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A PLANNED RESPONSE TO JUVENILE GRAFFITI VANDALISM

Technical Report

By

James S. McMurray

Command College Class XVIII

Commission on Peace Officer Standards and Training (POST)

July 1994

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

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

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

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A Planned Response to Juvenile Graffiti Vandalism

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**Abstract**

The study consists of three parts: a future study of what types of programs may be required of law enforcement and the surrounding community in response to juvenile graffiti vandalism by the year 2004; a mission statement; a transition management plan. Three trends will increase by the 2004; the cost of fighting tagging; the population (15-24 year olds); and the migration of 15-24 year olds to the Los Angeles Area. High probability events that would impact program development are: increased penalties; state mandates parents are liable for graffiti; and law requires 24 hour cleanup. The mission statement includes the basic concepts and specific implementation programs. The transition management plan prescribes a management structure for transition and support programs. A modified Community Impact Team combined with a front end intervention program was found to yield the greatest results. Nominal Group data; extrapolated prediction results; tables in text; with additional data in appendixes; and bibliography.

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Journal Article

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## "A Planned Response to Juvenile Graffiti Vandalism"

Imagine it is ten years in the future and you can drive on freeways traversing the San Fernando Valley and see road signs and freeway signs clean of that garbled scrawling that annoyed you so in 1994. In fact, anywhere you drive in Los Angeles is now free of any visual vandalism. Finally, the police got after those kids who had nothing better to do with their time than deface public and private property. Right? Maybe. What made the difference in a City that in 1993 spent upwards of four million to clean up this mess? Was it an increase in penalties on the parents of the kids doing the damage? Was it better education and anti-graffiti programs in the schools? Was it increased volunteer community support in an organized effort to solve this problem? Or did changes in national economic policy provide strong economic growth along with controls over immigration?

This is just one scenario of what the future of graffiti may be like in the Los Angeles area in 2004. The problem might not be completely eradicated, but it could be a lot better than it is now, or it could be vastly worse. What is graffiti (it's more complicated than what you might think)? What causes it and how can law enforcement help to reduce or eliminate this form of juvenile graffiti vandalism?

Another ubiquitous form of graffiti has been with urban society since the 1920's and that is Hispanic street gang graffiti, which was augmented in the 1970's with the advent of

Black street gangs, who also adopted graffiti as a way to mark their turf<sup>1</sup>. As other ethnic street gangs have emerged they have also relied on graffiti to establish their identities and turf as well<sup>2</sup>.

Graffiti is a form of communication that has been around for centuries, from excavations at the ruins of Pompeii<sup>3</sup> to the World War II famous announcement that "Kilroy was here."<sup>4</sup> New York City subway cars, now mostly clean, have been spray painted since the fifties, and anti-war and other demonstrators have used this method to get their views seen by a large public, whether the public wanted to read it or not.

As graffiti has escalated in recent years, it has been broken down into different kinds of vandalism based on who does it and why. Ethnic street gangs, the Bloods and Crips as examples, adopted "turf marking" graffiti.<sup>5</sup> This kind of graffiti is predominantly territorial. It is placed on sidewalks, sides of buildings and residences to mark the gang's territory rather than the more visible "non-territorial" tagging.

"Turf wars" are the result of gang members fighting over the

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<sup>1</sup>Robert K. Jackson and Wesley D. McBride, "Understanding Street Gangs," (Placerville, California, Custom Publishing Company, 1986, p32.

<sup>2</sup>Jackson, p47.

<sup>3</sup>Antonio Varone, "The Walls Speak", Harpers Magazine, December 1991, p33.

<sup>4</sup>"Kilroy," Webster's Third New International Dictionary, (1986).

<sup>5</sup>Jackson, p32.

geographical boundaries one or the other sprayed. Often violent as well as damaging, police frequently cannot prosecute individual gang members unless they are caught in the act. This kind of vandalism is localized in known gang areas and is not as prevalent as "tagger" graffiti.

Tagger graffiti is the latest and most common type of graffiti display. It has spread virulently over the last five years and is perpetrated mostly by male adolescents between the ages of 15 and 25 operating in closely knit groups. Each group has a "crew name", such as "Kids Rule Society", that is compressed to a three-letter acronym, "KRS". Within each group, individual taggers have their own tag names, such as "Spear" or "Native".

The game within the "tagger" groups becomes how many places can a group's crew name and individual tag names be sprayed. The groups gain more prestige for the difficulty of the location that show tag names, such as the top of the freeway signs. Many signs now have razor wire around the side access areas to discourage this kind of high wire act.

Tagger groups have their own kind of warfare, known as "graffiti wars." Two groups will get together for a specific period of time, such as 30 minutes between the hours of midnight and dawn, and the group that sprays the most area or creates the most impressive display wins. This is property damage done for entertainment and peer group acceptance reasons.



Community volunteers and Los Angeles Unified School District (LAUSD) personnel currently help the San Fernando Valley area law enforcement arrest this kind of vandal. School District staff keep track of the students and their "tag names" and they are entered into a computer database. Community volunteers observe the neighborhood and take pictures of recently sprayed crew and tag names which they turn over to law enforcement personnel. The police are able to obtain a search warrant of the student's home which often contains evidence of the tag name on books and clothing. The juvenile justice system considers this enough evidence for an arrest rather than requiring that the juveniles be arrested during the act.

But this is only the beginning of a more organized effort to reduce this seemingly cancerous assault on our surroundings. The incidence of "tagging" graffiti versus gang related graffiti is now 50 to 1. And most of the crimes go unreported. Property owners silently curse and clean-up the damage themselves figuring the police can do nothing about it. It is also the most expensive kind of vandalism to eradicate by both the private and public sectors. During Fiscal Year 1992/93, it has been estimated that government funded graffiti removal cost 3.5 million dollars in the City of Los Angeles alone.<sup>6</sup>

Obviously this is a complex problem that involves the kids, their home environments, schools, and their economic levels among

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<sup>6</sup>Jones, Delphia, Director, Operation Clean Sweep, City of Los Angeles, telephone interview, 10, May, 1993.

many other factors. It is not a problem that the criminal justice system by itself can solve. How can law enforcement help find realistic ways to reduce and prevent this problem? A first step is to describe the individuals in the groups involved in this anti-social behavior and determine why they do it. Then, representatives of groups affected by this behavior such as law enforcement, the school system, social workers, and even ex-taggers themselves can get together to discuss and plan ways to change it.

The author and eight other members of an informal brainstorming group got together a couple of times in early 1993 to begin the first step of this process. Seven of the eight members were from the Los Angeles Police Department (LAPD) and the eighth was a representative of the Los Angeles Unified School District.<sup>7</sup> They discussed the evolution of anti-social behavior from inside the law to outside the law. Tagging fell just beyond the fringe of "normal" or "generally acceptable" adolescent behavior. Not all adolescents participate in this kind of activity, but those who do often expand their behavior into more serious crimes such as gang membership and substance abuse. This

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<sup>7</sup>Members of the brainstorming group: In addition to the author, Lieutenant Richard Blankenship, Assistant Detective Division Commanding Officer, Detective III Craig Rhudy, Juvenile Coordinator; Ms. Merna Oakley, Adjutant; Officers Rudy Gonzales, Fernando Ochoa, Teresa Kahl, Van Nuys Area, Doctor Deena Case-Pall, Behavioral Science Services Section, Los Angeles Police Department; Mr. Joseph Luskin, Administrator, Los Angeles Unified School District.

group listed several reasons why the kids get involved in tagging.

In the 1990's young people between the ages of 15 and 24 do many other things in their lives for the very same reasons, such as listening to heavy metal music and wearing pants three sizes too big, but these activities do not infringe on other citizens property rights.

As a relatively new social phenomenon, there is little literature or written research on this subject, with the exception of the print media.<sup>8</sup> Many articles focus on ways of removing the markings or how to prepare surfaces to prevent tags from sticking but provide little information on how to keep youth from putting them there in the first place. The New York Transit Authority even bought night vision goggles so its police officers can sneak up on vandals who creep into blackened subway tunnels.<sup>9</sup> In Los Angeles an ordinance has been put in place, and has been upheld by the California Supreme Court, to keep spray paint cans and felt tip markers in locked display cases. These items can only be purchased with the help and witness of a store clerk.<sup>10</sup> But very recently, with the publicity surrounding the caning of an American youth under Singapore law

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<sup>8</sup>Glionna, John M. "Leaving Their Mark", Los Angeles Times, March 10, 1993, pB1.

<sup>9</sup>Bennet, James, "A New Arsenal of Weapons to Tag Graffiti Artists", The New York Times, September 27, 1992, Section E p2.

<sup>10</sup>Hager, Philip, "Justices Ok City Role in Fighting Graffiti", Los Angeles Times, February 5, 1993, Section B, p3.

for spray painting cars, public opinion returned to corporal punishment as a way of disciplining youth for this crime.

Assemblyman Mickey Conroy R-Orange, announced he is "preparing a bill to require the public paddling of juvenile graffiti vandals."<sup>11</sup> While Assembly Speaker Willie Brown Jr. stated that "We haven't had public whippings and lynchings since practically the Middle Ages around here," others welcome creative thinking on a subject that the penal system has failed to curb.<sup>12</sup>

Edward M. Levine, PhD of Loyola University wrote that "middle- and upper-middle class adolescents turn to vandalism for several reasons, all of which act in concert. First, such youngsters are often neglected or treated indifferently by their parents. This results in impulses dominating the will of adolescents, especially when they pass through puberty. Lacking effective self-controls, and living in communities that have lost much of their influence over those inclined to act in socially destructive ways, there is little to deter such youngsters."<sup>13</sup>

The next step in the process of helping law enforcement fight tagging was to gather representatives from groups affected by this blight and begin formal discussions and data analysis. This is known as the Nominal Group Technique (NGT). The NGT is a

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<sup>11</sup>"Does Paddling Have Its Place?", Daily News, May 16, 1994, p12.

<sup>12</sup>Daily News, May 16, 1994, p12.

<sup>13</sup>Levine, Edward M., PhD. "The Parent's Guide to Teenagers." New York, MacMillan Publishing Co., In., 1981, p63

small group process used to define all significant trends and events on a single, usually complex, issue to achieve agreement on a solution. This multi-disciplinary group, including the author, consisted of a cross section of eleven people directly affected by the tagging problem, most of whom are outside of law enforcement.<sup>14</sup>

The group projected that historical costs of vandalism would steadily rise from approximately 4.5 million dollars today to over 6 million dollars in 2004. This contrasts with the projected decrease in youths in the 15 to 24 year age range from approximately 1.35 million today to only 1.25 million five years from now. However, the group predicted a steep increase in this population to nearly 1.5 million in the year 2004.

In forecasting other trends that cannot be quantified as easily as costs and population, the group looked at the magnitude of the trend relative to a level of 100 today. Both the Value and Social trends will be less important in the future as a reason for juvenile vandalism. Peer Pressure does not appear to be increasing and neither is the Population Profile as a strong influence even though the population will be increasing. However, the Networking and Role of Community Oriented Policing

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<sup>14</sup>Members of the Nominal Group/Modified Policy Delphi: Paula Campbell, Southland Corp.; Doctor Deena Case-Paul, PhD.; Tom Cody, Metropolitan Transit Authority Police; Don Giddings, Department of Water and Power; Jack Gold, Commissioner Superior Court, Juvenile Division; John Kordosh, Major Paint Co.; Thomas Mlinek, former tagger; Ken Paine, explorer scout; Craig Rhudy, Detective, Los Angeles Police Department; Ed Viramontes, YMCA Director.

shows much higher levels of influence in the future than today and could be a way of approaching a solution.

The probabilities of the listed events happening five years and ten years from now revealed more interesting information. An increase in penalties, in making parents liable for their kids behavior, in requiring a 24 hour clean up of graffiti, and an increase in making community service a requirement for graduation or for obtaining a drivers license showed very positive impacts in reducing this vandalism over the next ten years. While the probability of adding a D.A.R.E. type program in the grades of kindergarten through 8th grade showed the highest probability of occurring among all of the events, it did not show as high of a positive impact on reducing the problem. The least influential and the least likely event to occur was the Graffiti Summit.

So, after all of this discussion and statistical projection, are we any closer to our scenario of 2004--Elimination of tagging in the Los Angeles area? This could be the result of increasing penalties for acts of vandalism, banning aerosol products, mandating 24 hour clean up and making parents liable for the vandalism of their children. What about other scenarios? We might not do as well as total clean up, but graffiti could be gone from, for example, all areas of the San Fernando Valley. Increased long term behavior modification programs, such as a quasi D.A.R.E. program known as Rapid Action Against Taggers (RAAT), in conjunction with well organized community volunteers empowered to support the police could have made the difference.

The kids would no longer find this activity entertaining or necessary to meet their social needs. Those needs would now be met elsewhere in more positive ways.

Imagine graffiti as even more of a blight than in 1994? Immigration growth could escalate out of control and the resulting pressure on a local economy already at the breaking point could eliminate the community based programs in place now. Lack of personnel to enforce the new laws banning aerosol products and requiring 24 hour clean up could leave the adolescents in control to create even more damage and to retaliate against anyone who tries to stop them.

But even with the trends and events determined above, there are financial and political factors both national and local that will impact this problem, far beyond the control of the police. With the same or a different President, our economy could change radically over the next ten years. Even decisions being made now, revolving around gun control and national health care, could affect law enforcement's response to graffiti. So what next? How can the other factors be considered and become a part of a master plan that gives law enforcement the tools to work within our community today?

The foremost opportunity in the Van Nuys Area is that the residents are incensed by graffiti. This emotional reaction and its appeal has spurred community leaders to pressure local, county, state, and federal legislative bodies to get them to do something about it, and bills and ordinances have been passed.

This has also generated strong volunteerism among area residents to help paint out graffiti, as well as the aforementioned tagging observation and computer data base coordination with the LAUSD. According to Deputy Chief Martin Pomeroy, Chief of the San Fernando Valley operations since November 1, 1993, in a recent interview, "We have over 3,000 block captains, about 360 community police representatives and tens of thousands of citizens who volunteer their time to serve their community in conjunction with the Police Department."<sup>15</sup>

Even in these economically strapped times, cash donations have been forthcoming to help solve this problem. But this fledgling financial support is not enough to fund the technological research in progress to create graffiti-resistant surfaces, such as films that are placed over plate glass windows to prevent etching or coatings that can go over painted surfaces that allow graffiti to be washed off. The next best opportunity and a major player in providing the future with a vandal-less society is the educational system. Paramount to this are the parents of current teenagers and of future teens to help them teach their children to respect the property of others.

Some of the above opportunities could also be threats to eliminating graffiti. While property owners and building designers support the creation of products to prevent graffiti from permanently damaging walls and windows, new products are

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<sup>15</sup>Meyer, Josh. "Community Ties Key to Fighting Crime, Says Valley Police Chief", Los Angeles Times, May 17, 1994, pB6.



also being produced to make graffiti even more permanent than it is. Paints or markers that cannot be washed off without more property damage and even small laser devices to sear the surfaces beyond repair could be available in the future. The media could help or hurt. By choosing to make folk heroes out of some of these kids, it only makes the problem worse.

Legislative efforts could hinder enforcement by creating laws to protect graffiti as "art" or "free speech", or other more pressing problems could shove graffiti prevention to such a low priority as to ignore it. And worst of all, a major catastrophe, such as a magnitude 8.0 earthquake, could stop graffiti clean up efforts altogether. Within a month after the Northridge earthquake in January 1994, taggers mobilized again to attack available clean surfaces left standing.

The Van Nuys area has many strengths that have already been responsive to this problem. The Van Nuys LAPD possesses a great deal of flexibility and is already involved in a strong partnership with the Van Nuys community. Also, the level of individual commitment is high along with initiative in problem solving. In this fast paced, "get it done yesterday" work environment, these are especially valuable traits. The Ham Watch program is an excellent example of the strengths of the Van Nuys division and the community coming together. The Ham Watch is group of volunteers highly trained in video surveillance/ham radio, who along with a group of officers stake out areas with numerous incidents of tagging. Enough arrests have been made to

result in significantly cleaner areas of Van Nuys. Local governments have also offered rewards for a variety of crimes to stimulate the public with cold hard cash to help catch criminals. The Los Angeles' graffiti reward program has been highly successful since it began in 1991. Since that time, the City has paid out \$85,500 to more than 100 individuals to apprehend graffiti vandals.<sup>16</sup>

Lack of financial resources is the most common weakness in the 1990's to solve most any public problem, and it is also true of the Van Nuys area. There are some things that Van Nuys division can do here but nothing compared to what economic growth in the Los Angeles and southern California areas would do. Since money is so tight, extensive prioritization of functions must constantly go on which often leads to the conflict of what "must be done" versus what "would be nice to do."

Before going on to brainstorming specific strategies it might be worthwhile to briefly describe exactly who the "stakeholders" are in this issue. Who are the groups that are most affected by graffiti vandals and who would most benefit by their eradication? Hopefully, once identified, representatives from these groups would be the logical participants to help law enforcement generate new funding and carry out the new strategies.

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<sup>16</sup> Martin, Hugh. "Rewards Are a Lure, But Few Come Forward", Los Angeles Times, May 16, 1994, pB1.

The visible benefactors of cleaner streets are the property owners and tenants in the area. As already shown, they are very willing to get involved. The business community as a whole recognizes the importance of being more organized and has already exerted pressure on elected officials to make progress. Law enforcement and the juvenile/adult justice system are obvious stakeholders and also believes in an organizational commitment to solve the problem and recognize the importance of front-end intervention as well as the consequences of failure.

Unfortunately, the schools view themselves as the victim in this problem and often resist outside influence on their curriculum. While you would think that community organizations and government would be as willing as businesses and property owners to help, they represent many diverse interests that may not see vandalism as the same priority of a problem. Taggers are the ones who created graffiti and still receive a good deal of individual expression and peer recognition as well as recreation from continuing to spread it.

Parents believe that discipline can control this problem, but also consider that this is the school system's responsibility rather than their own. Graffiti Specific Businesses and Graffiti Suppliers are affected by this problem but would be harmed not helped by its demise since their bottom lines thrive on it. And lastly, the media can help stir more attention either positive or negative to impact tagging. It has a strong ability and desire to manipulate issues for its own financial success.

The issue question developed for this study was, "What Will Law Enforcement's Response to Juvenile Graffiti Vandalism Be By The Year 2004?" Using the Nominal Group Technique and subsequently acting as a Modified Delphi Policy Panel, an experienced group of law enforcement officers, members of the school district and the business community met; developed and forecast a series of trends and events related to juvenile graffiti vandalism.

A cross-impact analysis of the trends and events was completed as well as a stakeholders analysis, and a set of strategies to combat this problem into a future window of ten years was developed. The strategies developed included: developing community impact teams, made up of law enforcement, other public agencies, property owners and the community itself with a defined area to reduce graffiti; developing a front end intervention strategy through the schools to ensure a systematic education of school children in staying away from tagging; changing laws relating to possessing the implements of graffiti and the punishment of graffiti offenses; requiring graffiti removal within 24 hours; and creating a "Fast Track" within the juvenile justice system for graffiti vandalism offenders.

Both strategies have pros and cons. The Community Impact Team (C.I.T.) works best in a narrowly drawn geographical area but is expensive to set up. It also depends on the various personalities of the community volunteers to work together, which can be a problem. However, if successful it can be turned over

completely to the community to maintain needing no further government support. It has been used successfully in reducing Van Nuys area drug activity and gang violence. It is a recognized model, is easily duplicated and flexible.

The front-end intervention program would be similar to the D.A.R.E anti-drug program and the Jeopardy anti-gang program. Again, an expensive project to start but hopefully one with long lasting effects on the youth and future youth in the community. This approach would involve significant changes in the way the criminal justice system, parents, schools and politicians think about the current methods used to modify juvenile behavior. Both strategies suffer from the disadvantage of not showing quick results. These programs need patience and time to take hold, which stakeholders and politicians (who depend on votes for re-election) may not want to give. When mission objectives are considered, the tactic of combining the micro approach of the C.I.T. with the macro approach of front-end intervention holds the most promise for goal achievement.

