. This is a beginning point only and may be difficult to achieve if further funding is not developed. The involved school districts may have existing grant monies or they can apply for grant monies from the state gang violence/drug suppression fund. A collaborative effort between schools, parents, and law enforcement would likely result in a successful application for grant monies. In addition, the steering committee will contact selected individuals, corporations, Chamber of Commerce, Rotary club, Kiwanis club, Lions club, etc. to solicit funding. If these efforts fail to produce the necessary funds, then a backup position could be developed where existing D.A.R.E. or gang prevention instructors could include graffiti prevention education in their presentations. If that is not possible then volunteer instructors (i.e. retired officers, teachers, parents) may be found or video instruction may be implemented.

c. What curriculum will be presented in schools and who will develop it?

The plan calls for schools in collaboration with law enforcement to develop the curriculum. Over the next ten years new technologies will be entering the classrooms and curriculum will have to be developed to utilize those announcements and to update the information regarding the form tagging/graffiti crimes may take in the future.

d. How much time will be devoted to the classroom training and in what age groups?

The plan calls for instruction in K-8 classrooms. The total time allotted for each grade varies according to age. Using the existing eighteen presentation format for sixth grade D.A.R.E. students as a guideline, the following time format was developed:

	<u>#PRESENTATIONS</u>	<u>TOTAL TIME</u>
Kindergarten	2	1 hour
First grade	3	1.5 hours
Second grade	4	2 hours
Third grade	5	2.5 hours
Fourth grade	7	3.5 hours
Fifth grade	10	5 hours
Sixth grade	18	9 hours
Seventh grade	18	9 hours
Eighth grade	18	9 hours

e. Who will do the teaching?

This is discussed in section a. and b.

f. Who provides the teaching materials?

This is discussed in section a. and c.

Also during phase one, the police department would organize a committee that would create policies and procedures regarding enforcement issues listed in the policy considerations. Prevention education and enforcement policies are the most effective strategies for long term future graffiti/tagging concerns. After these issues are resolved, the second phase can be undertaken. If any of the questions in phase one cannot be successfully answered, then the decision makers may need to develop alternatives to ensure implementation of a less costly or lower level of prevention education.

Phase two

After the prevention education strategy is developed and department enforcement policies are in place, the next phase can begin. Hiring personnel to accomplish this strategy would be necessary so that staffing levels would not be diminished and cause some stakeholders to oppose the program. All plans would be fully developed and submitted to local politicians (city councils and school boards) for approval and implementation.

During this time it would become necessary to develop coalitions with parents, businesses, service groups, community groups, churches, etc. as listed on the futures wheel. The developing of those coalitions and partnerships would greatly increase the political, formal and informal community leaders support for the strategy. School and police department officials would meet with these groups and individuals to explain the strategy, receive input, and move stakeholders towards a more supportive position.

These coalitions would also increase the knowledge and chances of utilizing available technologies, (present and future), for classroom instruction and more effective enforcement in the field. (i.e. surveillance equipment, instructional materials, etc.)

An important resource and coalition to develop during this phase is with the parents. Parents within the community share a common interest in the well-being of their children and in the protection of the community from the blight of tagging/graffiti crimes. Police department personnel will meet with P.T.A. groups, churches, youth organizations and other areas where networking with parents and their children can be most effective.

When these official approvals, coalitions and resources are achieved the next phase of implementation is ready to take place.

Phase three

The plan is now ready for implementation of the prevention education strategy and the department enforcement policies. Starting at the beginning of the school year (September, 1996), instructors would be teaching in the classrooms and would be supervised and monitored by agency personnel. An evaluation survey instrument would be utilized by each participating student and monitored in successive semesters.

After 1996 there will be a need to conduct annual evaluations to determine the value of the curriculum and enforcement policies. As forecasted trends and events play out in subsequent years, significant adjustments in what is taught in classrooms and how the police department will deal with new forms of graffiti will have to be evaluated.

The steering committee would be assigned the task of evaluating the curriculum and presentation format on an annual basis. For example, by 1998 technology may allow for law enforcement personnel to teach parents, children, etc. in an interactive television format in the classroom or in their own homes. The steering committee would evaluate those technological changes and make recommendations for more effective anti-graffiti education presentations.

The police department policy committee would perform the same type of evaluation regarding enforcement policies. The types of graffiti crimes that may occur in the next five to ten years may bear no resemblance to today's graffiti crimes. For example, "taggers" may use laser devices to deface property or they may use satellite transmissions to "tag" computer and television screens. The possibilities seem almost limitless. The police department policy committee will provide an annual evaluation and recommendation of enforcement policies that will be the most efficient in reducing graffiti crimes.

CONCLUSION

The mission of this plan is to create an atmosphere in the community of safety and order through the education, enforcement and increased accountability of offenders in the area of tagging-type vandalism. The selected strategy is that of prevention education in K-8 classrooms in conjunction with enhanced enforcement policies.

The thorough and structured analysis of the organizational and the external environments allows for the development of future plans. The review of stakeholders and their assumptions adds the final key to developing alternative strategies. The most critical strategy has been selected through a thoughtful and well analyzed process. The probable success of the plan is then much greater in terms of benefits and ability to implement.

SECTION IV

Transition Management Plan

The Transition Management Plan will provide for an organized process in which the targeted agency can execute the implementation plan. The plan is based upon an agency that is fictitious, but the model allows for the plan to be adapted to any given law enforcement agency.

The model agency is a municipal police department that was organized in the late fiftie's. It has a population of approximately 75,000 residents expanding to over 90,000 during daytime business hours due to large corporations and a shopping mall. The city is located in North Orange County and incorporates approximately 10.5 square miles of developed land. It borders Los Angeles County and has access to major freeways.

The department employs approximately one hundred sworn officers and seventy civilian employees. It is led by an appointed police chief who reports to a five person city council through their appointed city manager. The department is divided into two divisions, the operations (uniformed patrol, traffic, etc.) and support services (investigation, support personnel) divisions. Drug Abuse Resistance Education, (D.A.R.E.), and anti-gang education programs currently exist and are taught by sworn and civilian personnel in elementary and junior high school classrooms.

Transition Management Situation

The selected future scenario describes a time when through education, and through increased accountability of offenders, tagging-type vandalism had been reduced. Law enforcement's specific function in both these areas was evaluated and the strategies that were most likely to be successfully implemented were selected.

The strategy, providing K-8 classroom instruction against tagging-type behavior, was the nominal group's primary selection. This selection was based upon the long-term benefits of prevention through education coupled with the short-term benefits of

enforcement. It provides for both a current reactive and future proactive approach. The need for enforcement policies to be concurrently implemented was considered to be of vital importance, but prevention education was given the highest priority. This transition plan focuses on the successful implementation of the prevention education strategy.

It was decided that children who have poor family situations are badly in need of supervision, training and prevention education in these areas. This strategy could provide some minor form of substitution for lack of proper training at home. Since the root causes of tagging-graffiti behavior are complex and closely associated with family life and friends at school, it was felt that these issues could best be attacked at the grade school level.

In addition to the long-term benefits of the selected strategy it was also evident, through a careful analysis of the stakeholders, that the strategy would be widely supported. The stakeholders would work towards helping law enforcement implement the program.

Issues such as funding, the development of curriculum, selecting qualified instructors, etc., were all considered to have a high degree of possible success due to the stakeholder's general support.