Implementation of the C.I.T. could be done immediately since modest financial resources would be available. A front-end intervention would not be as affordable by the Van Nuys area at this time. The C.I.T. members would be representatives from the law enforcement community; the Departments of Police, Building and Safety and Probation; social services, the Departments of Mental Health, Community Development and Community services; business community, community representative, universities and

community based organizations. All of these members would be thoroughly trained in the C.I.T. principles and would also be involved in front-end intervention activities as well. The Probation Department has already assigned probation officers in local high schools. Their duties could be modified to include working more with students who display pre-criminal behavior.

Of the numerous stakeholders described previously, five of these contain key participants in any successful anti-vandalism program: (1) law enforcement, (2) schools, including student government, (3) business, (4) the criminal justice system, and (5) the media. Also critical are local residents and community churches. Representatives from each of these groups will form a committee to support the C.I.T. and front-end intervention programs. This committee will choose a spokesperson from outside the group, preferably a celebrity, to be a catalyst to move the strategic plan forward. The group will also select a Project Manager to add stability and structure to the project which, either initially or some time in the future, could be a paid position. Three sub-committees would then be formed to add more organizational structure to the C.I.T. These sub-committees would be Program Development, Marketing, and Administration committees. Each of these committees will have its own chairperson. A "Responsibility Chart" will be drafted, following some initial team building among the six committee members, and the project is on its way.

Well, perhaps some of the questions initially raised about how graffiti might have disappeared by the year 2004 have been answered. As a result of this futures study, it was determined that law enforcement has some tools under its control, but it will not solve this problem without substantial community involvement. National and local policy changes may help or hurt. Some of the ways of controlling graffiti, such as restricting the display of aerosol paint products, have already been implemented with some success.

The C.I.T. combined with front end intervention holds the most promise in achieving the goal of eradicating tagging. Major stakeholders in the affected communities must get involved and stay involved over a long period of time. This includes property owners, school officials, parents, and even the kids themselves. Hopefully, the strong emotions that continued tagging generate in the business and residential communities will spark volunteers to help law enforcement find reasonable, workable, and cost effective action plans. The outlining of the trends and events in this study is a first step toward that goal. Once this partnership between the community and law enforcement becomes a reality, law enforcement will be better able to respond to changes in this vandalism problem and continue to work toward its elimination from our society.

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## INTRODUCTION

### Background

Almost since the beginning of recorded Western history there has been evidence of a form of communication now called "graffiti". Excavations at the ruins of Pompeii have revealed markings on public and private property which obviously were not desired by the caretaker or owner<sup>1</sup>. In the first half of the Twentieth Century, the most famous example of graffiti was the one used by the United States Army Troops in World War II, "Kilroy was here"<sup>2</sup>. Many an army commander must have been frustrated by his inability to stop this vandalism. The cessation of hostilities accomplished what government could not.

The Post W.W.II era was relatively graffiti free until the New York subway system came under attack during the fifties until present<sup>3</sup>. Another flurry of very focused slogan-type graffiti occurred during the Viet Nam War as antiwar protesters displayed their messages throughout the country.

Another ubiquitous form of graffiti has been with urban society since the 1920's and that is Hispanic street gang graffiti, which was augmented in the 1970's with the advent of Black street

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<sup>1</sup>Varone, Antonio, "The Walls Speak", Harpers Magazine, December 1991, p33.

<sup>2</sup>"Kilroy," Webster's Third New International Dictionary, (1986).

<sup>3</sup>"Whitewash," The Economist, May 20, 1989, v311, n7603, p34.

gangs, who also adopted graffiti as a way to mark their turf<sup>4</sup>. As other ethnic street gangs have emerged they have also relied on graffiti to establish their identities and turf as well<sup>5</sup>.

The rarest type of graffiti is the type which is targeted at specific individuals or business and is motivated by hate, prejudice or dispute. This type of hate crime is difficult to prevent, but is usually easy for the police to solve as the underlying dispute of prejudice points to an individual or group with some visibility.

The second, more common type of graffiti is gang graffiti. Vandalism of this type is usually territorial, or confined to a specific neighborhood or "gang turf." Its primary purpose is to identify the boundaries of the specific gang's territory and warn other gangs to stay out. This graffiti is easy to attribute to a particular group, most often a violent street gang, but it is difficult to prosecute an individual vandal, unless the suspect is observed in the act of committing the crime.

The third, most common, and fastest growing type of graffiti vandalism is "tagger graffiti" or "tagger art" as its perpetrators call it. Taggers are generally members of small

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<sup>4</sup>Jackson, Robert K. and Wesley D. McBride, "Understanding Street Gangs," (Placerville, California, Custom Publishing Company, 1986, p32.

<sup>5</sup>Jackson, p47.

loosely knit groups of male adolescents whose ages range between 15 to 25 years of age and are from all socio-economic classes. Their primary source of entertainment and excitement is the vandalism of private and public property with "tagger art."

Tagger groups are called "crews" and can number from two to 50 members, but usually range from five to ten. The crews generally adopt three or four word crew names, such as "Kids Rule Society", "Mexicans Causing Panic" or "Unstoppable Criminal Kings." When tagging, the vandals will reduce the crew names to initials, like "K.R.S.", "M.C.P." or "U.S.C.K."

The individual taggers adopt pseudonyms or nicknames, usually of four to six letters, like "Spear," "Emir," "Timer," "Native" or "Real." When tagging, the suspects will generally write their own tag name and crew initials, but may also write the names of other crew members. The prestige of the individual tagger or crew is measured by the number of displays or the size of the area in which the graffiti appears.

Tagger crews are usually not territorial and individual taggers will display their "art" wherever they can find a clean wall or window. They are especially fond of a newly painted wall where previous graffiti has been freshly removed. "Graffiti wars" or battles between tagger crews are common. In this circumstance, two or more crews will agree to conduct a battle and elect



another crew to act as judges. The battle is staged to occur at a specific location and over a specific period of time, usually about 30 minutes. The crews will gather at the planned location and begin tagging at a prearranged time. At the end of the time period, the crew which has caused the most damage or created the most impressive display, is determined to be the victor.

Due to the danger of being observed or arrested, most individual taggers will ply their trade in the hours between midnight and dawn. Graffiti wars also are scheduled to occur during these hours. Obviously, this creates a problem for law enforcement personnel who are most thinly deployed at this time. Business owners are generally not present and homeowners are asleep. The chances of detection are slim. Traditionally, the likelihood of arrest and prosecution have been minimal.

Tagger graffiti is increasing at an alarming rate. Approximately ten years ago the ratio of tagging as compared to gang graffiti was one in 50. Today, the inverse is true, there are approximately 50 tagging incidents to each gang related graffiti incident.<sup>6</sup> "Tagger art" is appearing in even the most affluent neighborhoods and business districts. Only those areas where repressive police patrol or private security patrol is constantly vigilant are relatively free of this blight. Millions of dollars

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<sup>6</sup>Grasso, Michael, Police Officer III, Los Angeles Police Department, Telephone Interview, 13, February 1994.

in property damage caused by graffiti represent a tremendous burden on property owners and business owners. The sad fact is, that most of these crimes are not reported to the police. Property owners grimly accept the responsibility, arrange for the removal or covering of the graffiti and wait angrily for the next occurrence, assuming the police can do nothing.

Juvenile graffiti vandalism has become a societal issue well beyond what the benign term "Juvenile Graffiti Vandalism" suggests. Besides the property damage to individual property owners and the cost to remove it, the visual pollution and its contribution to urban blight has grown dramatically. Juvenile graffiti has caused property values to go down, sets a tone of decay and ruin in a neighborhood, and is causing middle class flight from whole communities. The "broken window" theory of a single broken window sending a signal that no one cares, leading to a second broken window and eventually the whole neighborhood, applies here. Even though many juveniles are taggers and not gang members, the fear and apprehension associated with gang crime is also spread through graffiti vandalism. The cost to a whole community from lost business, people remaining home from fear, the flight of a middle class base, and the direct cost of graffiti removal are increasing and are potentially devastating to local communities. Juvenile graffiti vandalism has a direct and very negative impact on the quality of life with all the negative consequences that term implies.

It was estimated that during Fiscal Year 1992/93, the financial impact to the City of Los Angeles for graffiti removal was 3.5 million dollars.<sup>7</sup> The City of Los Angeles during Fiscal Year 93/94 used 14,655 volunteers, who contributed 44,796 hours in clean up efforts. Using the minimum wage salary of \$4.25 per hour, this saved the City in excess of \$190,000.<sup>8</sup> It will become more and more critical in the future to address this issue; how it is evolving, which measures are working and which are not, and how can law enforcement begin to prepare to fight graffiti in the future.

#### The Issue

What will law enforcement's response be to juvenile graffiti vandalism by the year 2004?

A brainstorming meeting was held to discuss the issue and to identify sub-issues on March 30, 1993.<sup>9</sup> The group identified three types of juvenile anti-social behavior. The first type of behavior was found to be just on the fringe of what society would

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<sup>7</sup>Jones, Delphia, Director, Operation Clean Sweep, City of Los Angeles, telephone interview, 10, May 1993.

<sup>8</sup>City of Los Angeles, Board of Public Works, Operation Clean Sweep Annual Report For 1991-1992.

<sup>9</sup>Members of brainstorming group: Author; Detective III Craig Rhudy, Juvenile Coordinator; Ms. Merna Oakley, Adjutant; Officer Teresa Kahl, Van Nuys Area, Los Angeles Police Department; Mr. Joseph Luskin, Administrator, Los Angeles Unified School District.

deem as "normal." These activities include manner of dress, choice of music and sexual activities. It was recognized that generations of adolescents have used these behaviors as expressions of individuality which are driven by societal and economic pressures. A majority of adolescents try to express themselves by their dress or choice of music. This can be seen by the uniformity in their selection of clothes such as baggy jeans, oversized Pendleton shirts, high top tennis shoes and baseball caps. The most prevalent choice in music is rap music, however, alternative music and heavy metal are also very popular among this age group. They do not have a serious impact on law enforcement functions.

The second type of behaviors falls just beyond the fringe of "normal" or "generally acceptable" adolescent behavior. This includes vandalism and truancy. These vary from the first group in that not all adolescents choose to participate in these activities. This second set of behaviors is also important because it can act as a bridge and lead to more serious juvenile graffiti vandalism or it may be a dead-end and be the only anti-social activity in which the adolescent engages. This is illustrated by the comparison between the student who occasionally misses school and the gang member who occasionally attends school.

The third group of activities was considered by the group to be the furthest outside the societal norm. That is, a set of non-optional norms which provided the moral standards of behavior for a society or group; non compliance with them are severely sanctioned. These behaviors include substance abuse, gang membership and the commission of serious crimes. The group found that while all of these are worthwhile areas of study, the majority of adolescents are not engaged in these activities. In relation to the main issue of dealing with these problems in the future, law enforcement and the criminal justice system have mechanisms in place for dealing with these problems. Therefore, the group focused their attention on one activity in the second group of behaviors--vandalism.

The group discussed all forms of vandalism which are prevalent in society. The following were identified:

1. Malicious property destruction--The destruction of property for entertainment or revenge;
2. Hate crimes--Targeted at a specific group of people;
3. Personal animosity--Targeted at a specific person;
4. Burglary--Where the premise was vandalized;
5. Gang graffiti--The marking of one's territory or turf;
6. Computer hacking--The introduction of a virus as a form of vandalism; and
7. Tagging--The placement of a crew's tag as a source of entertainment.

The group found that Nos. 1 through 5 are all "old" forms of vandalism, in that they have been present in society for decades (see Chart No. 1, Vandalism Types Through History). Law enforcement has established methods to deal with these crimes such as "ham" radio and video surveillance programs, and while not perfect, they have had limited success. Number six was found to be more of a "white collar" crime with only a certain sector of the population participating. Specialized units commonly deal with this crime and local law enforcement is not as widely involved as in other types of vandalism investigations.

Tagging, in the large scale "commercialized" team effort by a group of juveniles working together, is a relatively new phenomenon, emerging in the past five years. There has been little academic research published about this newer form of commercial vandalism known as "tagging." However, it has become a high dollar destruction enterprise with large numbers of adolescents participating in this activity. If the causes could be analyzed, law enforcement would be better able to address them, and would then be more effective in developing programs designed to prevent this ubiquitous form of vandalism.

The group attempted to analyze the underlying reasons why juveniles would engage in such vandalism as tagging. An analysis of the causes of tagging may lead to new and more successful approaches by law enforcement to address the problem. The group

drew on the over 100 years of law enforcement experience by its members, including the juvenile expertise and many years of juvenile investigation and management within the Los Angeles Police Department, as well as the Los Angeles Unified School District. The listed underlying reasons for tagging are based on the many years of experience gained by directly dealing with juvenile taggers in the Los Angeles area. The group developed the following underlying causes of tagging:

- Self-esteem
- Recognition
- Challenge (can they get away with it?)
- Personal expression
- Artistic claims
- More respectable than other types of crime
- Fad (new trend)
- Rebellion
- Peer attraction
- Cross cultural/multi-racial
- Non territorial
- Non violent

The group recognized that while all of these are important aspects of tagging, not all of them can be dealt with by law enforcement. These elements must be further categorized and it must be determined which are the most applicable to law enforcement for this study.

Another meeting was conducted with the original brainstorming group to further examine the additional elements surrounding the main subject of tagging. Additional factors were found as follows:

- Non turf-oriented (highly mobile, widespread)
- Energetic youth
- Home range marking
- Minimal penalties
- "Kids will be kids" Mentality
- Pranks

The next task was to group each of these factors under topics in order to determine which sub-issues would be true law enforcement concerns. This study used the relevance tree model to focus in on the issue question and to develop the sub-issues impacting the issue question (see Chart Nos. 1 and 2). The initial theme of juvenile anti-social behavior was discussed and refined to the issue of juvenile graffiti vandalism. This specific subject was chosen for the study because of its growing impact on the overall quality of life in urban communities, the growing cost of removing graffiti, and the relative lack of attention to this specific problem by law enforcement as compared to the more traditional juvenile crimes.

After the issue question was developed, focusing specifically on juvenile graffiti vandalism, the brainstorming group used the

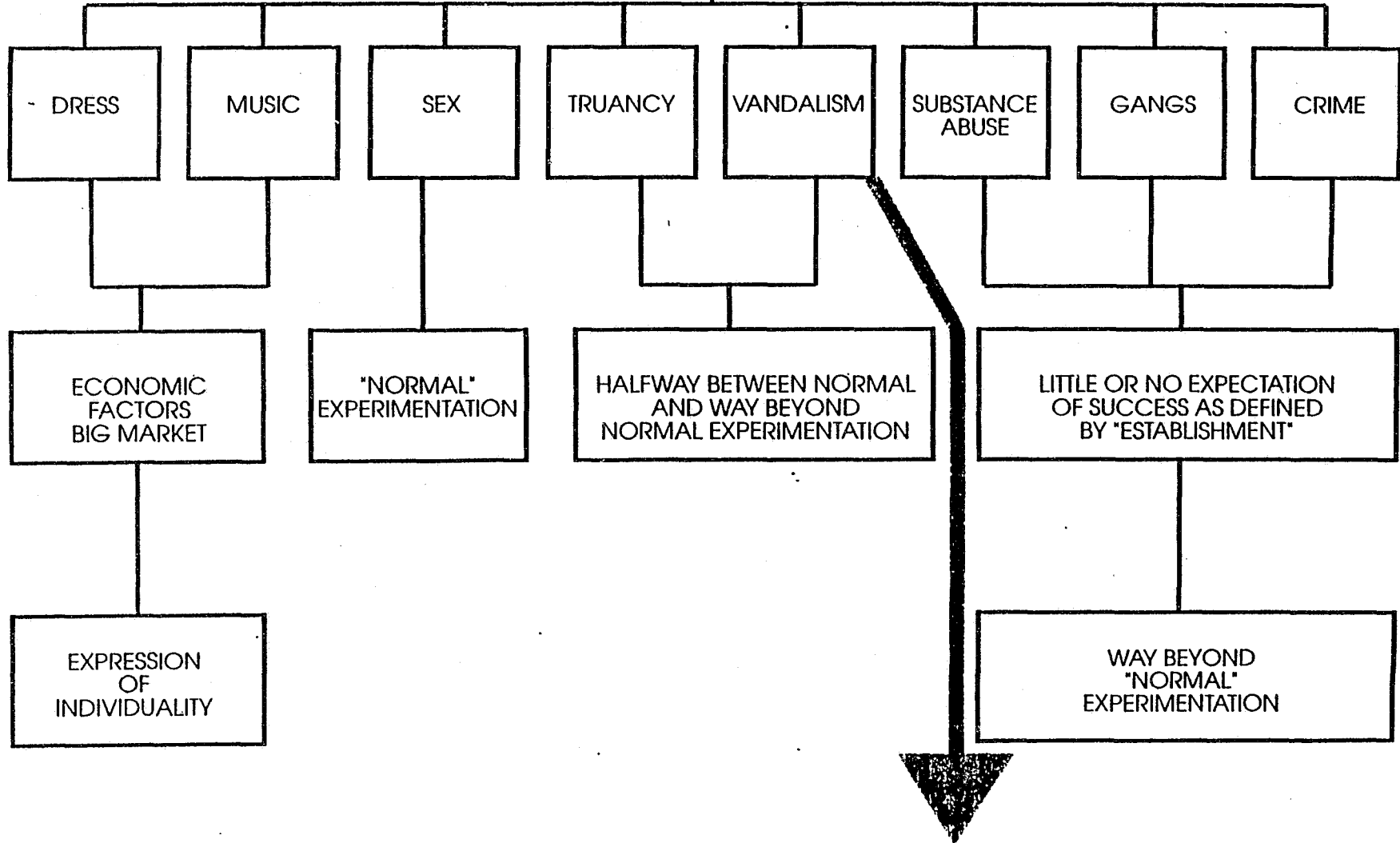


relevance tree model to develop the sub-issues impacting the issue question, using juvenile anti-social behavior as the trunk. The panel then focused in on what causes or drives juvenile graffiti vandalism and developed a list of factors extending from the basic issue. Each factor was then further developed to a list of sub-issues dealing with the underlying causes for juvenile graffiti vandalism. Each of the sub-issues was developed and expanded through the use of the brainstorming group for its impact on the issue question.

Four sub-issues were found where law enforcement could have some effect. They are as follows:

1. How will law enforcement predict where vandalism will occur and how it will evolve?
2. How can law enforcement impact adolescent self esteem to prevent vandalism?
3. What educational programs (for adults) can be implemented by law enforcement to modify cultural behaviors?
4. How can law enforcement provide direction for the process of impacting anti-social adolescent behavior?

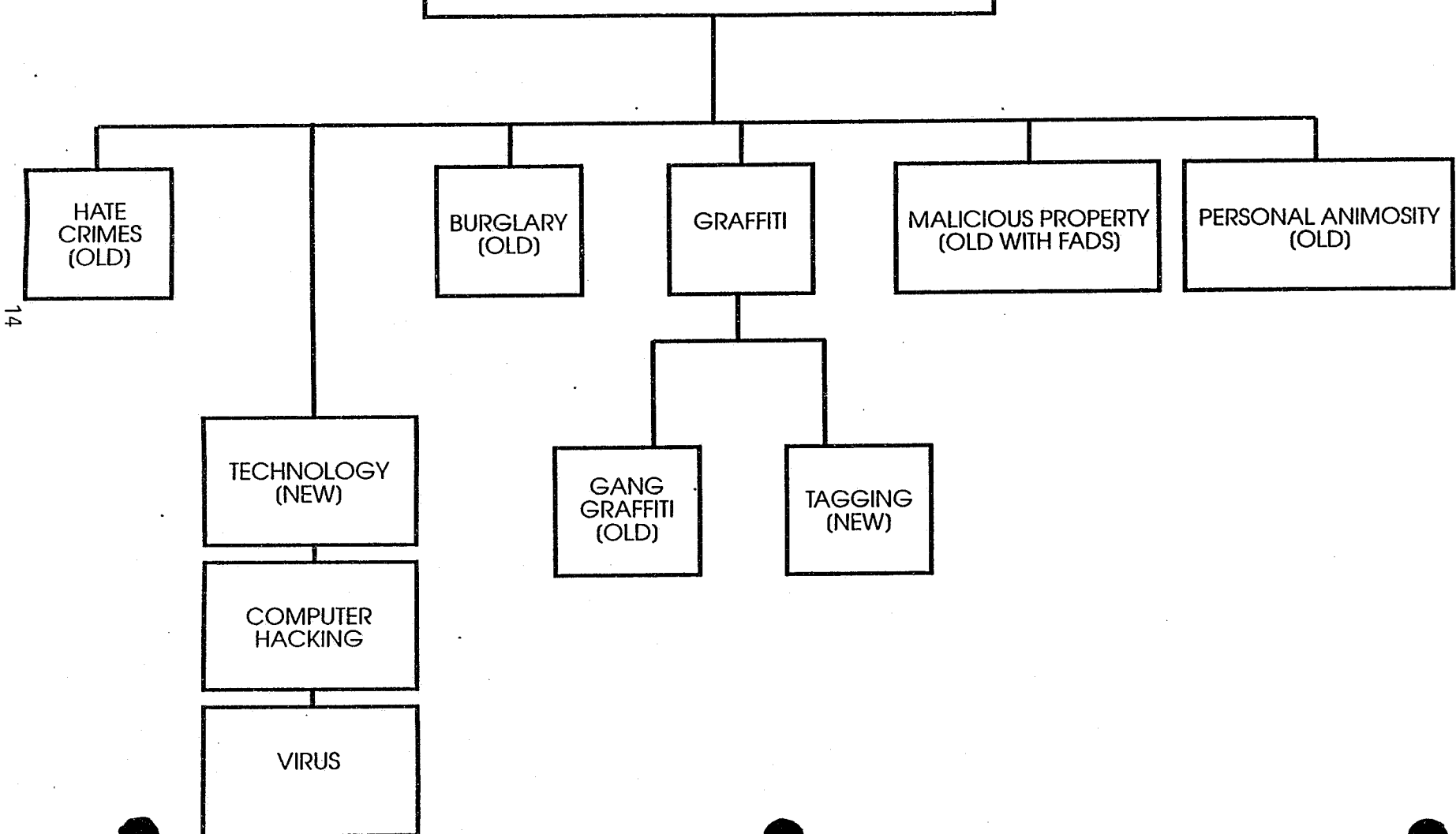
# Chart of Juvenile Anti-Social Behavior Range



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Chart No. 1

# Changing Structure of Vandalism in Society



14

## FUTURES STUDY

### Literature Search

The vast majority of the literature deals with the older and larger issue of graffiti. Tagging as a subject of a literature search only appears very recently and in many cases is found in the lifestyle/trend section of the print media.<sup>10</sup>

Many of the graffiti articles address ways to harden the target, for instance, in Interior Design, Russell Mayer indicates that the "incidence of graffiti has become so widespread that interior designers of public spaces cannot help but confront the issue."<sup>11</sup> The next biggest area of concern discusses graffiti removal techniques; even as far away as Berlin, Germany. In The New York Times, a Berlin inventor has earned over \$6.4 million last year selling a graffiti removal product and the Berlin subway system estimates that they spend over \$2.5 million a year to remove graffiti.<sup>12</sup> The New York Transit Authority has spent \$24.3 million on scratch resistant glass to frustrate vandals who carve their tags into hard plastic windows. It also bought six (6) night vision goggles so its police officers can sneak up on

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<sup>10</sup>Glionna, John M. "Leaving Their Mark", Los Angeles Times, March 10, 1993, pB1.

<sup>11</sup>Mayer, Russell. "The Writing on the Wall", Interior Design, April 1989, v60, p268.

<sup>12</sup>Protzman, Ferdinand. "Inventor Fights Berlin Graffiti Plague", The New York Times, January 4, 1993, Section D, p1.

vandals who creep into blackened tunnels reports The New York Times in September 1992.<sup>13</sup>

Legislative efforts to curb the visual blight are another subject of the print media. The California Supreme court on February 4, 1993, upheld a City of Los Angeles ordinance requiring stores to keep aerosol spray paint cans and felt tip markers in display cases so that vandals cannot easily steal them. The law was challenged by Sherwin Williams Company who charged that state law preempted city law in this area.<sup>14</sup> At this time one is unable to obtain spray paint in the City of Los Angeles without the assistance of a store clerk.

Tagging came to the attention of the world news media when disciplinary measures in the form of caning were employed by the Singaporean government. The Los Angeles Times reported that the American youth, Michael P. Fay, who was found guilty on two counts of vandalism, not only received a jail sentence and a monetary fine, but also a flogging with a rattan cane. It was also reported that although the caning was publicly deplored by the United States Government, literally thousands of Americans

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<sup>13</sup>Bennet, James, "A New Arsenal of Weapons to Tag Graffiti Artists", The New York Times, September 27, 1992, Section E p2.

<sup>14</sup>Hager, Philip, "Justices Ok City Role in Fighting Graffiti", Los Angeles Times, February 5, 1993, Section B, p3.

wrote to the Singaporean Government in support of the sentence.<sup>15</sup>

Another area explored in a follow-up literature search was the sociological and psychological causes responsible for adolescent misbehavior, more specifically vandalism. Several sources were consulted and this material became the basis for some of the material developed in the relevance tree.

In "The Parents' Guide to Teenagers," edited by Mr. Leonard H. Gross, Doctor Edward M. Levine states "Middle- and upper-middle-class adolescents turn to vandalism for several reasons, all of which act in concert. First, such youngsters are often neglected or treated indifferently by their parents. This results in impulses dominating the will of adolescents, especially when they pass through puberty. Lacking effective self-controls, and living in communities that have lost much of their influence over those inclined to act in socially destructive and disruptive ways, there is little to deter such youngsters.

"Because such youngsters are ruled by their impulses, they are unusually frustrated--they are unable to gratify these impulses as frequently as they demand satisfaction. Their frustration generates anger and depression, and intensifies anxiety. Such

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<sup>15</sup>Wallace, Charles P., "Singapore Reduces Caning Sentence of US. Teenager", Los Angeles Times, May 4, 1994, Section A, pl.

painful feelings seek relief, which occasionally prompts young people to displace their anger and frustration on others. Part of their anger stems from their resentment toward their parents for having deprived them of attention, love, and the assistance they needed in learning how to manage their impulses effectively."<sup>16</sup>

In the Robert C. Kolodny, et al, "How To Survive Your Adolescent's Adolescence," they state that anti-social behavior demonstrates a failure to learn how to control themselves and "get gratification from breaking rules rather than following them."<sup>17</sup>

In "Living With Your Teenager," Marlene Brusko provides a list of aggravations which are irritating but are not necessarily serious areas of conflict. They test the parents' limits but do not exceed them. This was a basis for the trunk of the relevance tree.<sup>18</sup>

Doctor Thomas W. Phelan in his "Surviving Your Adolescents," assisted by ranking all common adolescent behavior by its degree

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<sup>16</sup>Gross, Leonard H., "The Parent's Guide to Teenagers," 1981, p63

<sup>17</sup>Kolodny, Robert C., M.D., Nancy J. Kolodny, M.A., M.S.W., Thomas E. Bratter, Ed.D., and Cheryl A. Deep, M.A., "How to Survive Your Adolescent's Adolescence," 1984, p170

<sup>18</sup>Brusko, Marlene, "Living With Your Teenager," 1986, pix

of seriousness.<sup>19</sup> Further categorization of these behaviors was provided in "A Parent's Guide to Letting Go" by Ms. Betty Fish, M.S.W., and Doctor Raymond Fish.<sup>20</sup>

Lastly, the American Psychiatric Associations' Diagnostic and Statistical Manual of Mental Disorders (Third Edition), known as DSM-III-R, was consulted and is the ultimate authority in describing this activity. They label the areas being investigated as conduct disorder. The broad category of conduct disorder breaks down into four specific sub-types: Undersocialized, Aggressive; Undersocialized, Nonaggressive; Socialized, Aggressive; and Socialized, Nonaggressive. The DSM goes on to predict the likelihood of improvement over time for the various stages and considers the Undersocialized, Aggressive person to be the one most likely to continue their behaviors on into adulthood. The most likely to achieve reasonable social adjustment as an adult is the Socialized, Nonaggressive adolescent.<sup>21</sup>

#### Nominal Group Technique Design

A nominal group meeting was scheduled. A letter was drafted and sent to a cross-section of people most affected by vandalism,

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<sup>19</sup>Phelan, Thomas W., "Surviving Your Adolescents," 1993, p27

<sup>20</sup>Fish, Betty, M.S.W., and Raymond Fish, PhD, M.D., "A Parent's Guide To Letting Go," 1988, p100

<sup>21</sup>American Psychiatric Association, "DSM-III-R: Diagnostic and Statistical Manual of Mental Disorders (3rd Edition)", 1987, p45



inviting them to participate in the panel. This included law enforcement, business, education, and vandals (Appendix No. 1). Accompanying the letter was a two page article describing tagger vandalism, which was provided for the purpose of stimulating ideas prior to the meeting (Appendix No. 2).

The Group met to discuss the trends and events surrounding vandalism. The meeting started with an introduction of all participants and a brief overview of what was to be accomplished. The morning session revolved around identifying trends, and later the events which most affect vandalism. The Group ranked the trends and events by their importance. A brief discussion of cross impact analysis concluded the meeting.

Those in attendance were:

1. Paula Campbell, regional director for Southland Corporation (7-Eleven), who ensures that graffiti is removed from their buildings.
2. Dr. Deena Case-Pall, psychologist with Los Angeles Police Department.
3. Tom Cody, police officer with Metropolitan Transit Authority, assigned to a graffiti suppression task force.
4. Don Giddings, staff engineer for Construction and Maintenance section of the Los Angeles Department of Water and Power, involved in graffiti removal.

5. Commissioner Jack Gold, Judge of Superior Court, Juvenile Division.
6. John Kordosh, technical director of Major Paint Co., which manufactures aerosol paints.
7. Thomas Mlinek, an ex-tagger now working to obtain his high school diploma.
8. Ken Paine, student at Grant High school, explorer with Los Angeles Police Department, an ex-tagger.
9. Detective Craig Rhudy, Juvenile Coordinator assigned to Van Nuys Area, Los Angeles Police Department.
10. Ed Viramontes, Executive Director of Mid-Valley Family YMCA, works with gang members and at-risk youths.

The following people attended the meeting in a staff capacity:

1. Alan Biedomal, Manager of Crime Analysis for the City of Chino, was the statistical analyst.
2. Teresa Kahl, police officer for the Los Angeles Police Department, working uniform patrol in Van Nuys Area was the scribe.
3. Merna Oakley, adjutant to Captain J. McMurray, assisted in recording information gathered in this meeting.

The author addressed the Group and stated that the issue for discussion was "What will law enforcement's response be to juvenile graffiti vandalism by the year 2004?" Since this meeting revolved around trends and events, it was important that

there was a common understanding of the definition of each of these terms. An "event" was defined as one singular occurrence. A "trend" is a series of like events. The group agreed on these definitions.

### Trends

Presented were three trends based on statistical data. These were:

1. The historical cost of tagging in the City of Los Angeles (representative of government costs);
2. Population growth (15-25 years); and
3. Immigration (15-25 years).

The group was asked to identify additional trends which they believed would impact the primary issue. There was an emphasis on keeping the trends on a neutral basis, i.e., stating only that the trend would occur, not that it was positive or negative. The discussion continued around the group until all ideas were exhausted. Initially, the group identified a total of 46 trends (including the hard data trends) which would impact the issue of vandalism (Appendix No. 3). The group found that many of the identified trends were sub-trends of each other. They then combined related sub-trends into one primary trend, paying careful attention not to lose the idea behind each one.

Each member was then asked to rank what they thought were the ten most important, from the most to the least important (the hard data trends were not included in the ranking). The number of "votes" for each trend were tallied and the ten most important trends, as decided by the total number of votes for each, were determined. The 12 most influential trends regarding vandalism were identified as follows:

- T1. Historical Costs To Remove Graffiti--This trend is defined as the amount of public and private monies, on a yearly basis, used to remove graffiti from defaced property.
- T2. Population (15-25 year olds)--This trend is defined as the change in the size of the age group of that part of the population most involved in graffiti vandalism.
- T3. Immigration (15-25 year olds)--This trend is defined as the increase in the immigration in the age group of that part of the population most involved in graffiti vandalism.
- T4. Social Values Held By Juveniles Involved In Tagging-- This trend is defined as the change in the social characteristics given worth by the age group most involved in graffiti vandalism.
- T5. Networking (Informal Communication Among Government, Business and Community Groups)--This trend is defined as the growth and amount of formal and informal

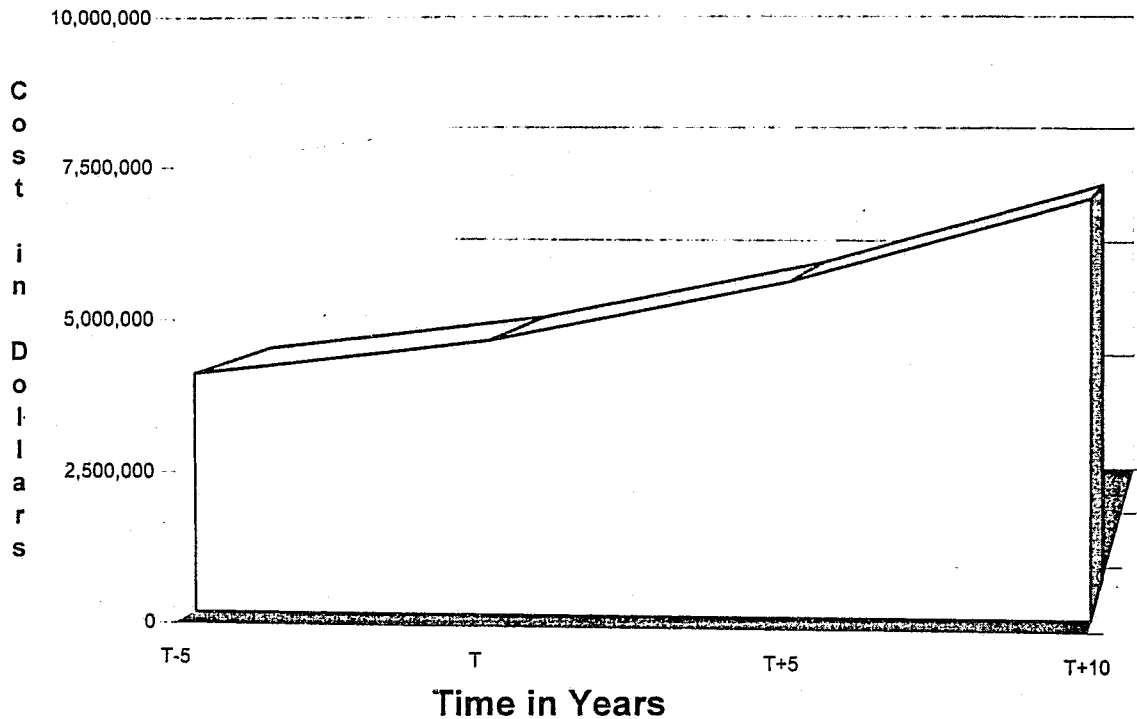
communication that occurs among government, business and community groups to combat graffiti vandalism.

- T6. Degree of Social Acceptance of Tagging--This trend is defined as the growth and amount of approval given graffiti vandalism by society.
- T7. Graffiti Taggers Mix with Gangs--This trend is defined as the growth and amount of the combining of graffiti vandalism with traditional gang graffiti.
- T8. Correlation of Trouble At Home and Involvement In Tagging--This trend is defined as the correlation of the amount of conflict at home experienced by those juveniles who commit graffiti vandalism.
- T9. Presence Of Police To Deter Tagging--This trend is defined as the degree to which the visible presence of the police controls the amount of juvenile graffiti vandalism.
- T10. Large Population In City and Schools--This trend is perceived to make day-to-day life more difficult and increase the potential for conflict.
- T11. Growth of Peer Pressure To Become Involved In Tagging-- This trend is defined as the degree of motivation to engage in graffiti vandalism supplied by the juvenile's peer group.
- T12. Role Of Community Oriented Policing (In Reducing Tagging)--This trend is defined as the degree to which Community Oriented Policing strategy is employed by law

enforcement and the success that this strategy has in curbing graffiti vandalism.

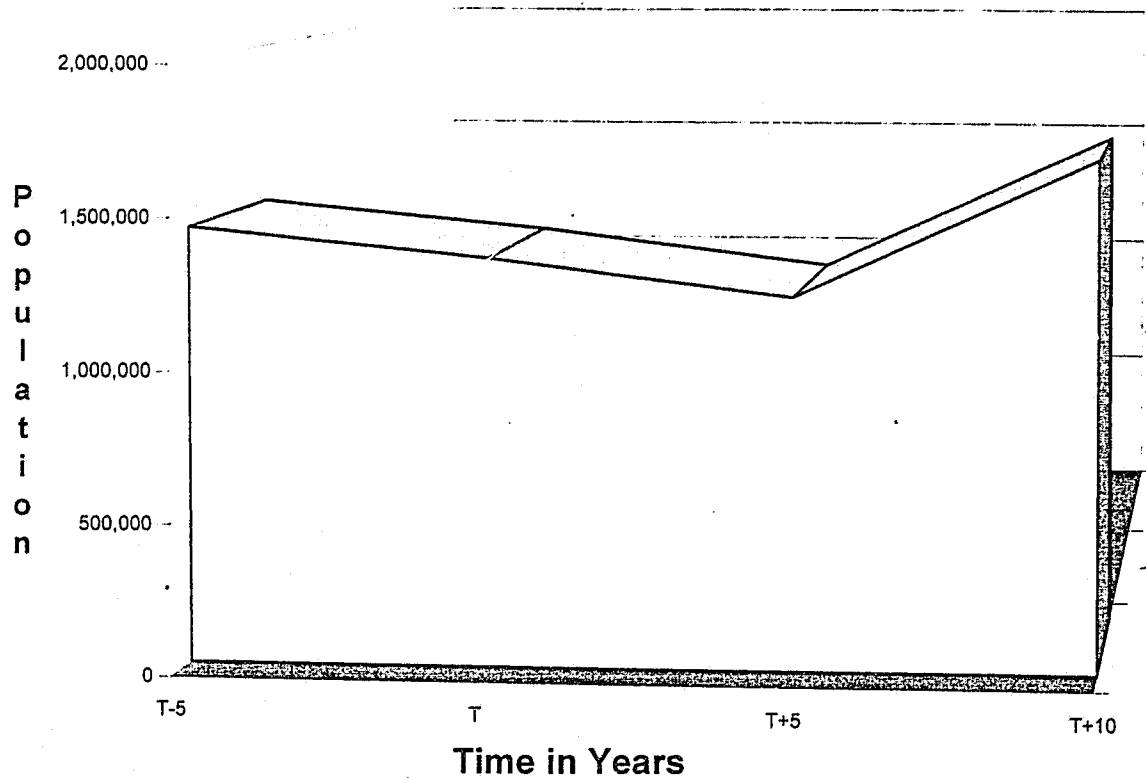
The nominal group was then asked to forecast the trends. They evaluated each trend using today's data as 100, they were then instructed to place a numerical value on what they thought the trend was five years ago, what it will be five years from now and what it will be ten years from now.

## Trend 1 - Historical Costs to Remove Graffiti



It is forecast that the total costs in dollars, in public and private monies, will increase into the foreseeable future. The increase in the overall incidence of graffiti, the cost in its removal and the increase in time and effort by public agencies and private persons will all continue to rise at a steady rate. As costs go up, funds used to remove graffiti will not be available for other social needs. This, along with increasing urban blight caused by graffiti, will in effect force the issue up the priority ladder as society reacts to the costs.