Programs, (such as D.A.R.E. and other prevention education models) currently exist and would provide for a smoother transition for the implementation of this plan. Community oriented policing is strengthened law enforcement officers develop close ties with children of the community and impact their future behavior. The developing of relationships with parents through their children also creates opportunities for parental training and counseling.

Because the strategy has valid justifications and stakeholder support, the implementation of such a program should not require long time frames for progress to a start date.

Critical Mass

The critical mass for this project was identified by colleagues working in a law enforcement agency. The key players in this situation are fictional but are selected for their position of influence, decision making authority, and are the persons able to successfully implementate this plan.

The key players are:

1. Mayor Gary Brown

The mayor will be influential in selling the program to community and city council and has decision making authority. He has high capability for making the plan happen. His readiness is only at a medium level because he would like to see the coalition build with schools and city government, but he is not ready to commit more funds to the program. He is also in favor of additional enforcement policies within the police department target taggers.

2. Chief James Wilson

As chief executive over the law enforcement agency he has decision making authority and directly influences the values of the department. The chief also has a high capability in implementing the plan, but is also at a medium readiness level because he is not ready to put another police officer in the classroom. He does, however, support prevention education and will look for alternative ways to get additional resources.

3. School District Superintendent Dr. Jack Jones

The superintendent would be the decision maker in bringing the program to grade schools in the district. He will be involved in negotiations determining funding and breadth of program in the schools. The superintendent is also highly capable in implementing tagging/graffiti prevention education. His schools are often targets of taggers. He knows the school board and parents favor additional crime prevention education and he is very ready to attempt to gain funding and implement the plan. He also supports increased enforcement efforts by the police department.

4. City Manager Art Lopez

The city manager has responsibility for informing and making recommendations to the City Council who would eventually approve the plan. He would also be involved in any funding negotiations with the school district. He has high capability to implement the plan because of high decision making authority relative to funding and directing the police chief. Mr. Lopez is at a medium readiness level to implement the plan because he knows the mayor and chief favor the plan, but he will only move to a high readiness if the schoolboard will share the funding costs.

5. Captain Bill Markman

The captain has the responsibility for the division within the police department regarding school resource and prevention education officers and advisors. Captain Markman has medium capability in implementing the plan as he can only act if directed by the chief. He is, however, highly ready to implement prevention education and tougher enforcement policies. He highly supports the plan and values this type of program.

6. Sergeant John Smith

The sergeant supervises the D.A.R.E. and gang prevention program and is seeking grant funding for expanding education and counseling for at-risk youth and their parents in the gang prevention area. Sergeant Smith is very supportive of the plan and has personal interest in prevention education as this is his assignment. He enjoys working with children and can provide important input to the committee members assigned to developing curriculum. His capability is at a medium level because he can influence decision makers, but cannot act without higher authority.

7. Assistant Superintendent Janice Perry

Janice Perry has responsibility for administering prevention education in the school district and influences the principals of targeted grade schools and their regular classroom teachers. Ms. Perry is at a medium capability because Dr. Jones and the school board are the final decision makers, but she can direct principals and teachers

to implement the plan. Her readiness is at a medium level as she is concerned about limited amounts of available instruction time.

Illustration #27 is a chart representing each player's readiness and capability to support this strategy.

ILLUSTRATION #27
Critical Mass readiness/capability chart

Key Player	Readiness			Capability		
	High	Med	Low	High	Med	Low
Mayor Brown		X		X		
Chief Wilson		X		X		
Dr. Jones	X			X		
City Mgr. Lopez		X		X		
Capt. Markman	X				X	
Sgt. Smith	X				X	
Janice Perry		X			X	

The researcher evaluated the critical mass to determine each player's current and desired positions regarding the selected strategy.

* Mayor Brown's current commitment level is at "let happen" because of his involvement with school board members who want to see more consortiums between law enforcement and schools. He is very motivated to see his police department build those consortiums, but is not ready to shift more funding to the P.D. He would like the chief to accomplish the project with existing resources as additional funding is limited. He wants the school district to fund 50% of the project. The desired level would be "help happen" as he could move the council, city manager & chief into action. If the

school board will share in the funding of the plan then Mayor Brown will move to "help happen". Another alternative would be to find funding through grant monies or another source. In any case, if funding from the city could be limited to 50% of the plan then he will move to "help happen".

* Chief Wilson's current commitment level is "help happen" because he favors prevention education and tries to instill that value to the whole department. He is, however, experiencing increasing calls for service with declining resources and is not in favor of shifting line resources into more school programs. He is in favor of seeking grant funding and also feels the schools should help fund the project. His desired level needs to move to "make happen" as he has the ability to shift resources and make the project happen.

The chief will move to "make happen" if he can acquire the funding and resources to implement the plan without losing a police officer from field services. He has a strong belief in prevention education of all types (including tagging/graffiti prevention). If any of the alternative plans allow for this concern he will move to "make happen". He is also ready to support his committee's policy recommendations regarding tougher enforcement plans for the future.

* Dr. Jones' current commitment level is to "make happen" as he is encouraged by the school board, community and parents to increase prevention education for graffiti-type vandalism behavior in the classroom. Since he is capable of making it happen in the schools it is important his commitment remain the same. Since Dr. Jones is already at "make happen" there is no need for further movement towards implementing the plan.

* City Manager Lopez's current commitment level is at "help happen" because the mayor favors the project and it would be his responsibility to conduct negotiations with Dr. Jones regarding funding of the program. His desired commitment level is "make happen" as he can direct the chief and influence the city council in making the project happen. Mr. Lopez has the same concerns as the others. He will move to "make happen" if the funding and other resources can be shared or produced through grant

monies, donations, etc. He will support coalitions and enforcement efforts recommended by the chief.

* Captain Markman's current and desired commitment level is at "make happen" as he strongly supports prevention education by law enforcement personnel and is seeking additional funding through grant monies. Captain Markman is already at "make happen" and further movement is not necessary.

* Sergeant Smith's current and desired commitment level is at "help happen" as he supervises the D.A.R.E. program and is the grant writer for the program. His effort towards writing an effective grant could make the difference between having sufficient funding and making the project happen. Sergeant Smith is at the "help happen" level and that is his desired position as he cannot make it happen without the chief's approval. No movement is required for Sergeant Smith. He will also support the recommended enforcement policies.

* Assistant Superintendent Perry's current commitment level is "let happen" as the available classroom time for further prevention education is difficult to find. She does, however, have the responsibility for the implementation of drug and gang prevention curriculum in the district and would be an important asset in developing a grant for building a consortium between the district and law enforcement. Her desired commitment level should move to "help happen" because of her importance to the project.

In order to move Ms. Perry to the "help happen" level, the time commitment in the classroom may have to be compromised. If that is not agreeable, then she would move to "help happen" if Dr. Jones gave her the assignment to implement the plan.

Illustration # 28 indicates the current (C) and desired (D) commitment positions of the key players. It gives a charted view of where the critical mass players are at and where they need to move to for successful implementation of the selected strategy.

ILLUSTRATION #28
Critical Mass

Key Player	Block change	Type of commitment		
		let happen	help happen	make happen
Mayor Brown		C>	D	
Chief Wilson			C>	D
Dr. Jones				CD
Manager Lopez			C>	D
Capt. Markman				CD
Sgt. Smith			CD	
Janice Perry		C>	D	

The team selected to implement the plan must work with the critical mass/players to achieve the desired commitments. The leaders of this change effort will be chief Wilson and Dr. Jones.