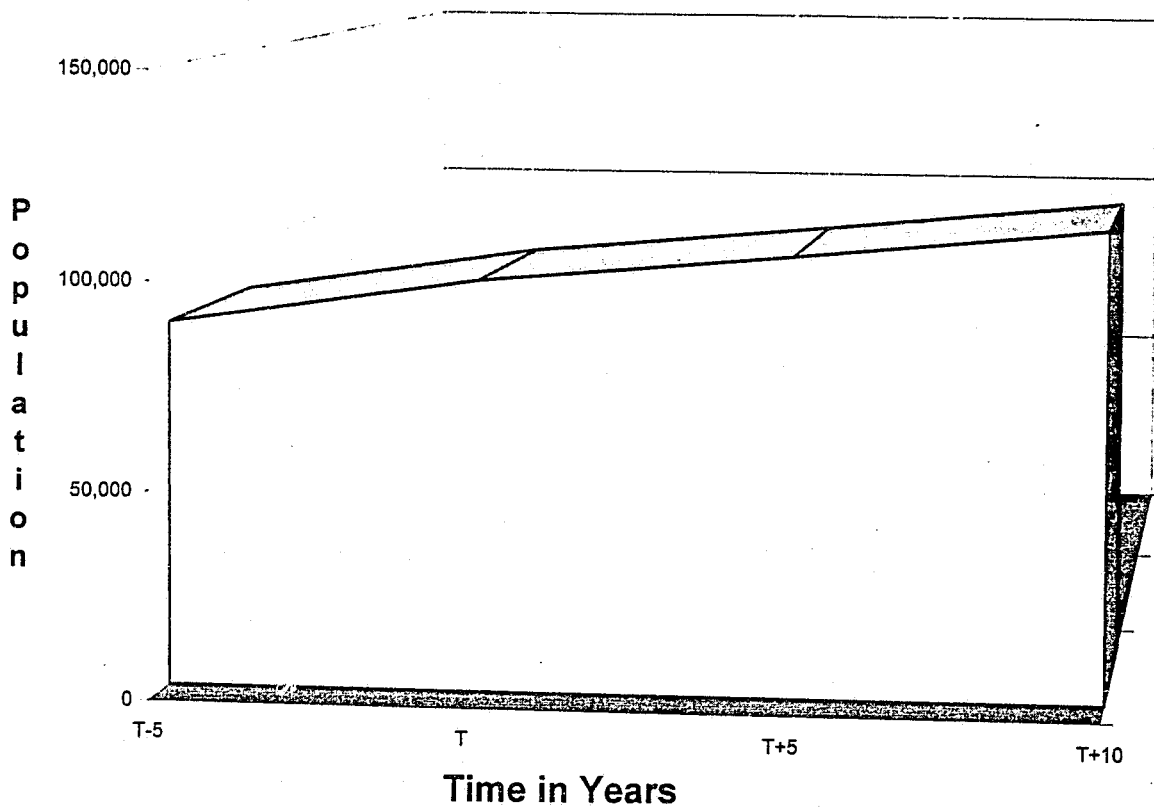
## Trend 2 - Population [ 15-24 Years ]



Data from the last census indicates that this group, 15-24 year olds, will continue on a slight downward trend for approximately five years. The group will then begin an upward trend extending past ten years from now. Any increase in the age group typically involved in graffiti vandalism will increase the pool of potential future taggers.



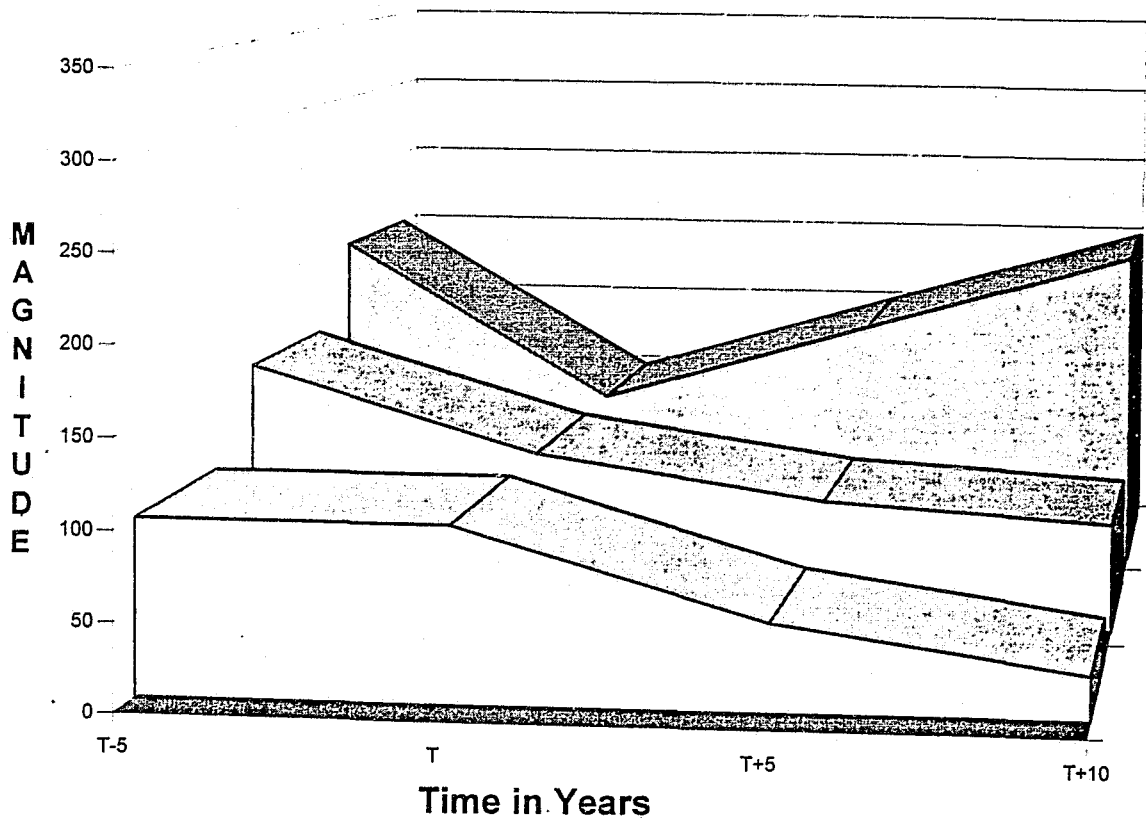
### Trend 3 - Immigration [ 15-24 Years ]



Immigration has continued on a steady and slight upward trend for the last five years. There are no factors forecasted that will reduce that increase. The pattern of an increasing trend should continue past the next ten years. As with the population increase, any increase in immigration of the target group will increase the pool of potential future taggers.

## Trend 4 - Social Values Held by Juveniles Involved in Tagging

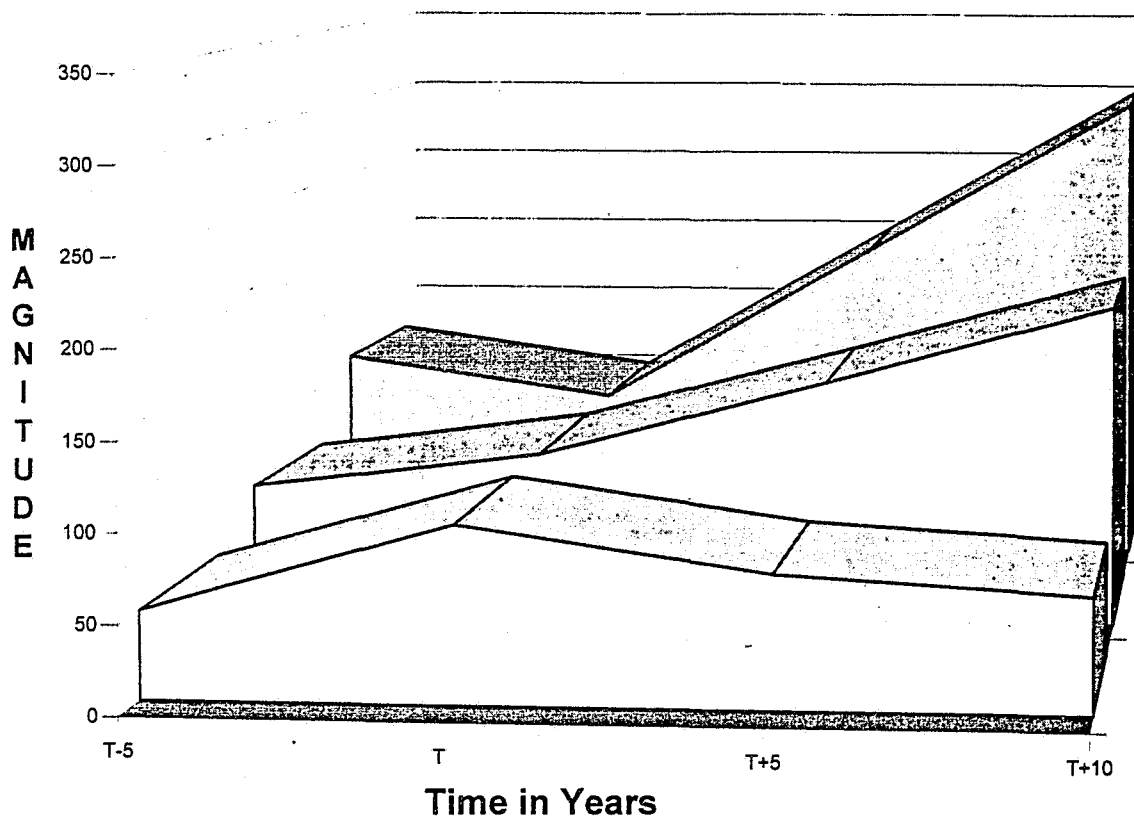
□ Low    □ Median    □ High



The group looked at the trend in relative worth or degree of importance attached to traditional social values, such as, honesty, respect for the property of others, etc. The consensus of the group (median figure) was that the values of those involved in graffiti vandalism will continue to fall at a steady, but not steep, decline. The high and low figures represent the limits of individual opinions of the group. Clearly, any lowering of the inhibitions provided by a value system will lead to more juveniles becoming involved in tagging groups. The juveniles value can also be a reflection of parental values. Any decline in the parents' values and view of graffiti as wrong will be demonstrated by the actions of their children.

## Trend 5 - Networking (Informal Communication Among Government & Business)

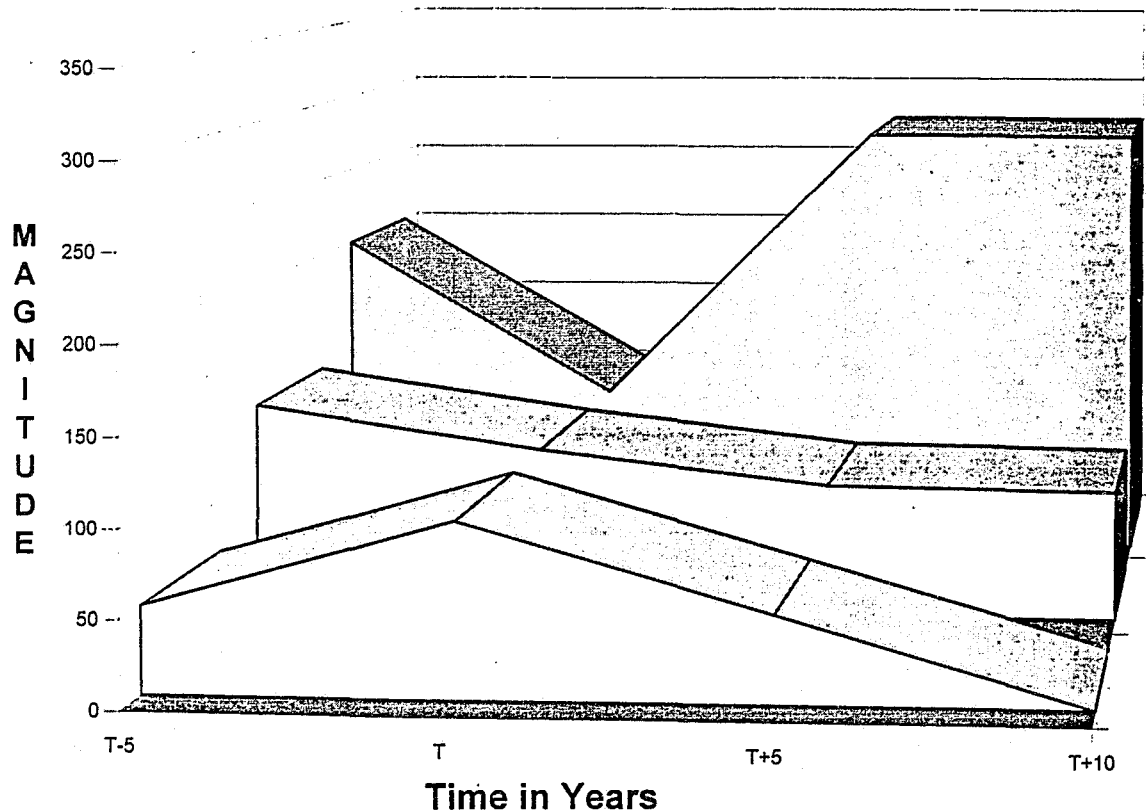
□ Low    □ Median    □ High



The group looked at the trend of networking among government entities, businesses and community organizations in their efforts to combat graffiti vandalism. The networking trend has been clearly increasing in the last five years. The median figure represents the group consensus that the networking trend will continue upwards at a fairly steady pace beyond the next ten years. The high and low figures represent the limits of individual opinions of the group. Any increase in communication among the structure groups of a community tends to lead to a more efficient defense against tagging.

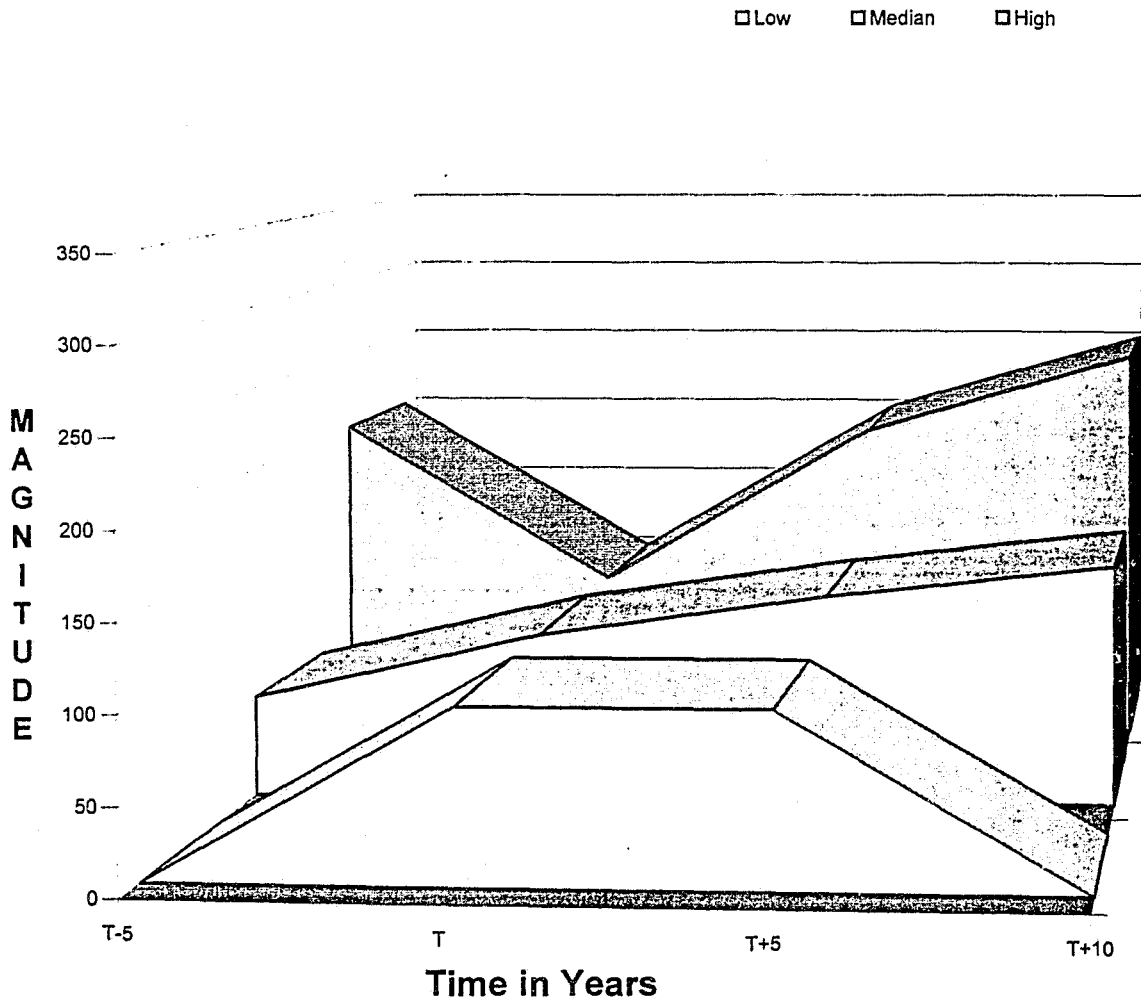
## Trend 6 - Degree of Social Acceptance of Tagging

□ Low    □ Median    □ High



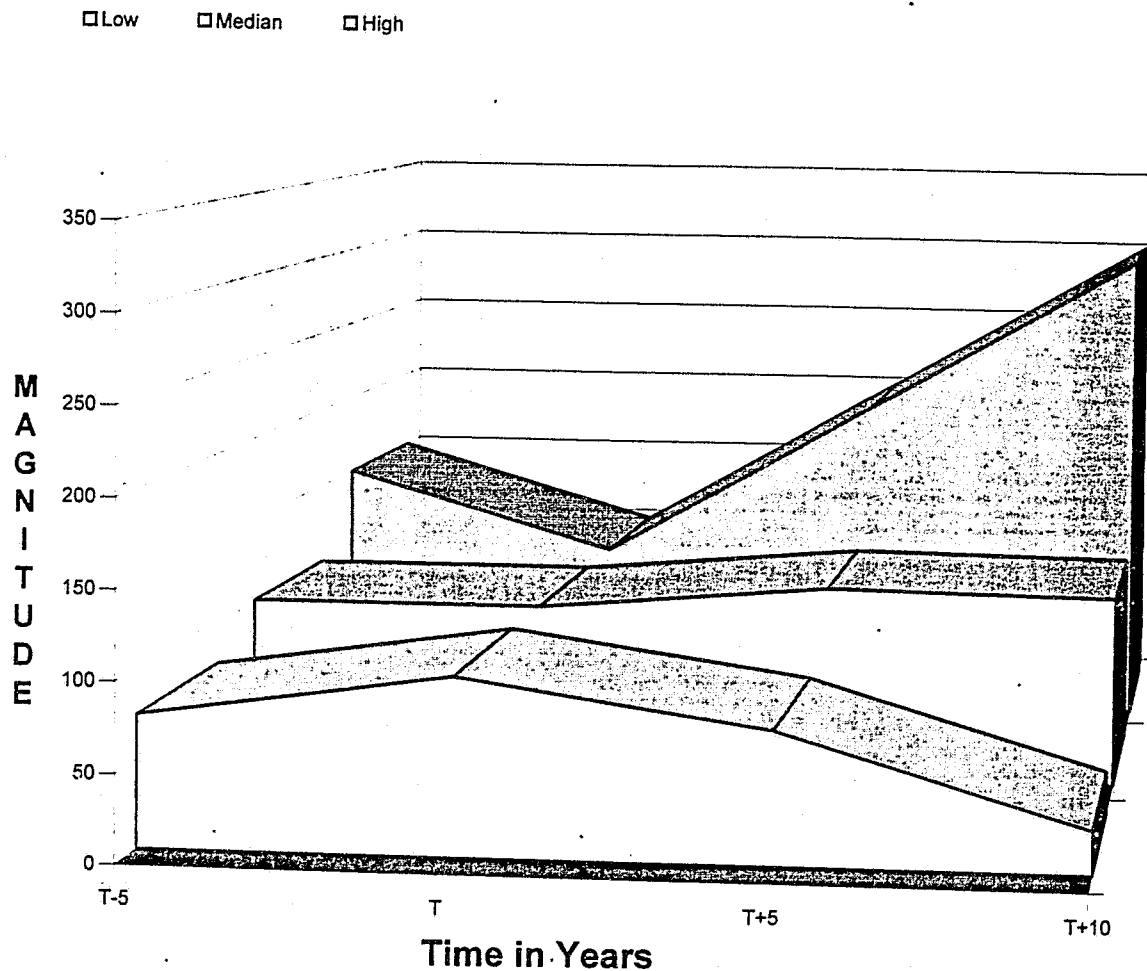
The group looked at the degree of social acceptance of tagging among the peer group, 15-24 years. It was the concerns of the group that the degree of social acceptance has been declining at a slight but steady rate, which is reflected in the median figure. The high and low figures represent the limits of individual opinions of the group. Any decrease in social acceptance of tagging should, in the long run, lead to a decrease in the tagging behavior itself.

## Trend 7 - Graffiti Taggers Mix with Gangs



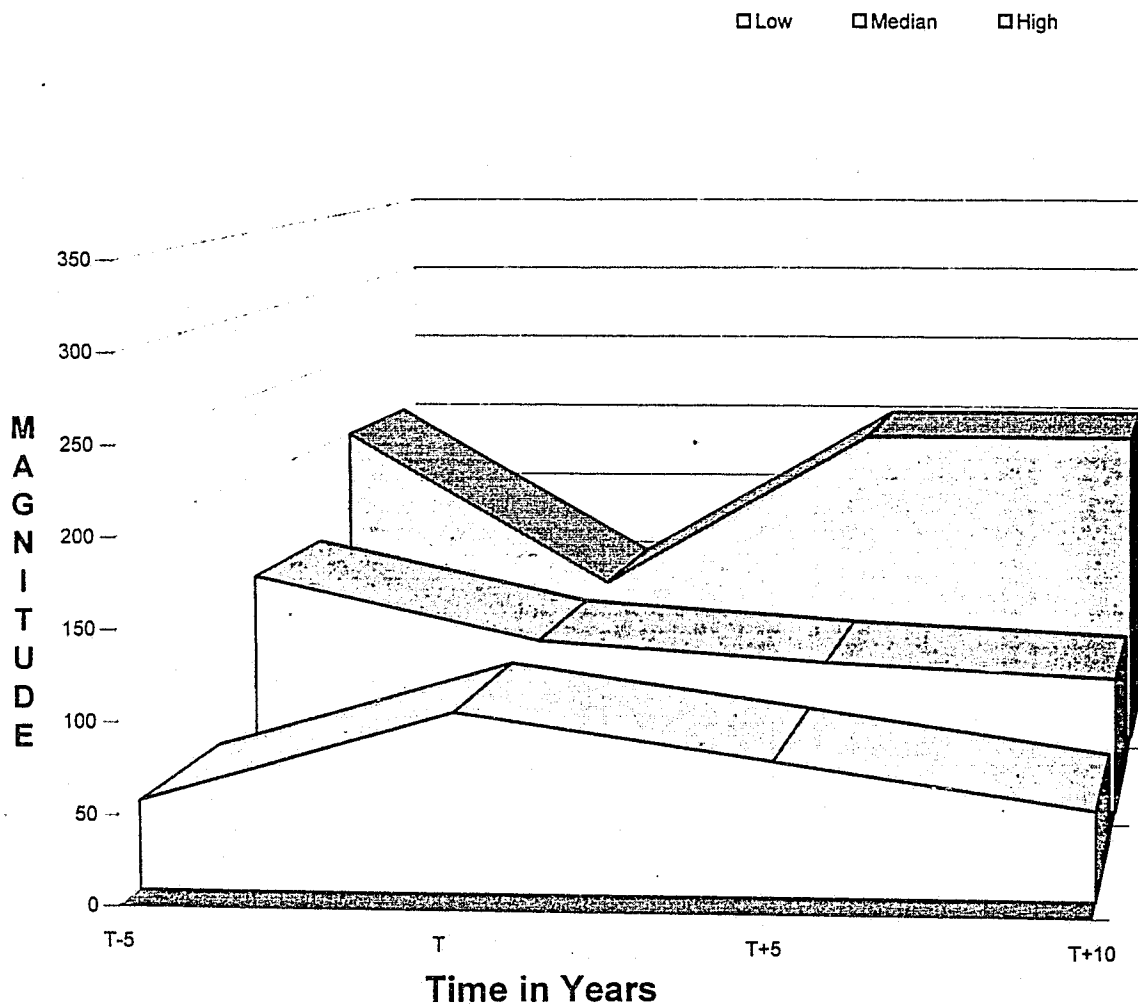
The group looked at the trend of juveniles involved in tagging only becoming involved with traditional street gangs. Street gangs have used graffiti to mark their territory and to express their presence in a neighborhood. Some taggers, through the common ground of graffiti vandalism, have drifted into the gang culture. It was the consensus of the group that this trend will continue on a slight increase through the next ten years and is reflected by the median figure. The high and low figures represent the limits of individual opinions of the group. Since traditional street gangs have always been involved in graffiti, the drifting of a percentage of taggers into the gang culture will tend to increase the graffiti vandalism as well as the gang problem.

## Trend 8 - Correlation of Trouble at Home and Involvement in Tagging



The group looked into the correlation of trouble at home and involvement of the juvenile in tagging. It was the consensus of the group that a steady increase in the correlation of juveniles with conflict in the home and tagging will continue on a gradual upward trend. This is represented by the median figure. The high and low figures represent the limits of individual opinions of the group. It was the consensus of the group that conflict in the home can, as an additional tagging factor, add to a juvenile's decision to participate in tagging.

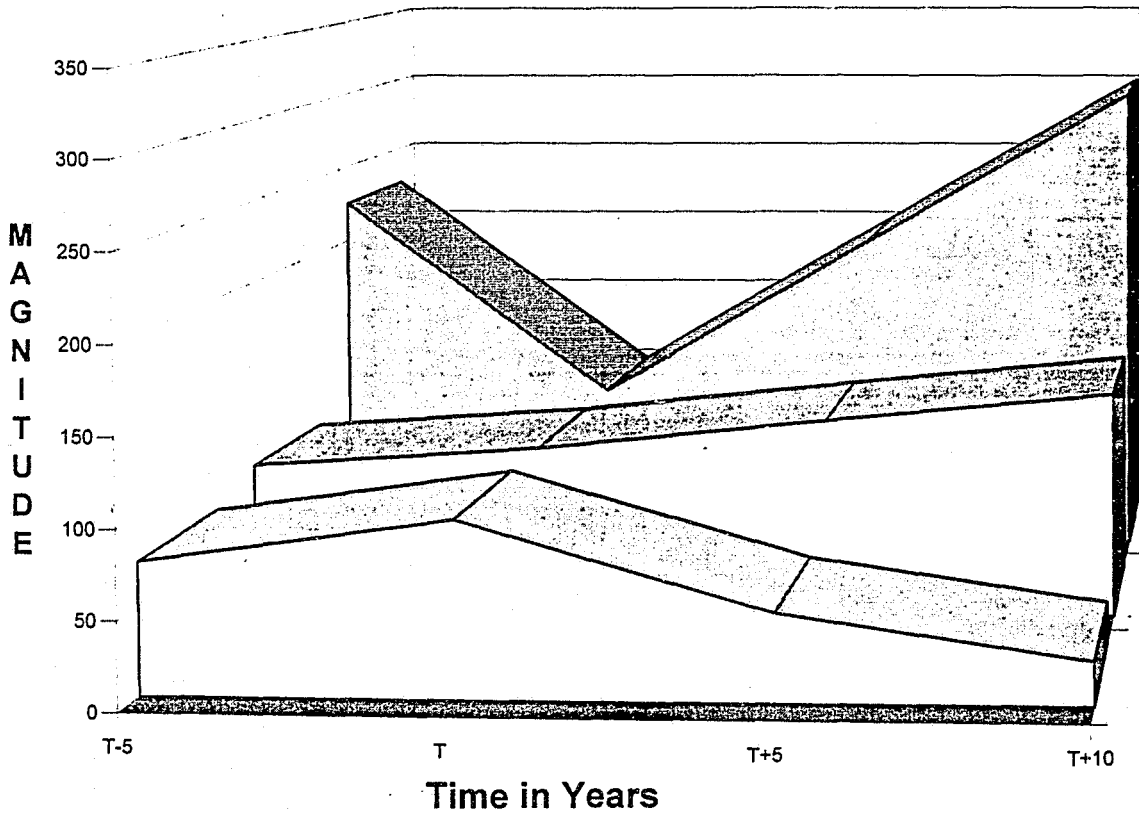
## Trend 9 - Presence of Police to Deter Tagging



The group looked at the effect the presence of police has on deterring tagging. It was the consensus of the group that police departments, already stretched thin with traditional crime and calls for service, will be unable to increase their visibility to reduce tagging. A slight downward trend for the last five years will level out somewhat and remain so through the next ten years and is represented by the median figure. The high and low figures represent the limits of the individual opinions of the group. Any increase in police presence will deter tagging, however, no increase in visible police presence is forecast for the foreseeable future.

## Trend 10 - Large Population in City and Schools

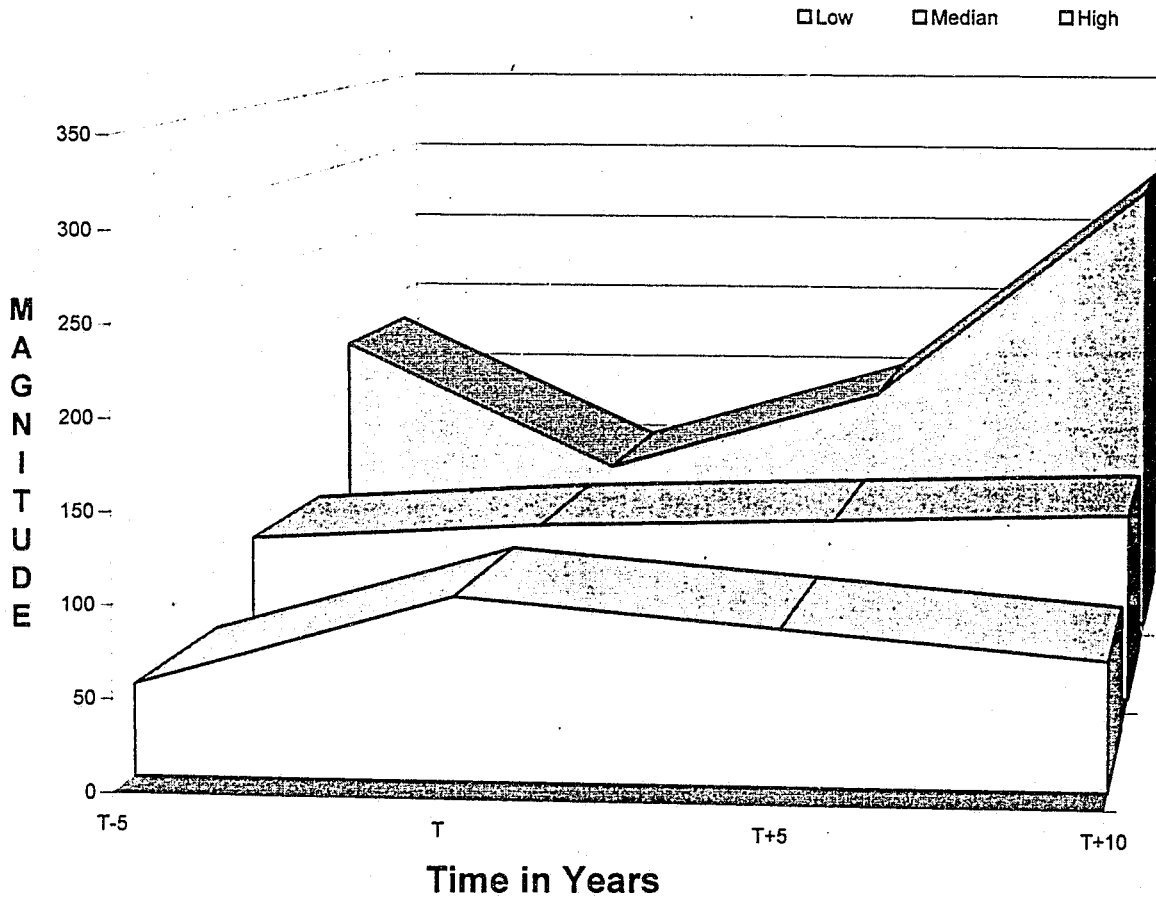
□ Low    □ Median    □ High



The group looked at the trend of increased population in the city and the school system. They perceived this trend as making day-to-day life more difficult and increasing the possibility for conflict. This friction was seen as exacerbating the graffiti vandalism problem. The median figure represents the group consensus indicating that in ten years the effect of this pressure will be 25% greater. The high and low figures represent the limits of the individual opinions of the group.



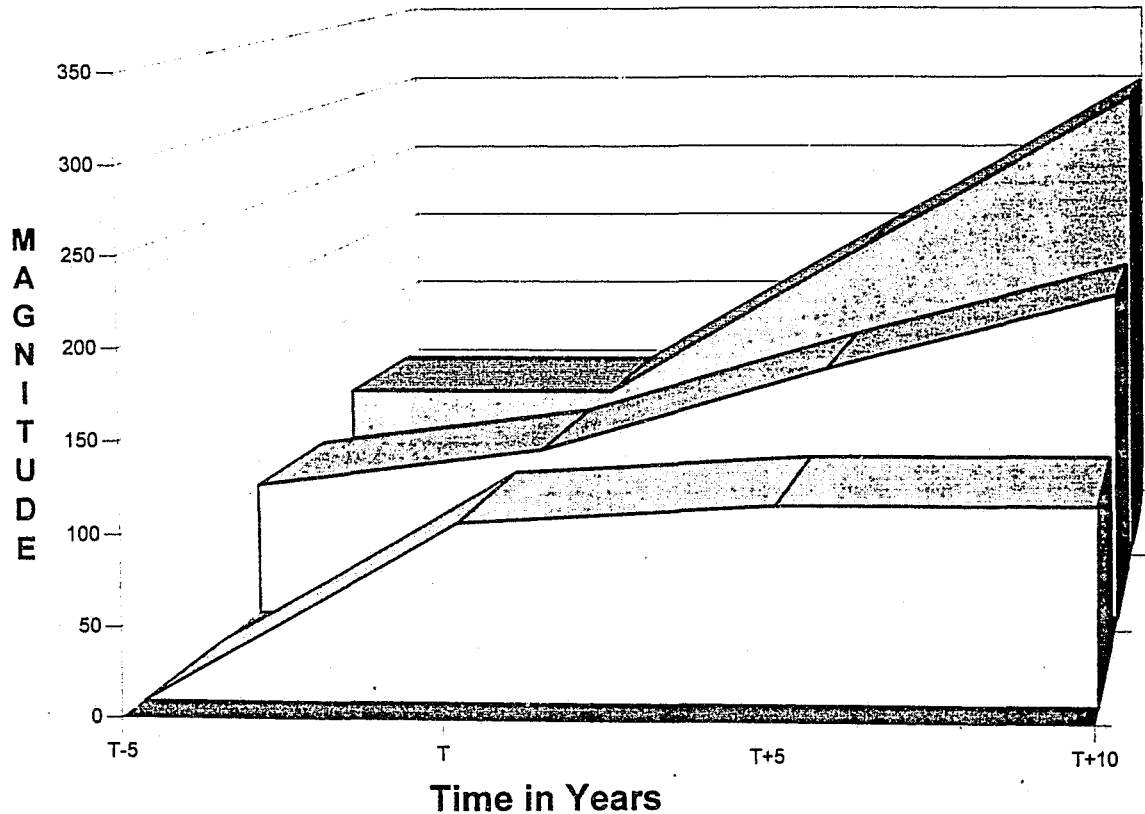
## Trend 11 - Peer Pressure to Become Involved in Tagging



The group looked at the growth of peer pressure in affecting a juvenile's decision to become involved in tagging. It was the consensus of the group that peer pressure will continue to be a factor and will remain steady. This is reflected in the median figure. The high and low figures represent the limits of individual opinions of the group. Peer pressure is a well recognized factor in juvenile decision making and should remain steady for the foreseeable future.

## Trend 12 - Role of Community Oriented Policing In Reducing Tagging

□ Low    □ Median    □ High



The group looked at the role of the emerging police strategy of community oriented policing in reducing future tagging. The increased involvement of the community in combating tagging and the increased priority given the problem by the police at the community's insistence, may lead to a reduction of this problem. The consensus of the group was a marked increase in the role of community oriented policing in reducing the incidence of tagging, and is represented by the median figure. The high and low figures represent the limits of individual opinions of the group.

## Events

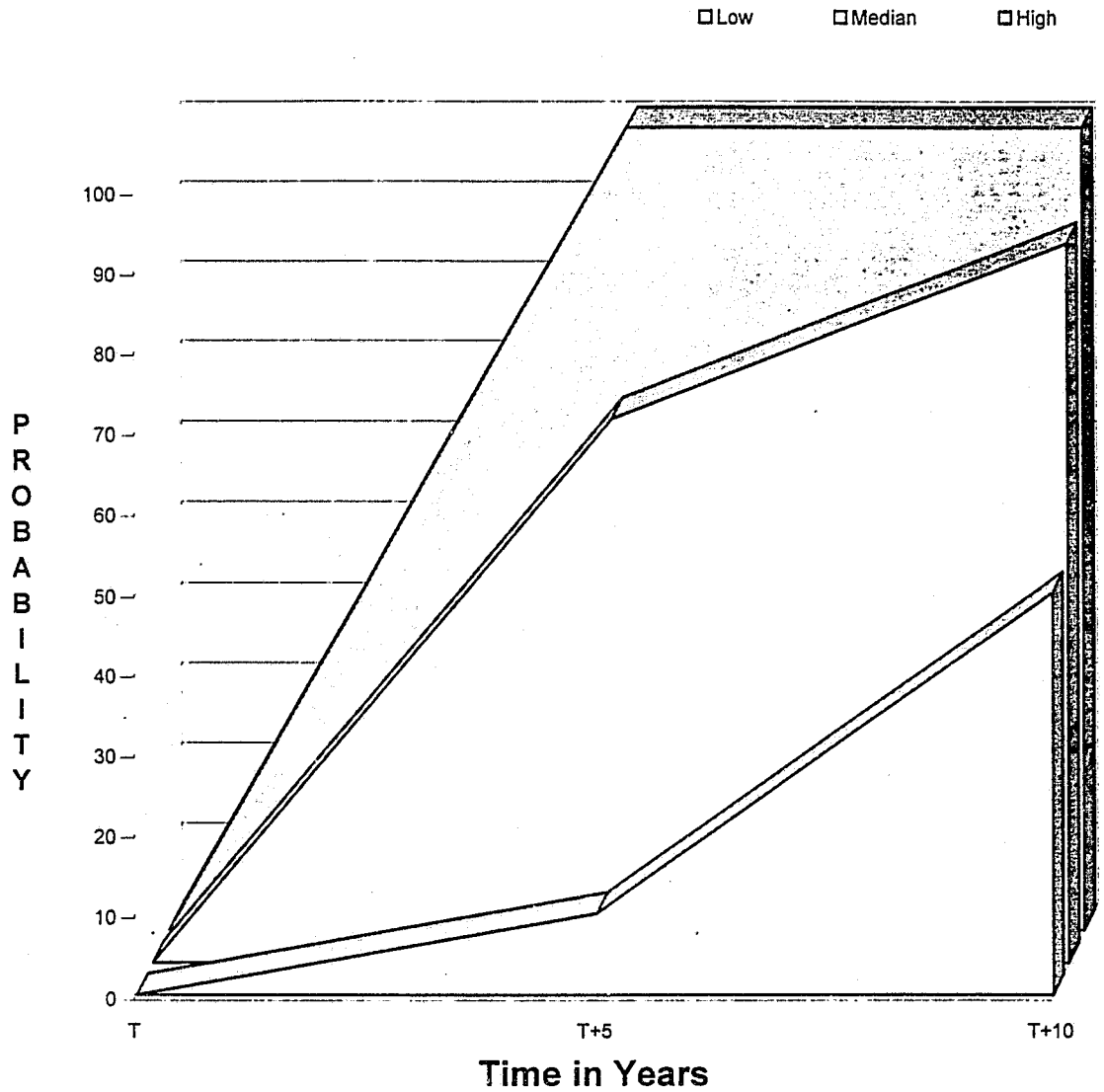
After identifying these trends, the group was asked to identify all the events which they believed would affect, or have the greatest impact on these trends. Again this discussion continued around the group until all ideas were exhausted. A total of 25 impacting events were found (Appendix No. 4). The group was asked to rate from the most effect to the least effect, the ten events which would most impact the identified trends. As determined by the total number of votes, the ten most important events were as follows:

- E1. Increase Penalties For Graffiti--This event suggests that the criminal and civil penalties for graffiti vandalism will go up.
- E2. Parents Are Liable For Graffiti Damage--This event suggests that parents will become civilly responsible for the costs of the damage of the graffiti vandalism by their children.
- E3. Require 24 Hour Clean-up By Property Owners--This event suggests that the law will change to require that all graffiti be removed within 24 hours of discovery.
- E4. Create Fast Track Juvenile System--This event suggests that the incident of graffiti vandalism will increase to the point of causing the Juvenile Justice System to react much more quickly and efficiently to the crime.
- E5. Illegal To Possess Graffiti Implements Used For Graffiti--This event suggests that it will become

illegal to possess implements commonly used to commit graffiti vandalism.