The action most likely to achieve the desired commitment levels in all the players revolves around funding. If a compromise can be achieved between city and school district officials regarding funding (and grant monies become available to supplement or completely fund the project) the players would quickly move to the desired level. The issue regarding Perry's concern over available classroom time for more prevention education could be overcome by enhancing existing curriculum rather than adding additional class periods.

Management structure

The management structure recommended for this project is described as the representatives of constituencies model. The members would be selected by the chief and by Dr. Jones which would ensure a sound model for consensus building and "buy-in" from both the city and the school district. Work performed by the team will be an added responsibility for the members in addition to their regular duties. The team

in" from both the city and the school district. Work performed by the team will be an added responsibility for the members in addition to their regular duties. The team participants should serve until all obstacles blocking the implementation have been removed or circumvented and to perform regular evaluations of the project to determine effectiveness.

The representatives of constituencies model provides for a structure that involves the critical mass/players and helps address issues of concern regarding funding, curriculum, etc. In this scenario the group would all bring ideas and concerns to the table and develop resolutions for those concerns.

The recommended members of this group would be:

Captain Markman- could mobilize P.D. resources; keep Chief informed and allow him regular input into the process without "taking over" the group.

Sergeant Smith- A key player working with program specifics and in grant writing. A front-line communicator to the P.D. personnel.

Janice Perry- Could mobilize school district resources and keep Dr. Jones informed and allow him regular input into the process without "taking over" the group.

Assistant to city manager- Keep important players informed; responsible for negotiating funding and resources.

School district grant writer-will work with Sgt. Smith in writing comprehensive grant application with a solid double component foundation.

Grade school teacher- Help design curriculum for project and good resource for scheduling classroom time concerns.

Drug Abuse Resistance Education (D.A.R.E.) officer- Provide input for enhancing existing programs as an alternative to funding a new project. Develop instructor qualifications.

The group must address several issues. First, they must determine what level of education is desired and the costs associated with that level. Second, list funding alternatives to achieve that level and present them to decision makers for approval.

Third, they must identify who will perform what responsibilities and when to report. Fourth, they will then develop a time line for implementation and identify the specific assignments to be accomplished.

In this scenario, the group will have to identify funding sources and recommend the level or responsibility regarding that funding by the city and school district. Several options could be developed- i.e. any range of cost splits; personnel provided by police department, materials by district; grant funding; community/service group donations; asset forfeiture funds; Community Development Block Grants funds; etc.

After this obstacle is hurdled then a plan defining who performs what responsibility will have to be developed.

Finally, the group must develop a plan for evaluating the effectiveness of the project. Prevention education seems to defy a comprehensive quantitative evaluation, but qualitative evaluations could readily be adopted.

The following organizational chart illustrates how the representative team could be structured.

ILLUSTRATION #29

<u>P.D.</u>	<u>Asst. to City Manager</u>	<u>School District</u>
<u>Capt. Markman</u>		<u>Janice Perry</u>
<u>Sgt. Smith</u>		<u>Dist. Grant Writer</u>
<u>D.A.R.E. Officer</u>		<u>Grade School teacher</u> <u>/Principal</u>

Techniques to support implementation/change

The representative team must use a variety of methods to implement the needed changes. They will include the following recommendations;

- * The representative group will structure the organization and set individual responsibilities.
- * A modified Delphi process technique would be used to design a communications plan that will provide information about the plan to the city, police department, school district, parents of students, etc. All those impacted by the project will understand its goals and how it will be implemented.
- * A representative group technique would be used to build support for prevention education by meeting with stake holders to discuss their concerns and finding ways to overcome those obstacles, thus removing anxiety about the project.
- * A modified Delphi process would be used to develop time frames for implementation of the plan.
- * Setting expectations for law enforcement and school officials as well as classroom instructors would also best be accomplished through a modified Delphi process.
- * Assessing the availability of alternative funding such as: grants, donations, narcotics asset forfeiture monies and community development block grant funds.

The following chart illustrates the responsibilities that may be assigned to members of the team.

ILLUSTRATION # 30
Responsibility Chart

	Capt. Markman	Sgt. Smith	Asst. superin.	city mgr.	grant writer	school teacher	dare off.
negotiate w/ school dist. law enforcement	A	I	A	R	I	I	I
communicate goals & receive input from frontline staff	S	R	R	I	I	S	S
identify alternative funding sources	R	S	A	A	S	I	I
curriculum development	A	I	R	I	S	S	S
identify instructor qualifications	A	S	A	I	I	S	R
develop instru. to evaluate effectiveness	A	R	A	I	S	S	S
Approve funds for project	A	I	A	R	I	I	I

R= Responsibility (not necessarily authority)
A= Approval (right to vote)
S= Support (put resources toward)
I= Inform (to be consulted)

Responsibility charting is a technique or method that groups can develop to aid in identifying specific responsibilities of its members. It provides a framework for clarifying expectations of each member and reduces redundant effort. It is valuable in increasing group understanding towards the implementation of the plan.

Transition management plan timetable

- * Month 1- announce project and create steering committee for graffiti prevention education. Develop police department committee for enhanced enforcement efforts and coalition building.
- * Month 2- identify responsibilities/begin developing areas of responsibility/ meet with stakeholders. Plan for future changes in curriculum and instruction formats.
- * Month 3- identify funding sources/approve alternatives / begin negotiations. Implement enhanced enforcement recommendations. Meet with parents, business leaders, service groups, etc. to build relationships. Continuing through successful implementation of plan and beyond.
- * Month 4- develop curriculum/possibly develop grant applications.
- * Month 5- determine qualifications of instructors/identify number of classes to be taught. Set schedules for instruction.
- * Month 6- submit final proposals for funding sources-(personnel and materials).
- * Month 7- city council and school board funding approvals.
- * Month 8- develop evaluation surveys/techniques.
- * Month 9- hire/select instructors.
- * Month 10- train instructors.
- * Month 11- begin instruction in classrooms.
- * Month 12- evaluate progress of instruction.
- * Month 13 thru @- evaluate effectiveness of plan.

From month 13 and beyond, there is a need to annually evaluate curriculum, instruction format, enforcement policies, technology advances and available resources.

The steering committee would be charged with this task and would make the necessary changes based upon changes in graffiti crimes and trends and event as they occur.

Section Summary

This section has covered the transition management of the project. Included in this section was the transition management environment, identifying the critical mass and its current and desired positions, the transition management structure and responsibilities, the techniques used for the management of the change and the timetable set for the plan.

Conclusion

This study was conducted to find strategies that would create the best plan for reducing future tagging/graffiti crimes. A thorough analysis of forecasted trend and event data over the next ten years was performed. The analysis findings were used to develop a most desired future scenario. The scenario illustrated a reduction in graffiti crimes over the next ten years. This scenario was created due to enhanced enforcement efforts and graffiti prevention education through the manipulation of data.