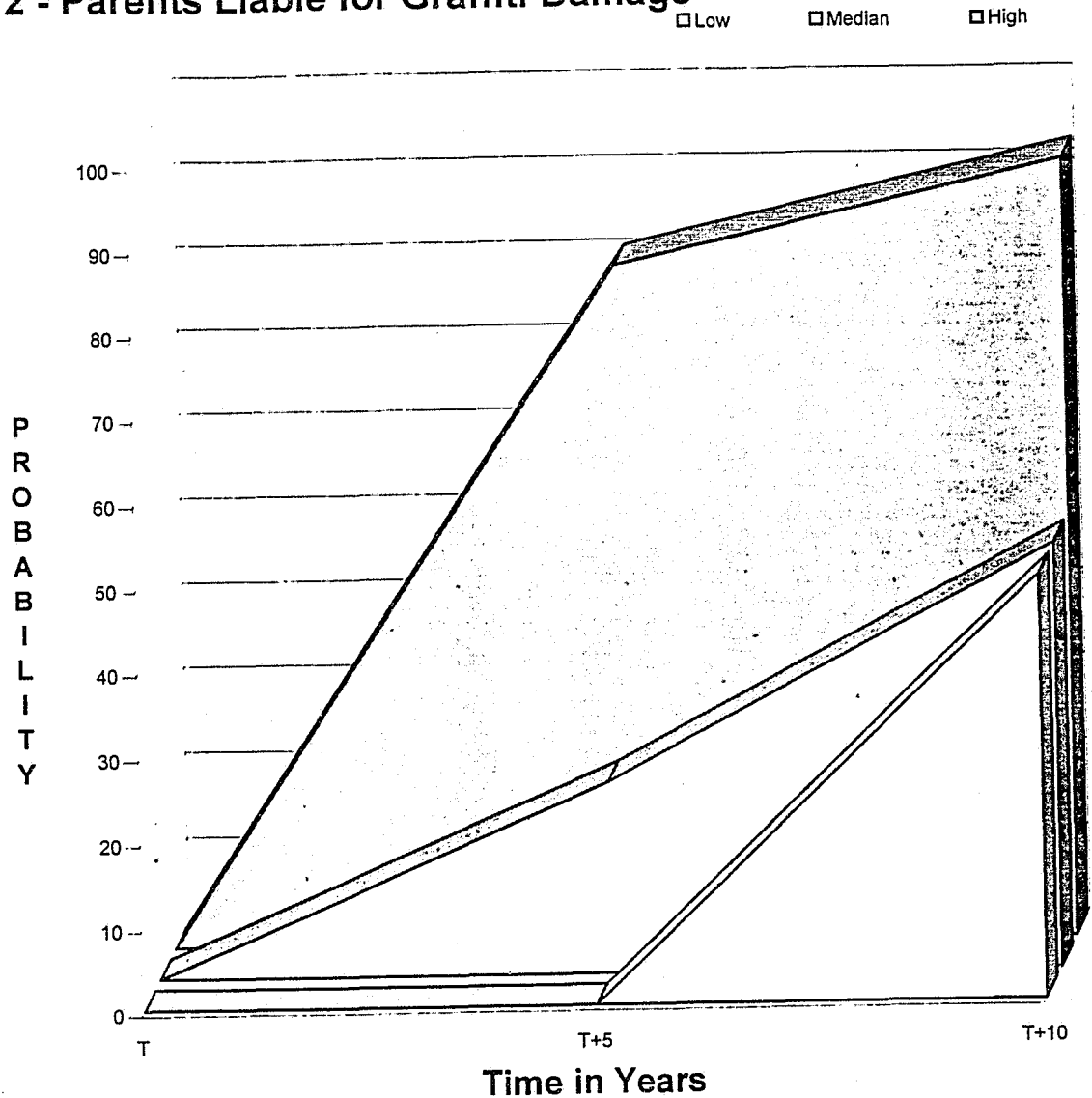
- E6. D.A.R.E. Program For Graffiti (Kindergarten through 8th Grade)--This event suggests that an esteem building program will be put into place in grade and middle schools to teach children why and how to avoid becoming involved in graffiti vandalism.
- E7. Graffiti Summit--This event suggests that the incidence of graffiti will become so severe that the major components of society will gather to discuss ways to combat it and will generate new ideas.
- E8. State Bans Aerosol Paint--This event suggests that a State-wide ban on aerosol paint cans will be put into place and thereby reduce graffiti vandalism.
- E9. Technology Reduces Need For Police In Reducing Graffiti--This event suggests that advances in technology will reduce the incidence of graffiti vandalism.
- E10. Enactment Of Community Service Requirement--This event suggests a State-wide requirement for community service (i.e., cleaning up graffiti) to graduate from high school or to obtain a driver's license.

# Event 1 - Increased Penalties for Graffiti



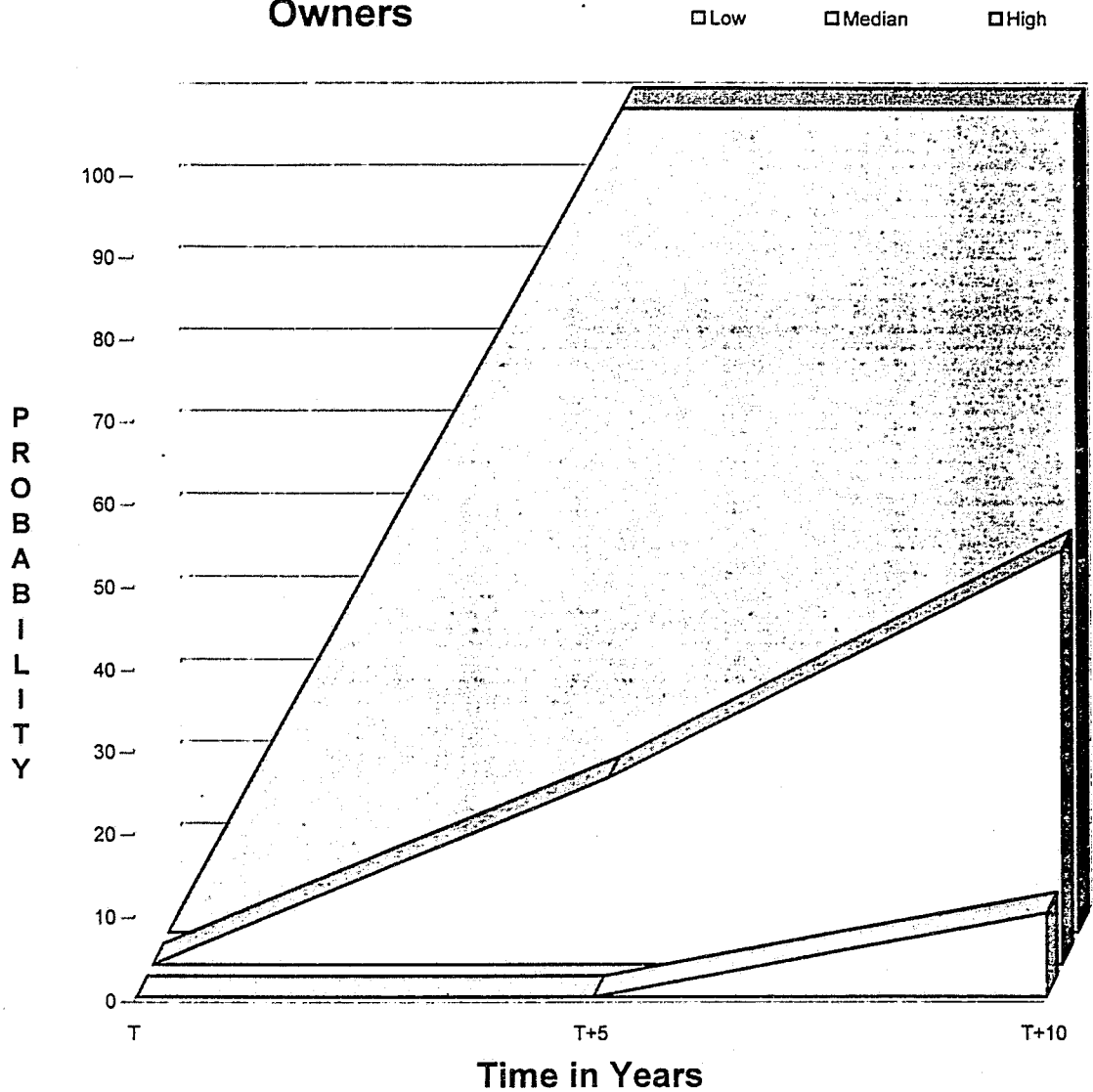
Increased penalties for graffiti offenses was seen as a very high probability of occurring within five years. It was forecast that the increasing urban blight caused by tagging, the cost of cleaning it up, and the public's fear of crime and get tough attitude will lead to increased penalties. The consensus of the group is represented by the median figure. The high and low figure represent the limits of individual opinions of the group.

## Event 2 - Parents Liable for Graffiti Damage



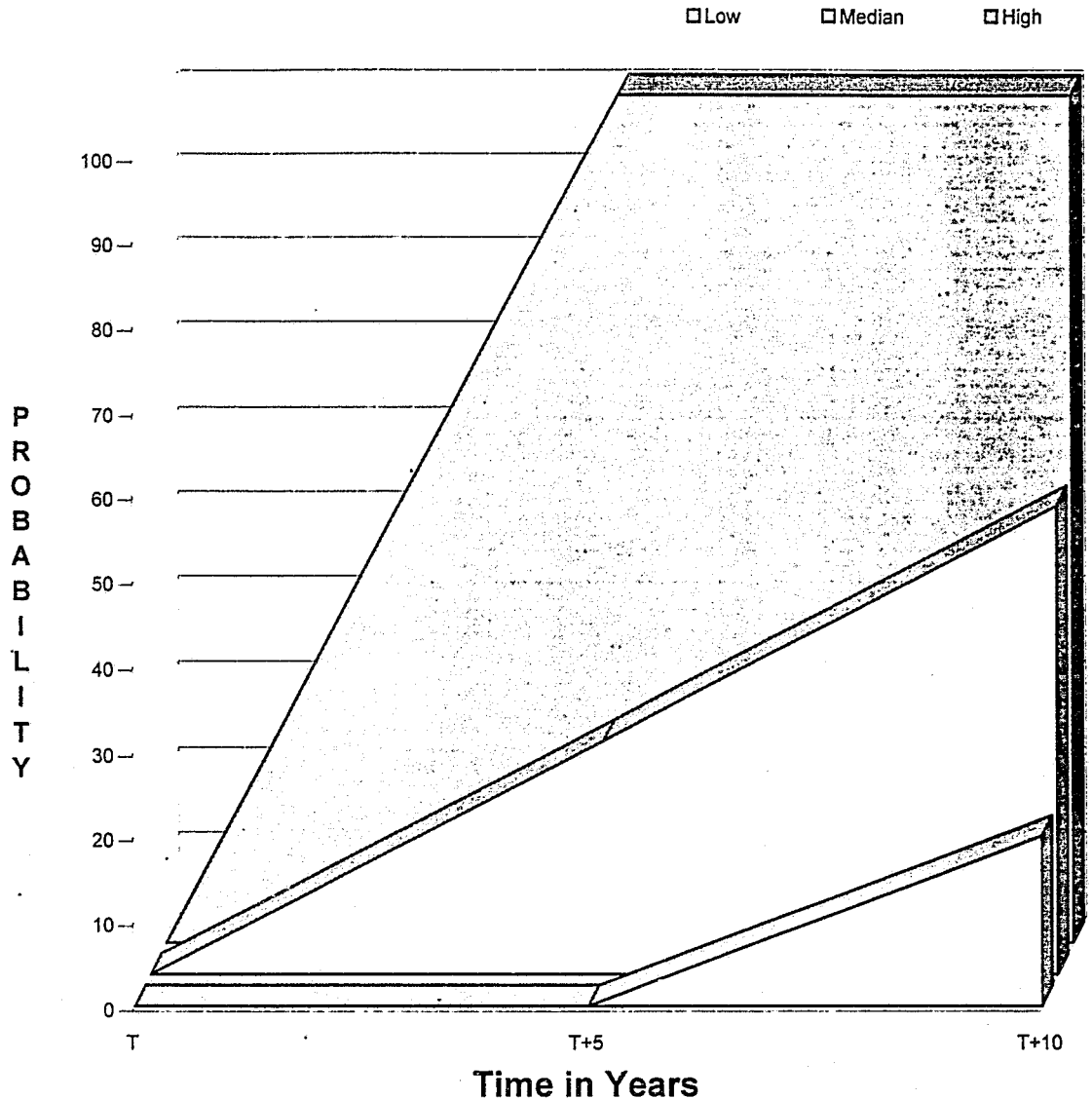
The group forecast that parents will become more liable for the damages caused by graffiti left by their children. The consensus of the group was that this will be a steady and increasing trend over the next ten years. This is represented by the median figure. The high and low figures represent the limits of the individual opinions of the group. Any increase in parental responsibility cannot but help in reducing juvenile graffiti vandalism.

### Event 3 - Require 24 Hour Clean-Up By Property Owners



The group forecast a steady increase in the probability that changes in the law will eventually require that the graffiti be removed by the property owner within 24 hours of discovery. This is represented by the median figure. The high and low figures represent the limits of the individual opinions of the group. It was the opinion of the group that increasing pressure from the community and government will cause this change and it will be a tool in combating urban blight.

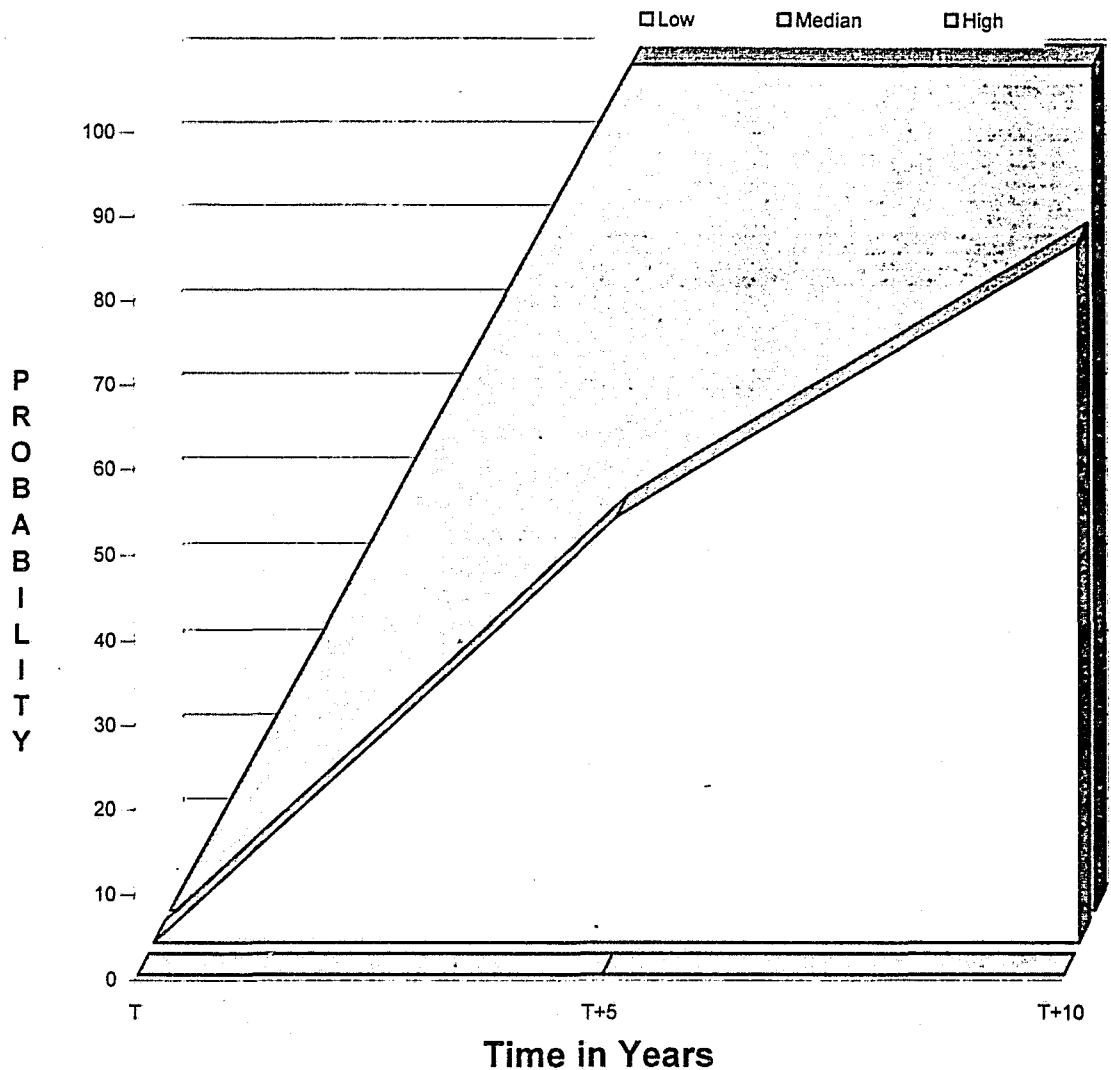
## Event 4 - Create Fast Track Juvenile System



The group forecast the creation of a "Fast Track" system for juveniles arrested for graffiti vandalism. This would result from increasing pressure from the community and law enforcement to treat such offenders much more seriously. The group consensus is represented by the median figure. The high and low figures represent the limits of the individual opinions of the group. The creation of a "Fast Track" for such offenders would allow the system to handle more cases and signal the increased seriousness with which the offense will be viewed.