The strategy that was selected, through analysis, was that of prevention education in grades K-8 and enhanced enforcement policies by the model police agency. The findings demonstrated that although the primary strategy focused on the anti-graffiti education, the enforcement policies were a critical component for success. The study findings produced the following enforcement policies;

- + Employ a "zero balance" standing against all "tagging/graffiti" vandalism. All crimes will be prosecuted.
- + Detectives will no longer investigate crimes without suspects or leads, but will concentrate efforts on gangs, violent crimes, and those causing fear to the general public (order and maintenance).
- + Problem-oriented policing will be part of our efforts to attack these crimes. Volunteers and "citizen-watch" patrols will be utilized.
- + Working with citizens to maintain public safety resources.

- + Support legislation controlling use of technological advancements for criminal purposes.
- + We will work with all law enforcement intelligence networks, and put resources toward gang and tagging prevention. Consequences for "tagging" will be substantial.

If the implementation of prevention education against tagging vandalism is successfully implemented, and is concurrently conducted with increased accountability through law enforcement efforts, it is probable that the desired future state will be achieved.

The findings relative to the sub-issue of what relationships must be formed include:

- | | | | |
|------------|-----------------|-------------|--------------------------------|
| *schools | *parents | *businesses | *District attorney |
| *probation | *service groups | *churches | *other public service agencies |

These coalitions are critical to the continued success of the selected strategies. Over the next ten years these coalitions will help maintain funding sources, volunteer programs, key information in developing instruction curriculum and formats. Prevention education and enhanced enforcement efforts rely on these coalitions and without them the strategies cannot be implemented.

The findings relative to the sub-issue of how technology will cause or prevent tagging-graffiti in the future include:

* The study findings indicate technological advances will change educational formats to more interactive video and home television instruction. In 1994 the selected strategy calls for police officers in the classrooms. As the years roll by this will change and the strategy will change to better utilize the new technology.

* The study findings also indicate that technology advances in surveillance equipment and other areas will allow citizen watch patrols, volunteers and police officers to more efficiently detect and prosecute graffiti vandals.

* Taggers will likely find tools to overcome obstacles such as locking up paint supplies, felt tip markers, glass etching tools, etc., by using future technology (i.e. laser tools, caustic chemicals, paint guns, defacing computer screens, televisions, etc.)

* Technology will also be used to monitor, collect data, network intelligence information, and to develop surfaces that have coatings or chemical properties that resist defacement by tagging crimes.

The findings relative to the sub-issue of what resources will be needed by law enforcement include:

- *Personnel for classroom presentations and enforcement task forces.
- *Capitol items such as monitoring devices, computers, vehicles, etc.
- *Information networks.
- *Experts in intelligence gathering and identification of taggers.
- *Political leaders support and efforts to pass legislation.
- *Involved citizens for volunteer work in cleanup and enforcement.

The findings support strategies employed by law enforcement that focus on prevention education in the schools and coalitions of public agencies and citizens towards enforcement efforts. The findings support those strategies and if employed by law enforcement they will reduce the level of tagging-graffiti crimes by the year 2004.

ENDNOTES

1. Random House Webster's College Dictionary New York: Random House, 1992, page 579.
2. Appendix 4- "California projected 12-18 year old population" graph.
3. National Graffiti Information Network Newsletter -Hurricane, Utah
4. Appendix 4- "Hard dollar costs associated with repair/removal of vandalized property" graph.
5. Wesley G. Skogan, Disorder and Decline, Berkeley and Los Angeles: University of California Press, 1990, page 49.
6. Henry Chalfant and James Prigoff, Spraycan Art, New York: Thames and Hudson Inc., 1991 page 7.
7. From the Wall, a newspaper of crime prevention, Volume 1 issue 1, St. George, Utah December 1993.
8. Charles Metivier, "Cost of Cleaning Graffiti", The Orange County Register, Feb. 6, 1993.
9. Juan C. Arancibia, "Panel Takes Steps to Fix Anti-Graffiti Ordinance", The Press-Enterprise, Feb. 26, 1993.
10. Charles Metivier.
11. Appendix 4- "Orange County Juvenile Vandalism/Malicious Mischief Arrests" Graph.
12. Orange County Gang Incident Tracking System, analysis of reports submitted by April 15, 1994.
13. California Department of Finance (demographics research unit). 1994.
14. National Graffiti Information Network newsletter, Hurricane, Utah.
15. Sergio Palos, "War of the Walls", The Los Angeles Times, July 14, 1993.
16. Hector Tobar, "County OKs New Graffiti Crackdown", The Los Angeles Times", March 3, 1993.
17. Sergio Palos.

Hector Tobar.

Mariel Garza, "Banning gets grip on graffiti". The Press-Enterprise, April 2, 1993.

18. Dan Wylde, "SCAT to Taggers", Western City, March 1994.

From the Wall, December 1993, St. George, Utah

19. John M. Glionna, "L.A. Taggers up the ante; guns added", Los Angeles Times, May 1993.

20. Hector Tobar.

Law enforcement officials interviewed:

Chief Richard Tefank-Buena Park P.D.

Captain Tom Hoffman- Inglewood P.D.

Captain Jim McMurray-Los Angeles P.D.

Captain Russell Rice- Placentia P.D.

Captain Matt Powers- Sacramento P.D.

Captain Lee Wagner- Riverside P.D.

21. Wesley G. Skogan, page 10.

22. George L. Kelling and James Q. Wilson, "Broken Windows", The Atlantic Monthly, March, 1982, page 33.

23. George L. Kelling and James Q. Wilson, page 36.

24. Mariel Garza, "Banning Gets Grip on Graffiti", The Press-Enterprise, April 2, 1993, A:1.

25. Dan Wylde.

26. Graffiti Task Force, "Controlling the growth of graffiti in Orange County", Report to the Orange County Board of Supervisors, June 29, 1993.

27. National Graffiti Information Network.

28. Gary Hicken, 5983 Lucretia Ave., Mira Loma, Ca. 91752
Commission on Peace Officers Standards & Training
Command College Class #18.

29. Graffiti Task Force.
30. Gus Santoyo, "Council May Order Spray Paint to be Locked Up", The Orange County Register, March 16, 1993.

Andrea Heiman, "City Ordinance Gets Tough on Taggers", Los Angeles Times, Jan. 29, 1993, B-1.

Hector Tobar.

David Heitz, "Ordinance Cracks Down on Increase in Graffiti", The Orange County Register, March 3, 1993, B-5.

Robert Barker, "New Anti-Graffiti Law Goes into Effect", The Orange County Register March 10, 1993.

Robert Chow, "Schools Sue Over Buena Park Graffiti", The Orange County Register, March 20, 1993.

31. Mike Capizzi, "Policy Regarding Taggers", County of Orange, Memo, Feb. 2, 1993.
32. Russ Loar, "School Program Demands Respect", The Orange County Register, Feb. 16, 1993.
33. Agustin Gurza, "Baking Soda Added to City's Anti-Graffiti Recipe", The Orange County Register, March 18, 1993, B-2.
34. Russ Loar.
35. George L Kelling and James Q. Wilson. page 29.
36. George L. Kelling and James Q. Wilson, page 33.

SELECTED BIBLIOGRAPHY

Arancibia, Juan C. "Panel Takes Steps to Fix Anti- Graffiti Ordinance", The Press-Enterprise, Feb. 26, 1993.

Barker, Robert, "New Anti-Graffiti Law Goes into effect", The Orange County Register, March 10, 1993.

California Department of Finance (demographics research unit). 1994.

Capizzi, Mike, "Policy Regarding Taggers", County of Orange, Memo, Feb. 2, 1993.

Chalfant, Henry, and Prigoff, James, Spraycan Art , New York: Thames and Hudson Inc., 1991 page 7.

Chow, Robert, "Schools Sue over Buena Park Graffiti", The Orange County Register, March 20, 1993.

From the Wall, a newspaper of crime prevention, Volume 1 issue 1, St. George, Utah, December 1993.

Garza, Mariel, "Banning gets a grip on Graffiti", The Press-Enterprise, April 2, 1993.

Glionna, "L.A. Taggers up the ante; guns added", Los Angeles Times, May 1993.

Graffiti Task Force, "Controlling the growth of Graffiti in Orange County", Report to the Orange County Board of Supervisors, June 29, 1993.

Gurza, Agustin, "Baking Soda Added to City's Anti-Graffiti Recipe", The Orange County Register, March 18, 1993.

Heiman, Andrea, " City Ordinance Gets Tough on Taggers", Los Angeles Times, Jan. 29, 1993.

Heitz, David, "Ordinance Cracks Down on Increase in Graffiti", The Orange County Register, March 3, 1993.

Kelling, George L., and Wilson, James Q., "Broken Windows", The Atlantic Monthly, March 1982.

Loar, Russ, "School Program Demands Respect", The Orange County Register,

Feb. 16, 1993.

Metivier, Charles, "Cost of Cleaning Graffiti", The Orange County Register, Feb. 6, 1993.

National Graffiti Information Network, Newsletters, Hurricane, Utah.

Orange County Gang Incidents Tracking System, analysis of reports submitted by April 15, 1994.

Palos, Sergio, "War of the Walls", The Los Angeles Times, July 14, 1993.

Random House Webster's college dictionary, New York: Random House, 1992.

Santoyo, Gus, "Council May Order Spray Paint to be Locked Up", The Orange County Register March 16, 1993.

Skogan, Wesley G., Disorder and Decline, Berkeley and Los Angeles: University of California Press, 1990, page 49.

Tobar, Hector, "County OKs New Graffiti Crackdown", The Los Angeles Times, March 3, 1993.

Wylde, Dan, "SCAT to Taggers", Western City, March 1994.

APPENDIX 1

Nominal Group Panel Members:

1. Tim Sullivan- owner of Graffiti Removal, Inc.
2. Tom Wright- Director- Orange Country Juvenile Hall
3. Barbara Baiz- Orange County Juvenile Justice Commission
4. Jim McMurray- Captain- LAPD Juvenile Division
5. Tom Hoffman- Captain- Inglewood PD investigation division
6. Jerry Horton- Principal- Corey Elementary School
7. Linda Wheeler- Asst. Principal- Buena Park Junior High
8. Jeff Winters- Deputy District Attorney- Orange Count DA's office
9. Tom Halverson- Superintendent- Savanna School District
10. Alan Bediamol- Crime Analyst- City of Chino

APPENDIX 2

Candidate trends identified by the NGT panel in June 1993.

1. Economic conditions worsen. (4)
2. Continued breakdown of family structure. (1)
3. Tagging gangs become more violent. (2)
4. Taggers will discover new ways and technologies to obtain their goal. (6)
5. Business flight.
6. Government resources continue to decrease. (7)
7. Younger children become involved.
8. New targets, i.e., autos.
9. Growth in volunteer/private cleanup effort.
10. (combined)
11. Trend toward punitive monetary fines for parents.
12. Less recreation activities for youth.
13. Tagging will "overload" system.
14. Related crimes will worsen.
15. Increase in private schools' education.
16. Business "opportunists" will increase.
17. Increased racial tension expressed through graffiti. (8)
18. (combined)
19. (combined)
20. Electronic monitoring of habitual offenders.
21. Increase of defensive architecture.
22. Increase of female tagging activity.

23. (combined)
24. Increase of private monetary investing.
25. (combined)
26. (combined)
27. Vigilante activity.
28. (combined)
29. Graffiti 101 - prevention education K-8.
30. Increase of diversion programs at local law enforcement.
31. Intelligence network.
32. Increased community involvement. (5)
33. Tagger subculture will become dominant.
34. Taxpayer revolt.
35. Increase in Orange County hard dollar costs associated with repair/removal of vandalized property. (9)
36. Increase in Orange County juvenile vandalism/malicious mischief arrests. (10).
37. Increase in California projected 12-18 year-old population.

TOP TRENDS

1. Continued breakdown of family structure.
2. Tagging gangs become more violent.
3. Graffiti 101- prevention education K-8.
4. Economic conditions worsen.
5. Increased community involvement.
6. Taggers will discover new ways and technologies to obtain their goal.
7. Government resources continue to decrease.
8. Increase in Orange County hard dollar costs associated with repair/removal of vandalized property.
9. Increase in Orange County juvenile vandalism/malicious mischief arrests.
10. Increase in California projected 12-18 year-old population.

APPENDIX 3

Candidate events identified by the NGT panel in June 1993.

1. Voucher system passed.
2. Media agrees to refrain from reporting tagging. (6)
3. Riots due to racial tension.
4. U.S. becomes involved in large-scale war. (10)
5. Street gangs declare war on taggers.
6. Multiple shooting of 7-year-old taggers in Newport beach.
7. New law passed requiring community service from parent and child, for first time graffiti. (3)
8. Re-hab program discovered for curing graffiti behavior.
9. California bankrupt. (7)
10. State budget not approved for 1993.
11. Parents of juvenile offenders identified in media.
12. Uniform school dress code adopted. (4)
13. Disneyland opens "Westcot" (more jobs).
14. Paint becomes controlled substance, distributed only by state agency.
15. Grant awards to local business to employ youth. (5)
16. State mandates prison time for graffiti offender.
17. Last misdemeanor prisoner released from County jail.
18. Criminalized 601 status offenses. (8)
19. Scientists develop vandal-proof surface.
20. White House graffied.