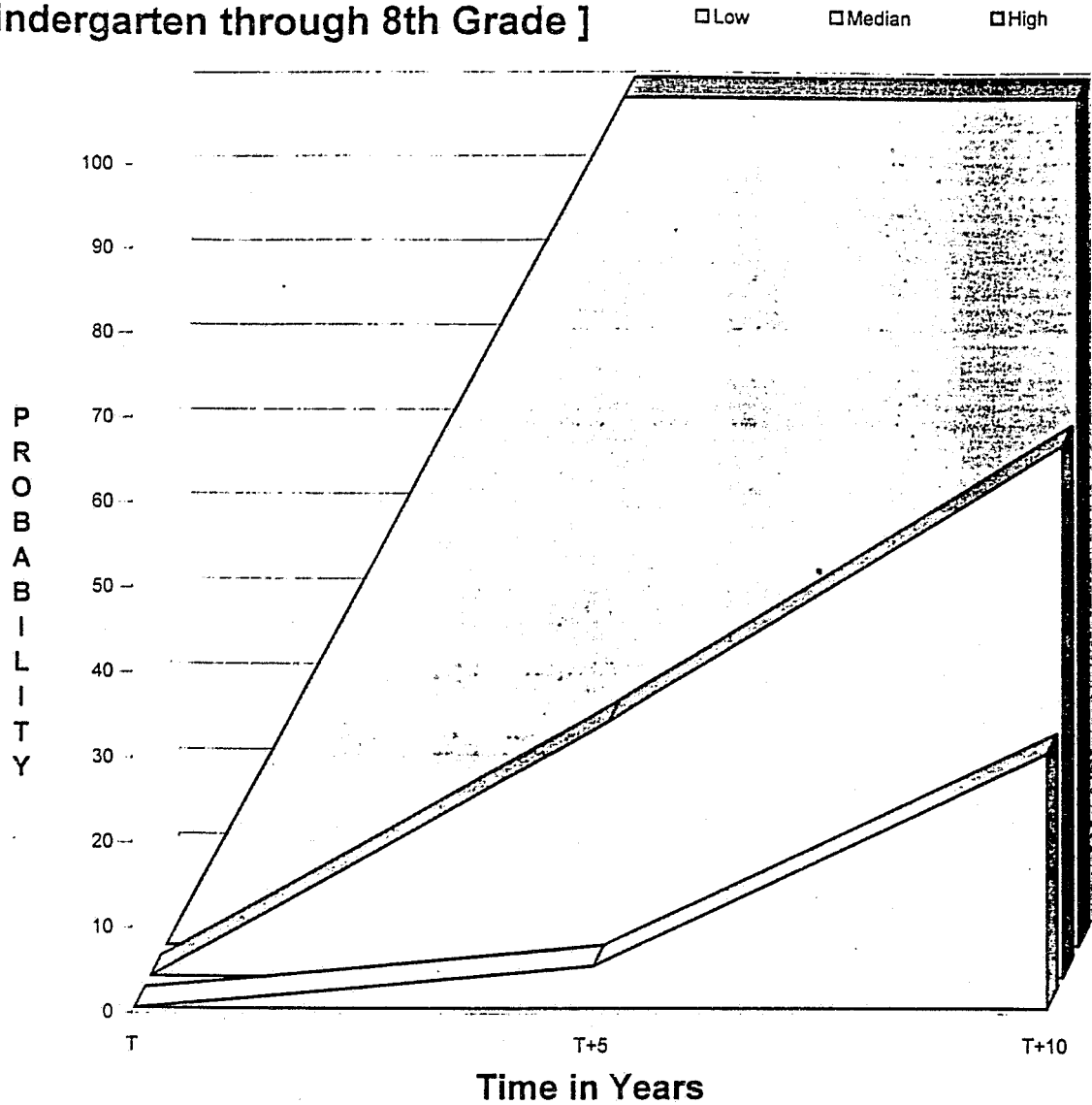


## Event 5 - Illegal to Possess Implements Used For Graffiti



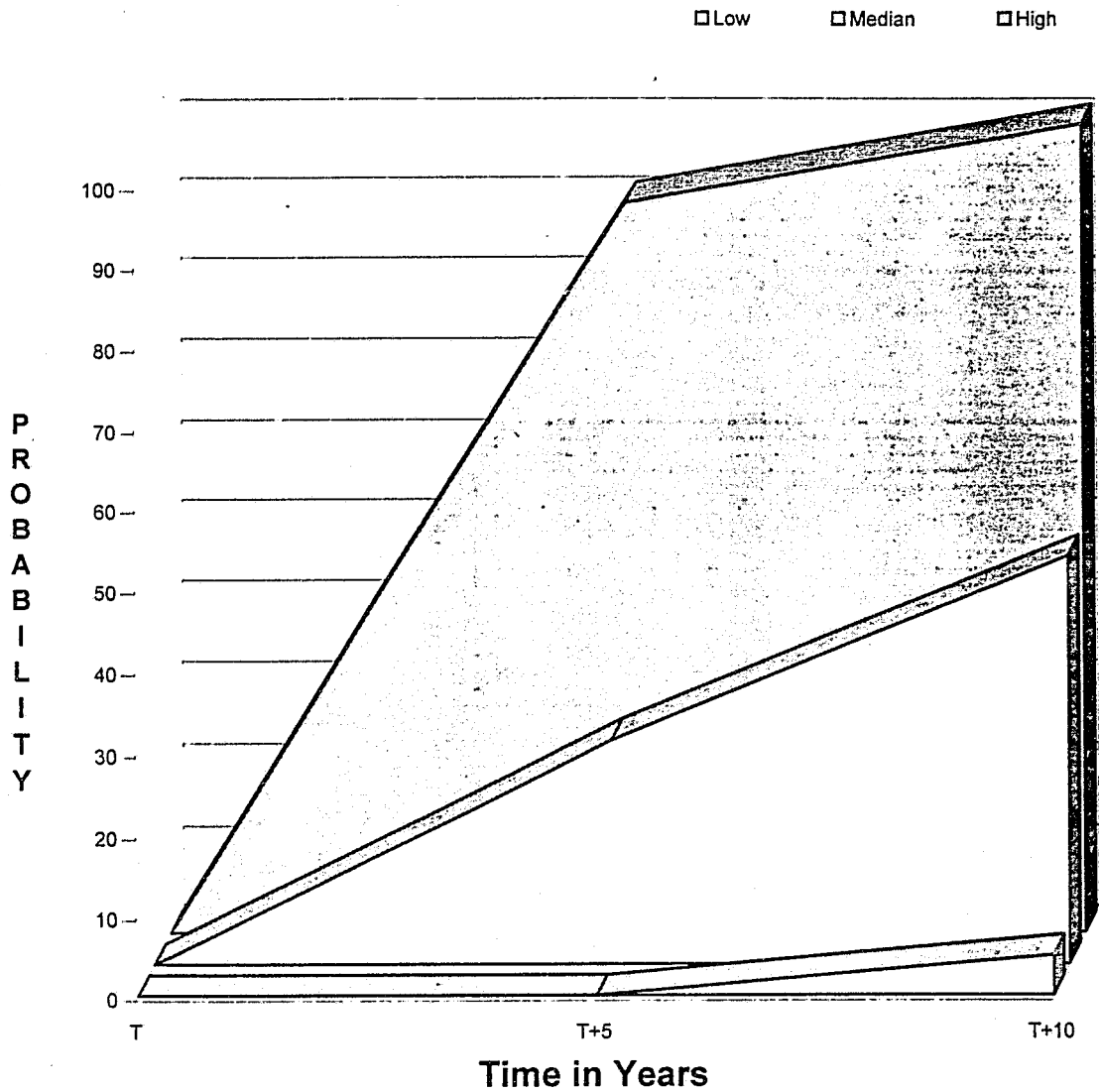
The group discussed the possibility of making the possession of implements used for graffiti illegal. The group forecast a 50% probability of this occurring in five years, as represented by the median figure. The high and low figures represent the limits of individual opinions of the group. As with other proposed legal changes, this would give law enforcement an additional tool in combating graffiti vandalism.

## Event 6 - D.A.R.E. Program For Graffiti [ Kindergarten through 8th Grade ]



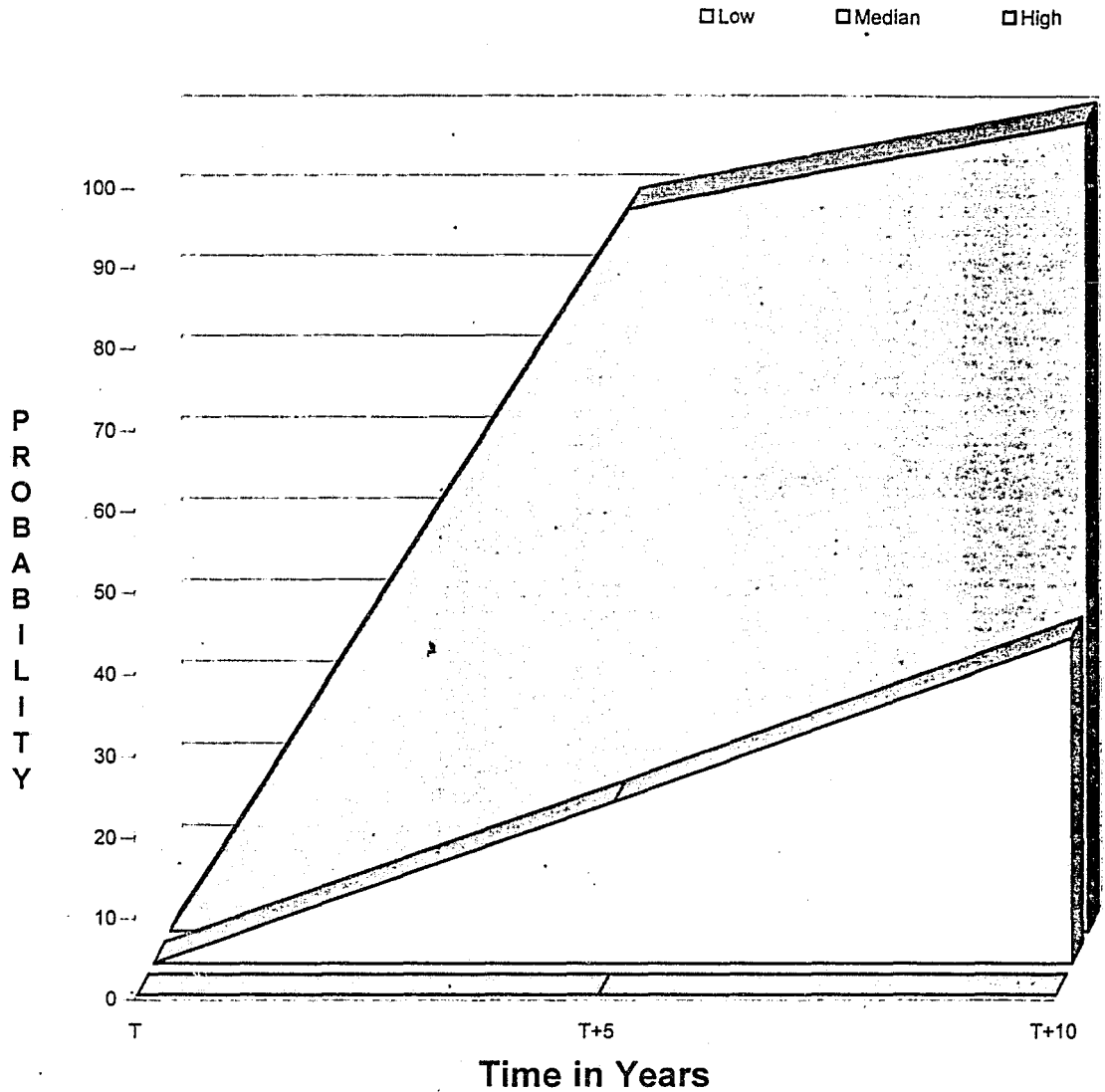
The group forecast the probability of a D.A.R.E. type program for reducing juvenile graffiti vandalism. The program, designed for kindergarten through 8th grade, would help children avoid becoming involved in graffiti vandalism by more effectively dealing with peer pressure. The consensus of the group is represented by the median figure. The high and low figures represent the limits of the individual opinions of the group. A long term program such as this should have a major impact at reducing graffiti vandalism as more and more children go through the program and do not become involved in graffiti.

## Event 7 - Graffiti Summit



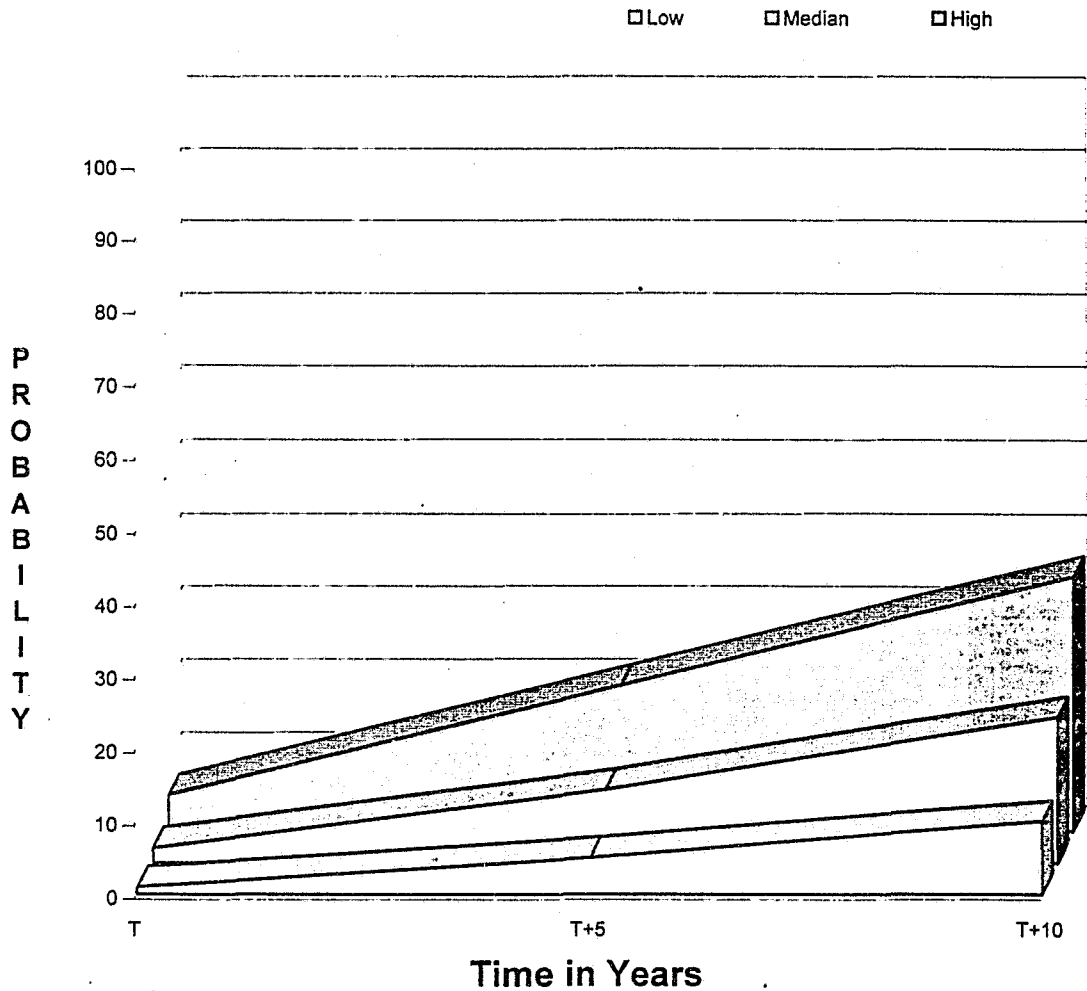
The group forecast a steady increase in the probability that a "Graffiti Summit," wherein leaders from government agencies, the community and business all come together to study the problem and possible solutions. The consensus of the group is represented by the median figure. The high and low figures represent the limits of the individual opinions of the group. A "Graffiti Summit" that includes members of the public agencies, community members and others may produce new ideas for addressing the problem.

## Event 8 - State Bans Aerosol Paint



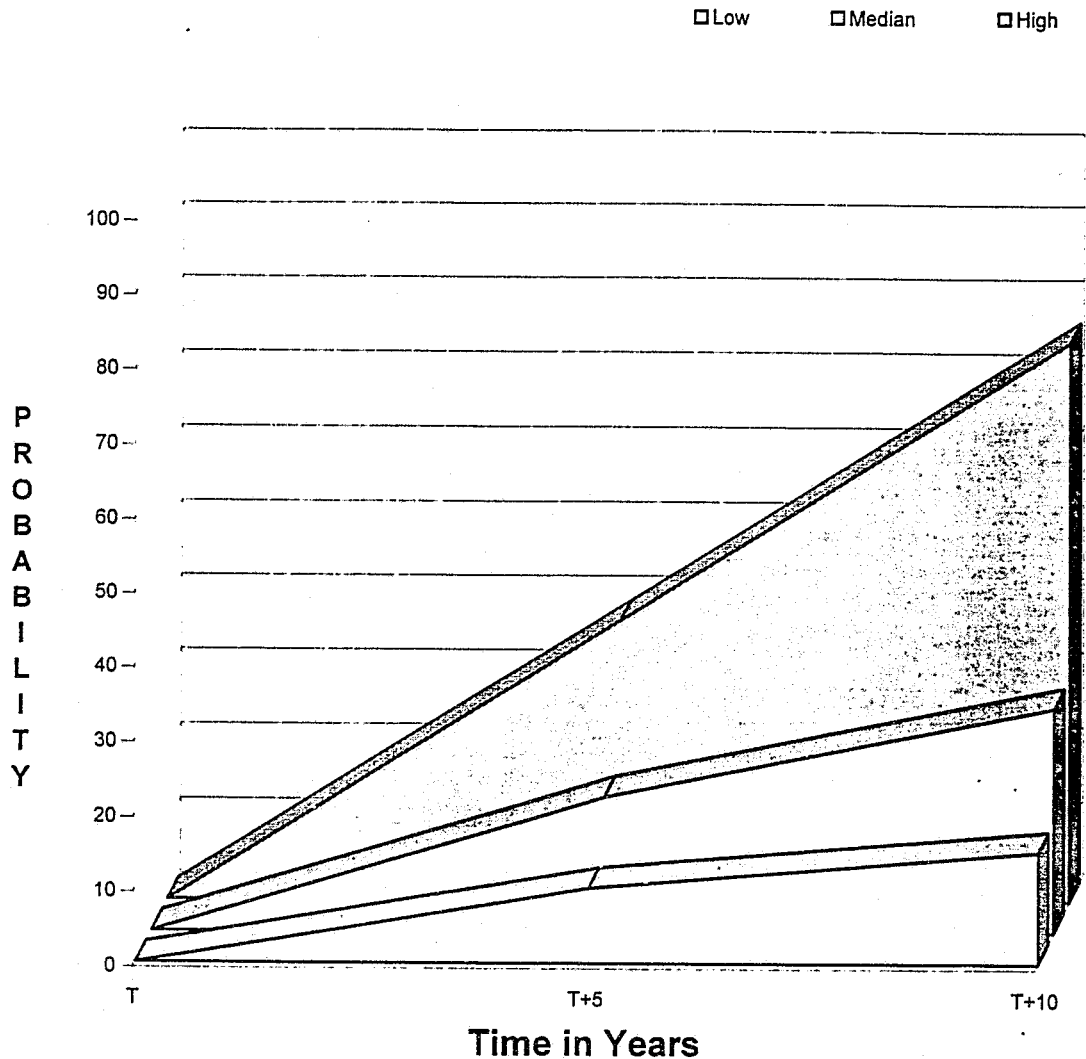
The group forecast a future State-wide ban on aerosol paint to combat graffiti vandalism. The consensus of the group was a steady increase and a 50% probability in ten years, represented by the median figure. The high and low figures represent the limits of the individual opinions of the group. Since aerosol paint is the preferred method, such a ban, if effective, would slow the incidence of juvenile graffiti vandalism.

## Event 9 - Technology Reduces Need For Police In Reducing Graffiti



The group forecast a rather low probability, 30% in ten years, that technology would reduce the need for police in reducing graffiti vandalism. The group consensus is represented by the median figure. The high and low figures represent the limits of the individual opinions of the group. Other than more physical protection for graffiti targets and surfaces that are easier to clean, there is little new technology on the horizon that will reduce the need for police in fighting graffiti vandalism.

## Event 10 - Enactment of Community Service Requirement



The group forecast the enactment of a community service requirement by the State to graduate from high school or for obtaining a driver's license. The group consensus was only a 30% probability of this occurring in the next ten years. The group consensus is represented by the median figure. The high and low figures represent the limits of the individual opinions of the group. A community service requirement directed at these two large groups of juveniles would not only help with clean-up costs, but would provide insight into the problem to many juveniles who may decide not to become involved in such activity.

Again, the NGT group forecasted when they believed these events would occur, projecting ahead at five and ten year intervals (Appendix No. 5).

The meeting concluded with the author explaining that the statistical analyst would calculate the trends and events in a cross-impact evaluation matrix. The data would then be used to predict the probability of events occurring which would impact the trends regarding the issue of vandalism.

A Cross-impact analysis was completed on the ten events. Cross-impact analysis, as applied in this project, involved the following: an assumption was made that each event occurred. The impact of each event occurrence upon each other event in the set was then estimated, by a small consensus group of four police managers who arrived at an agreed-upon percentage change through discussion. The question was: if a particular event occurred will it raise, lower, or have no impact upon the next event's probability-of-occurrence. Finally, the information was evaluated in a computer program X-IMPACT, resulting in a total revised probability for each event. The purpose was to provide data for the computer scenario generator program (SIGMA.EXE) that will follow.