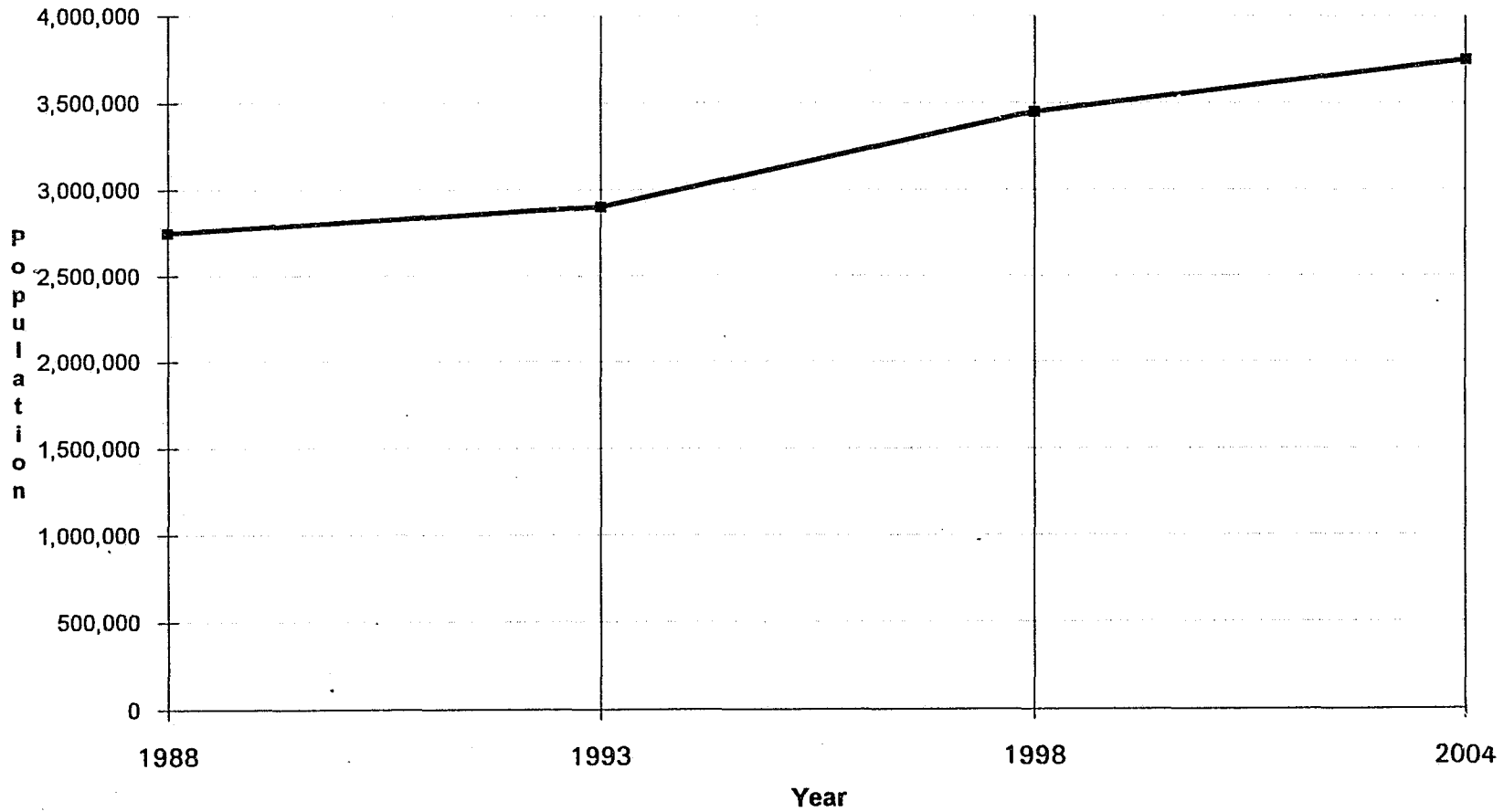
21. No right to jury trial - 6 months.
22. California adopts jury trial for juveniles.
23. Military draft reinstated.
24. State-wide computer graffiti network.
25. State-wide curfew enacted.
26. First lady promotes zero tolerance.
27. 13-year-olds may be tried as adults.
28. Flat tax adopted.
29. Immigration halted for 3 years.
30. Taggers replace car thieves in Juvenile Hall.
31. Congress passes law requiring "Graffiti 101".

TOP EVENTS

1. State mandates prison time for graffiti offender.
2. Street gangs declare war on taggers.
3. New law passed requiring community service from parent and child, for first time graffiti.
4. Uniform school dress code adopted.
5. Grant awards to local business to employ youth.
6. Media agrees to refrain from reporting tagging.
7. California bankrupt.
8. Criminalized 601 status offenses.
9. Scientists develop vandal-proof surface.
10. U.S. becomes involved in large-scale war.

Appendix 4

CALIFORNIA PROJECTED 12 - 18 YEAR OLD POPULATION



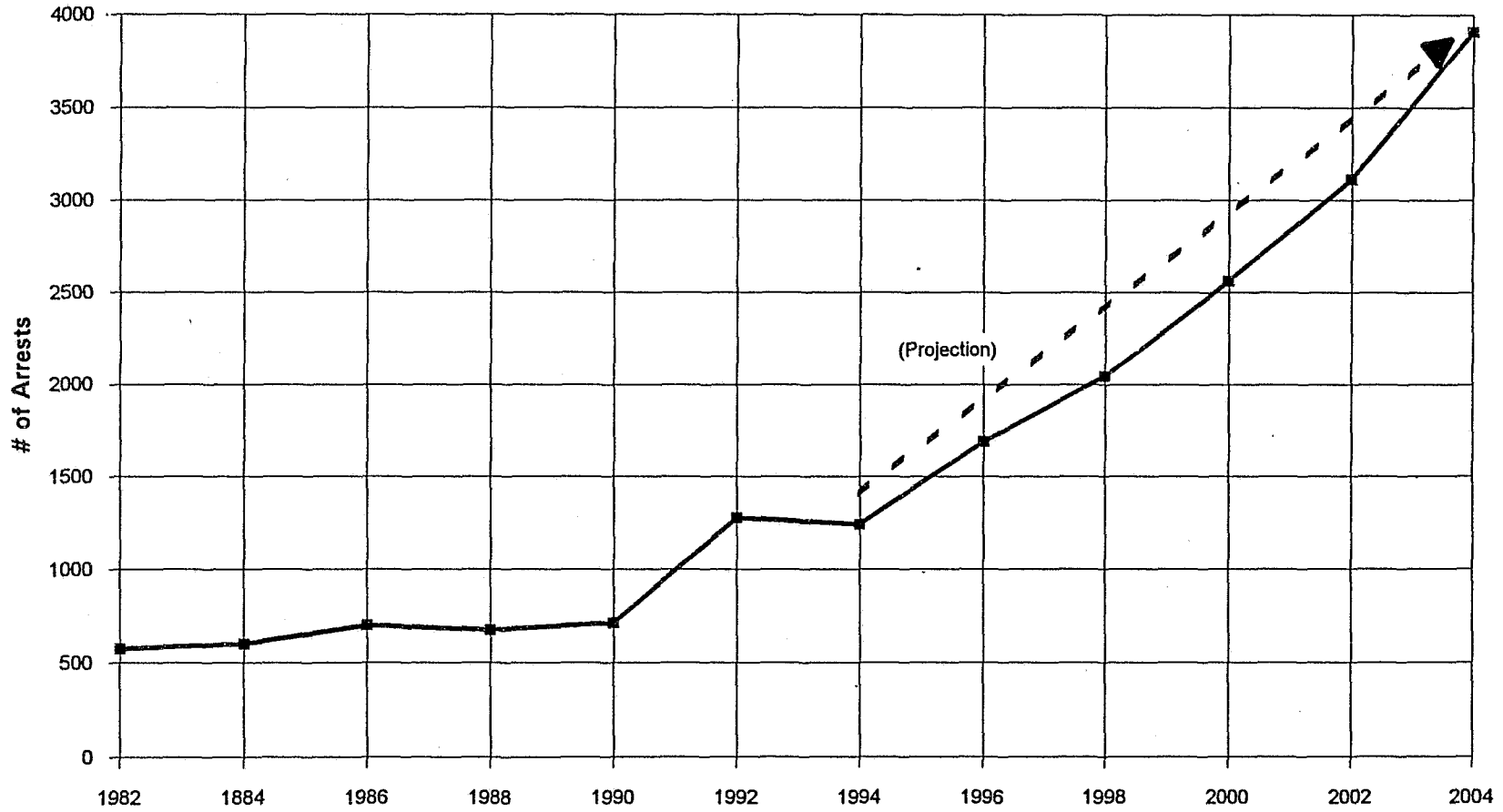
101

*Source - California Department of Finance, Demographic Research Unit

Appendix 5

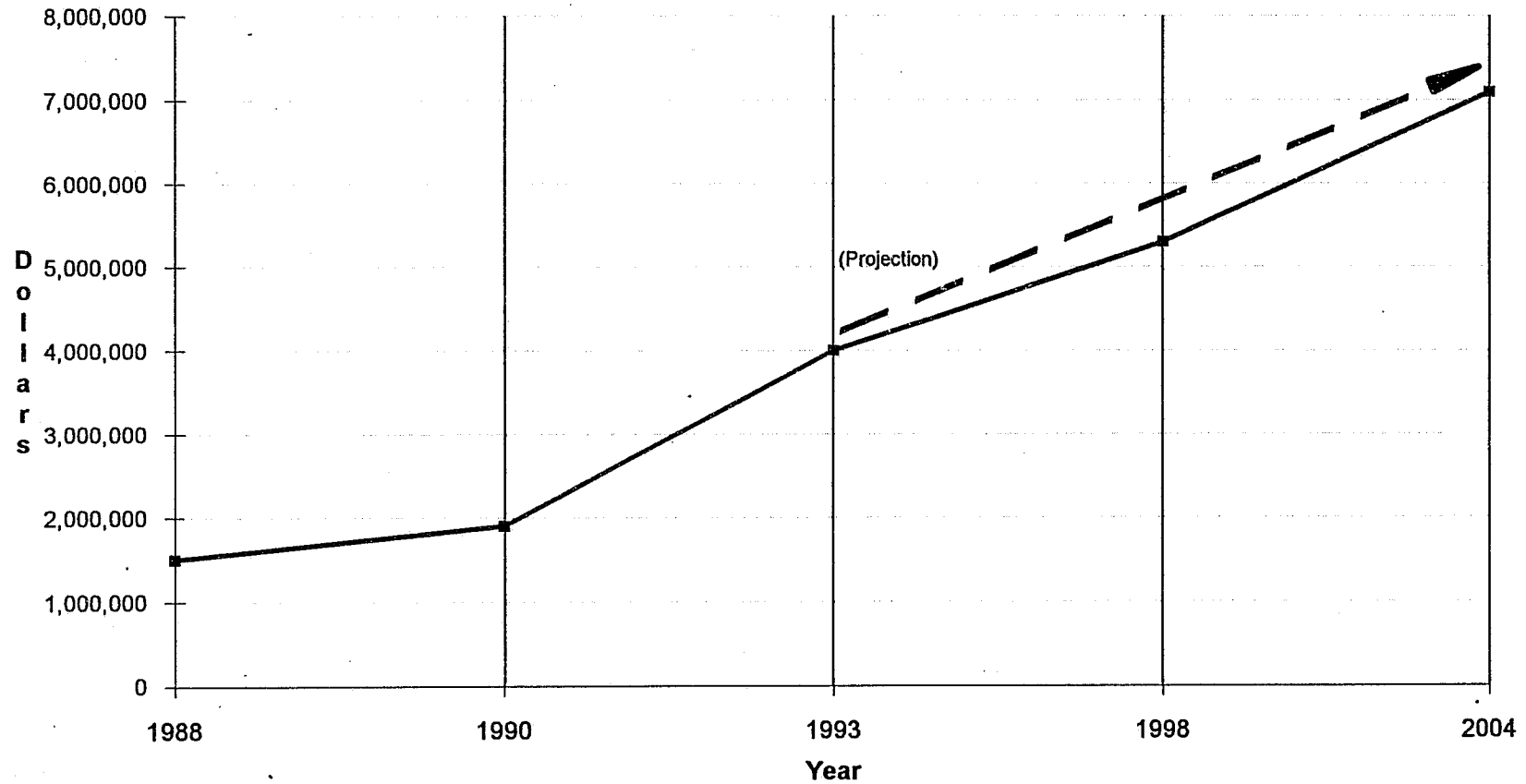
Orange County Juvenile

Vandalism/Mal. Misc. Arrests



Orange County

Hard dollar costs associated with Repair/Removal of vandalized property



*Source: Orange County Register, Feb 6, 1993, Charles Melivier; "Cost of Cleaning Graffiti."

Appendix 7

1) Status of Traditional Family Structures

Panel Member	5 yrs Ago	Today	5 yrs from now	10 yrs from now
1	80	100	160	120
2	60	100	200	300
3	95	100	110	150
4	100	100	90	75
5	75	100	200	400
6	80	100	150	200
7	100	100	130	150
8	90	100	150	200
		Hi:	200	400
Median:	85	Med:	150	175
		Lo:	90	75

2) Level of Tagging Gangs Involvement in Violence

Panel Member	5 yrs Ago	Today	5 yrs from now	10 yrs from now
1	0	100	150	80
2	10	100	200	300
3	60	100	125	175
4	0	100	200	100
5	10	100	300	400
6	20	100	200	300
7	20	100	200	300
8	50	100	150	175
		Hi:	300	400
Median:	15	Med:	200	238
		Lo:	125	80

3) Prevention Education K - 8

Panel Member	5 yrs Ago	Today	5 yrs from now	10 yrs from now
1	10	100	200	200
2	0	100	150	175
3	20	100	175	200
4	90	100	100	100
5	30	100	300	400
6	10	100	200	300
7	0	100	200	250
8	25	100	200	175
		Hi:	300	400
Median:	15	Med:	200	200
		Lo:	100	100

4) Status of Economic Conditions

Panel Member	5 yrs Ago	Today	5 yrs from now	10 yrs from now
1	50	100	120	80
2	50	100	150	200
3	100	100	75	100
4	90	100	200	150
5	100	100	200	300
6	50	100	90	80
7	0	100	90	80
8	50	100	150	175
		Hi:	200	300
Median:	50	Med:	135	125
		Lo:	75	80

5) Level of Community Involvement w/ Gov. & Schools

Panel Member	5 yrs Ago	Today	5 yrs from now	10 yrs from now
1	10	100	120	200
2	50	100	150	200
3	70	100	175	200
4	50	100	100	100
5	10	100	200	250
6	90	100	120	140
7	50	100	200	300
8	25	100	75	110
		Hi:	200	300
Median:	50	Med:	135	200
		Lo:	75	100

6) "Taggers" Find New Ways/Technologies to Achieve Goals

Panel Member	5 yrs Ago	Today	5 yrs from now	10 yrs from now
1	0	100	150	80
2	10	100	200	300
3	60	100	140	180
4	0	100	200	100
5	30	100	200	300
6	20	100	150	200
7	0	100	110	120
8	10	100	90	80
		Hi:	200	300
Median:	10	Med:	150	150
		Lo:	90	80

Appendix 7

7) Level of Government Resources

Panel Member	5 yrs Ago	Today	5 yrs from now	10 yrs from now
1	20	100	120	80
2	50	100	150	150
3	100	100	75	75
4	75	100	150	200
5	100	100	400	50
6	50	100	100	110
7	0	100	110	120
8	50	100	120	140
			Hi:	400
Median:	50	Med:	120	115
			Lo:	75

8) Level of Orange Costs for Repair/Removal

Panel Member	5 yrs Ago	Today	5 yrs from now	10 yrs from now
1	0	100	150	80
2	10	100	150	200
3	50	100	150	200
4	75	100	150	200
5	100	100	75	50
6	30	100	150	150
7	50	100	200	250
8	50	100	150	200
			Hi:	200
Median:	50	Med:	150	200
			Lo:	75

9) Level of Orange County Juvenile Vandalism/Mal. Misc.

Panel Member	5 yrs Ago	Today	5 yrs from now	10 yrs from now
1	0	100	120	80
2	50	100	150	200
3	30	100	175	200
4	50	100	150	175
5	30	100	200	300
6	40	100	130	130
7	90	100	120	130
8	50	100	150	200
			Hi:	200
Median:	45	Med:	150	188
			Lo:	120

10) Changes in Calif. Projected 12 - 18 yrs old pop.

Panel Member	5 yrs Ago	Today	5 yrs from now	10 yrs from now
1	0	100	200	300
2	50	100	110	130
3	75	100	135	180
4	75	100	150	150
5	40	100	150	250
6	80	100	120	150
7	70	100	130	140
8	100	100	175	200
			Hi:	200
Median:	73	Med:	143	165
			Lo:	110

Appendix 8

1) State mandates prison time for graffiti offender.

Panel Member	Years Until Probability First > 0	PROBABILITY		Impact on the Issue Area if the Event Occurred	
		5 Years From Now	10 Years From Now	Positive (1-10)	Negative (1-10)
1	2	20	10	10	10
2	4	75	100	1	0
3	5	50	50	0	0
4	3	50	50	7	0
5	5	10	20	1	0
6	1	100	50	3	0
7	5	50	100	10	0
8	5	50	100	8	0
9	5	50	90	10	0
High:	1	100	100	10	10
Med:	5	50	50	7	0
Low:	5	10	10	0	0

2) Street gangs declare war on taggers.

Panel Member	Years Until Probability First > 0	PROBABILITY		Impact on the Issue Area if the Event Occurred	
		5 Years From Now	10 Years From Now	Positive (1-10)	Negative (1-10)
1	0.5	100	50	0	10
2	1	75	50	7	0
3	2	100	100	5	5
4	4	70	90	5	0
5	1	100	100	8	2
6	2	40	70	3	10
7	3	10	50	3	7
8	5	50	100	10	0
9	1	100	50	8	0
High:	0.5	100	100	10	10
Med:	2	75	70	5	2
Low:	5	10	50	0	0

Appendix 8

- 3) New law passed requiring community service from parent and child, for first time graffiti offender.

Panel Member	Years Until Probability First > 0	PROBABILITY		Impact on the Issue Area if the Event Occurred	
		5 Years From Now	10 Years From Now	Positive (1-10)	Negative (1-10)
1	3	20	10	10	10
2	4	1	20	2	0
3	5	20	40	8	0
4	5	75	75	4	0
5	2	50	50	9	0
6	5	10	20	10	3
7	3	50	70	7	0
8	5	25	50	6	0
9	5	100	0	10	0
High:	2	100	75	10	10
Med:	5	25	40	8	0
Low:	5	1	0	2	0

- 4) Uniform school dress code adopted.

Panel Member	Years Until Probability First > 0	PROBABILITY		Impact on the Issue Area if the Event Occurred	
		5 Years From Now	10 Years From Now	Positive (1-10)	Negative (1-10)
1	4	20	50	5	5
2	1	100	50	5	0
3	2	50	70	5	0
4	2	75	95	10	0
5	5	50	75	8	0
6	4	30	50	5	0
7	2	80	90	4	0
8	5	5	10	2	0
9	2	70	30	7	3
High:	1	100	95	10	5
Med:	2	50	50	5	0
Low:	5	5	10	2	0

Appendix 8

5) Grant awards to local business to employ youth.

Panel Member	Years Until Probability First > 0	PROBABILITY		Impact on the Issue Area if the Event Occurred	
		5 Years From Now	10 Years From Now	Positive (1-10)	Negative (1-10)
1	5	50	60	9	10
2	1	75	20	3	0
3	5	0	50	2	0
4	5	75	75	4	0
5	1	60	80	6	0
6	4	60	90	10	0
7	2	60	80	5	0
8	2	25	50	8	0
9	2	100	50	9	0
High:	1	100	90	10	10
Med:	2	60	60	6	0
Low:	5	0	20	2	0

6) Media agrees to refrain from reporting tagging.

Panel Member	Years Until Probability First > 0	PROBABILITY		Impact on the Issue Area if the Event Occurred	
		5 Years From Now	10 Years From Now	Positive (1-10)	Negative (1-10)
1	4	100	100	10	8
2	1	100	50	1	0
3	2	50	80	8	0
4	5	90	90	5	0
5	1	50	60	10	0
6	3	30	60	4	0
7	5	0	0	0	0
8	2	25	50	0	5
9	2	100	50	10	0
High:	1	100	100	10	8
Med:	2	50	60	5	0
Low:	5	0	0	0	0

Appendix 8

7) California bankrupt.

Panel Member	Years Until Probability First > 0	PROBABILITY		Impact on the Issue Area if the Event Occurred	
		5 Years From Now	10 Years From Now	Positive (1-10)	Negative (1-10)
1	5	70	95	0	10
2	5	50	50	2	0
3	4	10	80	5	5
4	3	75	100	0	8
5	1	50	100	0	10
6	1	80	80	0	10
7	3	15	15	0	10
8	0.5	100	100	0	0
9	5	75	80	0	10
High:	0.5	100	100	5	10
Med:	3	70	80	0	10
Low:	5	10	15	0	0

8) Criminalized Juvenile status offenses.

Panel Member	Years Until Probability First > 0	PROBABILITY		Impact on the Issue Area if the Event Occurred	
		5 Years From Now	10 Years From Now	Positive (1-10)	Negative (1-10)
1	3	20	10	10	10
2	5	10	10	1	0
3	5	10	50	5	0
4	3	20	30	0	0
5	3	40	50	5	0
6	5	60	70	5	0
7	5	20	30	3	0
8	4	50	75	7	0
9	5	50	100	8	0
High:	3	60	100	10	10
Med:	5	20	50	5	0
Low:	5	10	10	0	0

Appendix 8

9) Scientists develop vandal-proof surface.

Panel Member	Years Until Probability First > 0	PROBABILITY		Impact on the Issue Area if the Event Occurred	
		5 Years From Now	10 Years From Now	Positive (1-10)	Negative (1-10)
		1	3	100	100
2	5	10	50	8	0
3	4	10	20	10	0
4	4	50	70	8	0
5	2	70	100	10	0
6	5	60	80	9	0
7	1	100	75	10	0
8	3	90	100	9	0
9	3.5	20	10	10	2
High:	1	100	100	10	2
Med:	3.5	60	75	10	0
Low:	5	10	10	8	0

10) U.S. becomes involved in large-scale war.

Panel Member	Years Until Probability First > 0	PROBABILITY		Impact on the Issue Area if the Event Occurred	
		5 Years From Now	10 Years From Now	Positive (1-10)	Negative (1-10)
		1	4	60	80
2	5	50	50	3	0
3	4	20	50	8	0
4	5	50	80	8	0
5	5	30	70	10	0
6	5	80	20	2	10
7	5	80	25	5	5
8	5	25	50	0	0
9	5	40	50	7	3
High:	4	80	80	10	10
Med:	5	50	50	7	0
Low:	5	20	20	0	0