Future scenarios were developed from nominal forecasting and from a computer scenario generator program, SIGMA.EXE, combined with

non-probabilistic data/information. The computer-generated scenarios from SIGMA.EXE are about the probable occurrence and non-occurrence of events - related to the issue question, that were forecasted and cross-impacted. Three scenarios representative of a significant "family" of scenarios from a large number of SIGMA runs were selected to develop for further study and one of them was selected to develop into a Strategic Plan.

The numerical data regarding the trends and events is displayed on the following pages, both in chart and line graph form. Following the trends and events is the Basic Cross-Impact Evaluation Matrix which was completed using the data developed by the panel.



## TREND STATEMENT

		Level of the Trend ( Today = 100)			
Trend Evaluation Table Panel Median Forecasts		5 Years Ago	Today 1992	5 Years From Now	10 Years From Now
T1	Historical Costs	50	100	200	300
T2	Population Growth (15-25 yrs.)	50	150	100	200
T3	Immigration (15-25 yrs.)	100	100	200	300
T4	Social Values	150	100	75	65
T5	Networking	78	100	145	193
T6	Social Acceptance	125	100	80	78
T7	Graffiti Taggers Mix With Gangs	60	100	125	145
T8	Trouble at Home	100	100	115	113
T9	Presence of Police Officers	138	100	88	80
T10	Large Population In City and Schools	88	100	118	135
T11	Peer Pressure to Become Involved in Tagging	90	100	105	110
T12	Role of Community Oriented Policing	78	100	150	195

## EVENT STATEMENT

		Probability			Impact on the Issue Area if the Event Occurred	
Event Evaluation Table Panel Median Forecasts		Years Until P>0	5 Years From Now 0-100	10 Years From Now 0-100	Positive 0-10	Negative 0-10
E1	Increased Penalties	2	68	90	9	2
E2	Parents Liable	5	23	50	9	2
E3	Require 24 Hour Clean Up	5	23	50	9	2
E4	Create Fast Track Juvenile System	3	28	55	8	3
E5	Illegal to Possess Graffiti Implements	2	68	70	7	3
E6	D.A.R.E. Program K Through 8th	4	30	63	7	2
E7	Graffiti Summit	5	28	5	4	2
E8	State Bans Aerosol Paint	5	20	40	6	3
E9	Technology Reduces Need For Police	5	5	10	8	2
E10	Community Service as a Requirement for Graduation / Drivers License	5	18	30	9	2

## BASIC CROSS-IMPACT EVALUATION MATRIX

Impacting Event	IMPACTED EVENTS (REACTORS)										IMPACTED TRENDS (REACTORS)												
	E1	E2	E3	E4	E5	E6	E7	E8	E9	E10	T1	T2	T3	T4	T5	T6	T7	T8	T9	T10	T11	T12	IMPACT
E1 Increased Penalties		95	100	75	100	70	-10	0	50	75	50	95	95	75	60	5	100	75	75	80	50	80	20
E2 Parents liable for Graffiti	95		100	80	100	70	-20	0	35	65	45	65	75	80	65	-5	100	70	70	85	55	75	21
E3 Require 24HR Clean Up	100	85		70	100	65	-5	0	60	75	65	75	80	70	70	-10	100	80	80	85	60	85	21
E4 Juvenile Fast Track System	100	100	95		100	80	-30	5	50	55	60	100	100	70	80	-20	95	65	70	90	45	90	21
E5 Illegal to Possess	100	95	95	90		65	-40	0	65	35	70	90	95	65	85	-25	95	85	95	95	90	95	20
E6 DARE Program	75	90	65	65	95		-75	0	55	95	25	85	90	25	55	-95	90	70	90	90	25	90	20
E7 Graffiti Summit	0	45	50	0	55	40		0	0	0	90	95	95	80	85	15	100	90	90	100	65	95	16
E8 Ban of Aerosol Paint	45	40	35	45	75	50	-5		0	0	95	75	80	35	50	-90	85	80	65	80	75	95	19
E9 Technology reduces PD	50	35	60	50	65	55	0	0		35	95	100	100	80	55	-15	90	65	70	95	60	80	19
E10 Comm Svc Requirement	75	65	75	55	35	95	-5	0	40		50	75	65	75	80	10	95	85	65	100	85	95	20
Event & Trend Reactors	8	9	9	8	9	9	8	1	7	7	10	10	10	10	10	10	10	10	10	10	10	10	

T1 Historical Costs

T2 Population Growth [15 - 25 Years]

T3 Immigration [15 - 24 Years]

T4 Social Values

T5 Networking

T6 Social Acceptance

T7 Graffiti Tagging mix with Gangs

T8 Trouble at Home

T9 Presence of Police Officers

T10 Large Population in City and Schools

T11 Peer Pressure to Become Involved In Tagging

T12 Role of Community-Oriented Policing In Reducing Tagging

## Scenarios

Nominal, which is a scenario based on the playing out of the trends and events of today.

Brenda Starr, reporter for the Southern California Sun, formerly the Los Angeles Times, interviewed Deputy Chief Ron Frankle, Commanding Officer, Operations-Valley Bureau of the Los Angeles Police Department, and asked for the Chief's opinion as to why graffiti was no longer a problem. Today, as we travel the city streets, we no longer see the visible blight of tagging that was so prevalent in the early 1990's. The cost for cleaning up graffiti had reached an astronomical high of four million dollars in 1993 (T-1). This waste of resources at a time when government was struggling to control costs and bring the deficit down was one of the major factors that contributed to society's focus on solving this problem.

Initially, several trends seemed to be working in opposition to solving the problem. They included: a tendency for peer pressure on taggers to achieve more and more visibility (T-11); the explosive growth of the age cohort of 15-25 year olds, many not born in this country (T-2 and T-3); and the alarming tendency of tagging crews as they used to be called mutating into street gangs (T-7).

In the mid-1990's several events occurred which had the combined effect of significantly increasing the penalties/consequences for people caught tagging or allowing their children to tag. The first occurred in 1994 when the state passed legislation making parents financially liable for the graffiti tagging damage of their children (E-2). Simultaneously additional legislation, which became effective in 1995 and 1996, increased the penalties for the crime of vandalism and mandated 24 hour cleanup of any graffiti by property owners (E-1 and E-3).

On a more positive note, several grass roots programs caught on and set the stage for more long term behavior modification oriented programs. The most famous of these was the "D.A.R.E." program, designed by the Los Angeles Police Department, in conjunction with the Los Angeles Unified School District which was originally focused on resisting narcotics use. The success of the D.A.R.E. program in the 1980's and early 1990's caused it to be used as a model for numerous multi-agency programs aimed at graffiti tagging. In 1997 these had joined together under the auspices of Rapid Action Against Taggers (R.A.A.T. [E-6]).

The almost universal adoption of community policing caused most neighborhoods to become empowered to deal with all sorts of community issues and the first obvious target was the visual pollution of graffiti tagging (T-10). These community groups, with almost vigilant fervor, were responsible for keeping efforts

to fight graffiti tagging always in the public eye, much as "Mothers Against Drunk Driving" (MADD) did with intoxicated drivers in the 1980's.

President Robert Dole's four year moratorium on all immigration in 1997 gave many financially strapped regional governments a respite. This allowed them to redirect their financial resources toward quality of life issues such as graffiti tagging.

A few stumbling blocks arose during the ten year period that delayed achievement of the graffiti-free era. Foremost among these was the successful American Civil Liberties Union fight which prevented governments from outlawing aerosol paints (E-8). The Supreme Court also overturned several State laws which made it illegal to possess graffiti tagging type devices stating "it was an overly broad infringement on civil rights". This controversial decision in 1996, shortly after former President Clinton's fifth appointment to the Supreme Court, was seen as the primary reason he was not reelected (E-6). The much ballyhooed "graffiti summit" scheduled for 1995 never occurred due to the inability of the potential elected participants to agree on format (E-7). Additional term limit initiatives sprung up shortly thereafter. And lastly the long awaited overhaul of the Juvenile Justice System, which was intended to fast track graffiti tagging type cases, never got off the drawing board due to fiscal constraints.

In summarizing these achievements, two accomplishments indicate success. The first is the virtual elimination of graffiti of a non-gang type nature; and second, the reduction in expenditure of public funds for graffiti removal to a pre-1985 level are the most significant.

Normative, which is a scenario based on a desired or feared future that may occur.

Brenda Starr, reporter for the Southern California Sun, formerly the Los Angeles Times, interviewed Deputy Chief Ron Frankle, Commanding Officer, Operations-Valley Bureau of the Los Angeles Police Department, and asked for the Chief's opinion as to why graffiti was still evident in some locations. A great deal of effort has been put forth to impact this problem. It reached an all time high in 1995 with an estimated Nationwide cost of six billion dollars spent for graffiti abatement (T-1). It has slowly trended down since then to where in 2004 the estimate is slightly less than one billion dollars.

The majority of spray paint graffiti is now graphic rather than the three letter tags that were common in the early 1990's. This shift has enabled these so called "artists" to avoid many of the strict prohibitions that were enacted in the mid 1990's. Several legislative acts increased penalties for acts of vandalism, banned aerosol paints for all non-art uses, mandated

24 hour clean up and made parents liable for the graffiti vandalism acts of their children (E-1, E-2, E-3, E-8).

The population growth, especially the 15-24 year-old age cohort including those not born in this country, combined with the continued degeneration of the traditional family unit, has put an increased strain on all society's structures (T-2, T-3, T-7, T-10). The breakup of most major public school systems occurred in 1997 as the result of the voucher program being enacted. This made it very difficult to ensure that the mandated civic responsibility classes contained the required material (E-6). Many attempts to modify the D.A.R.E program to include an anti-graffiti element were spurned by D.A.R.E. proponents.

Several innovative neighborhood programs with universal promise failed to fully develop and achieve their maximum potential due to lack of police support. Two trends combined to achieve this effect: the advent of community policing, which by its very nature requires more police officers; and the budgetary constraints which prevented most agencies from reaching optimum staffing levels (T-9, T-10).

The communities where graffiti is now less prevalent are those that were able to capitalize on the ideas that did not require a great deal of police involvement and that could be handled with community volunteers. Typical among these are graffiti paint-out

campaigns, volunteer surveillances and the provision of alternative activities for youth.

As with most fads among adolescents, they are relatively short lived and many of today's youth no longer seem to be as enamored with tagging as they were ten years ago. Peer pressure has slowly turned around and now exerts a more positive influence (T-11). Now, the only version of what used to be tagging that is somewhat acceptable is what the ACLU defends as "art" (T-6).

In conclusion, the efforts to eradicate graffiti have not been totally successful and tend to be inconsistent primarily depending on location and the degree of community involvement. It is common to drive through many neighborhoods that are now free of graffiti and then into one where graffiti abounds.

Hypothetical, which is a scenario based on assumptions made about the future and what may occur based on those assumptions.

Brenda Starr, reporter for the Southern California Sun, formerly the Los Angeles Times, interviewed Deputy Chief Ron Frankle, Commanding Officer, Operations-Valley Bureau of the Los Angeles Police Department, and asked for the Chief's opinion on why graffiti has become much worse than it was a decade ago. The Chief said "he had no clue", however, he then went on to make some educated guesses. Although many factors combined to



exacerbate the problem, probably the most influential trend was the unabated rise in removal costs (T-1). From combined private and government sectors, there was a total outlay of approximately four billion dollars in 1993. The burden has risen to approximately 250 billion dollars all borne by the private sector today. The disastrous "Clinton Economic Plan" enacted in the fall of 1995 and its resultant five year depression eliminated the ability of government to devote any resources to graffiti removal.

The failure of the economy had a ripple effect through the social infrastructure that was attempting to cope with the graffiti problem. The dramatic surge in immigration (T-3) severely overtaxed the social welfare systems as well as schools and police. Subsistence plans quickly replaced proactive programs such as D.A.R.E. and its anti-graffiti offshoots (E-6). Other affects of the economic situation prevented the full adoption of community policing and adequate staffing of all criminal justice agencies (T-9,T-10). Although the state passed numerous new laws designed to curb graffiti tagging, such as; increasing the penalties, providing parental liability, mandating 24 hour cleanup, and the banning of aerosol paints (E-1, E-2, E-3, E-8), the lack of personnel to enforce them rendered these new statutes toothless.

The neighborhood based anti-graffiti programs were quickly overwhelmed when governmental financial support was withdrawn. They could no longer afford to maintain their abatement efforts (T-5). As these paint out efforts failed, the taggers became bolder and quickly evolved into menacing street gangs (T-7). It became very dangerous for anyone to be caught removing graffiti.

The one factor not taken into account by the graffiti gangs was the finite amount of wall space available to be marked and many areas quickly became saturated and the graffiti ceased to stand out. This forced the taggers to go further and further afield to find places where their graffiti would be visible. This travel frequently put them in territorial opposition with other taggers and a great deal of bloodshed ensued.

The three scenarios, if looked at as a progression from worst (hypothetical) to best (nominal), clearly demonstrate the inherent danger of continuing with no coherent, overall strategy to deal with social issues, in this case tagging. The strength of the economy and the resultant funds available for governmental programs are the unknowns for which law enforcement cannot plan. Therefore, it is incumbent upon law enforcement managers to quickly develop strategies and programs which are less dependent on government funding. Foremost among these are the grass roots types of neighborhood efforts which have already demonstrated

their potential. However, these scenarios indicate that if these neighborhood efforts are to have a long run impact they need to be carefully nurtured and linked under some umbrella organization.

Another potential problem that can be derived from the scenarios occurs when state and local governments pass continuously more restrictive laws governing what is in reality very minor conduct. This has a tendency to flood the criminal justice system with cases and severely overburden our penal system. The criminal justice response to this progression, which has occurred many times in the past with burglary, robbery, car thefts, narcotics and gangs, results in the system compensating by either ignoring the new sanctions or by diminishing the priority of something else. Although ludicrous, it is not impossible to conceive of a situation wherein an adolescent would spend more time in jail for tagging than for armed robbery.

When analyzing the results of the scenarios, using the issue "What will law enforcement's response be to juvenile graffiti vandalism by the year 2004?" and the sub-issues of:

1. How law enforcement will predict what juvenile graffiti vandalism will evolve into for the future?
2. How can law enforcement impact adolescent self-esteem to prevent juvenile graffiti vandalism?

3. What educational programs can be implemented by law enforcement to modify cultural expectations (adults)?
4. How can law enforcement provide direction for the process of impacting anti-social adolescent behavior?

The scenarios provided a basis for developing broad policy and potential strategies for combating juvenile graffiti vandalism. Future policies may include making parents more responsible for the damage caused by their children; providing for education and insight on the this issue and its consequences to children at a younger age systematically through the schools, including resistance to peer pressure; increasing penalties for extensive commercial tagging; requiring property owners to remove graffiti; mobilization of communities to attack the problem at the grass roots level and outside of government expense; and special handling by the juvenile justice system.

## STRATEGIC MANAGEMENT PLAN

The Future's Study of this report peered around the corner and attempted to forecast what juvenile graffiti vandalism may evolve into in ten years from now; how trends of today and possible future events will impact policies and strategies of the future; and what those policies and strategies might be. This section will develop the long range strategies that will be needed to move law enforcement towards a more effective response to juvenile graffiti vandalism in the future; to identify the various stakeholders in the process, their position relative to the strategies and the degree of support that can be anticipated; an analysis of the strength and weaknesses of a law enforcement agency attempting to implement these strategies; and the opportunities and threats existing in the environment in which the strategies are being implemented. A "Mission Statement" was developed to provide a clear overall policy statement for the Strategic Management Plan" and three basic objectives are stated which when accomplished will lead to the fulfillment of the overall mission. The objectives were developed by the same group of experienced law enforcement professionals who participated in the Future's Study brainstorming session.

## Mission Statement

The mission of this project is to develop an appropriate law enforcement response to juvenile anti-social behavior which manifests itself in various forms of graffiti vandalism.

### Objective I

The first objective will be to monitor activity in three areas in order to best define the extent of the problem and establish guidelines by which to deal with it:

- A. Technology--look for solutions to vandalism, i.e., surfaces that are easily cleaned vs. possible developments that would be utilized by the vandals, i.e., pocket lasers.
- B. Behavior--track the activities of vandals.
- C. Social--monitor social trends that may be either pro or con to the issue of vandalism.

### Objective II

Establish a partnership with the community to change the environment; physical, social, family as to undermine the use of vandalism as a social outlet:

- A. Treat vandalism as a symptom of an underlying problem.
- B. Redirect organizational responses toward front end intervention.
- C. Assist in the development of educational programs modeled after D.A.R.E. type approach.

D. Establish measures of success for proactive efforts.

### Objective III

Develop appropriate enforcement strategies that incorporate changing technology and legislative changes. Adjust law enforcement's priorities as necessary to accomplish the mission of the eradication of tagging.

### **Environmental Analysis**

The agency used to develop the Strategic Plan was the Van Nuys Area of the Los Angeles Police Department. Van Nuys Area is situated in the approximate center of the San Fernando Valley, is 29 square miles and serves a community of approximately 300,000 people. There are approximately 260 sworn police officers, 24 civilian support personnel and 37 reserve police officers.

Van Nuys Area's organizational structure consists of Patrol Division, Detective Division, Vice Unit, Records Unit and a Community Relations Office. Van Nuys Area has a very active community support group, including a booster organization, citizen volunteers who work on various community projects and assist at the Police Station, and an anti-graffiti group that surveils graffiti locations and conducts graffiti paint-outs on a regular basis.

An analysis was conducted of the external environment surrounding Van Nuys Area of the Los Angeles Police Department with regard to

the mission of curbing tagging graffiti by the professional brainstorming group.

### Opportunities

The environmental factors which are considered to present potentially favorable opportunities consist of intense community concern regarding this problem. This concern frequently manifests itself through pressure applied to numerous governmental entities. Local, county, state and federal legislative bodies have reacted to this pressure by enacting numerous pieces of legislation and the governmental agencies have directed increasing amounts of resources towards the issue. Community support for these efforts is evident. Volunteerism is quite prevalent ranging from organizations that paint out graffiti on a regular basis to amateur radio groups that surveil recently cleaned neighborhoods in the early morning hours. Community support is evident through the financial donations to the many efforts aimed at solving the problem. It would also be a mistake to overlook the emotional appeal of this issue as an opportunity for the organization to further mobilize community resources.

Many technological developments are showing promise although it is too early to term any of them breakthrough or revolutionary. They are beginning to have an effect; unfortunately, most of the applicable new technology is very expensive. Some examples are:



films that are placed over plate glass windows to protect them from etching; coatings that can go over painted surfaces that allow graffiti to be washed off; and new biodegradable chemicals that dissolve graffiti without harming the underlying surface. Closely related to the technological developments is the growing area of environmental design whereby new construction, both public and private, uses surfaces that are not conducive to graffiti tagging and incorporate plants to keep vandals from reaching the structures. High intensity lighting coupled with motion sensing devices deter other crimes as well as tagging.

The group viewed the educational system as a major player in achieving a future free of teenage vandals. Programs such as D.A.R.E., which have already demonstrated their efficacy in reducing youthful drug involvement could serve as models for new education programs regarding the duties of citizenship, such as to "respect the property of others." A better, long range solution in the educational system certainly will be a cornerstone in any program to increase parental involvement in the upbringing of children.

#### Threats

Several of the items listed above as opportunities also have the potential to negatively impact efforts to control tagging. Most frightening among these would be the development of significant new technology that would equip vandals with devices that are

even more destructive than those currently available. Some of these might include small laser devices and paints or markers that are unable to be removed. It is also conceivable that taggers will discover a compound that will react with preparations used to protect against tagging to create larger or more obvious damage. The media has the potential to be a curse as well if they choose to make folk heroes or "artists" out of these vandals. If that occurs, the burden on law enforcement will be that much greater. They could also harm proactive efforts simply by being fickle and ignoring the issue.

Legislation, although most likely viewed to assist abatement efforts, could ultimately boomerang and become harmful, i.e., recognizing graffiti as art and protecting it. Legislative funding for programs could be terminated due to other priorities. A shift in community values either as a result of legislative or media campaigns could recognize these acts as a legitimate form of expression. Legal challenges, along First Amendment lines, by the American Civil Liberties Union and other free speech organizations could hamper efforts as well.

Many community ventures are ad hoc groups with no governmental agency supporting them in a formal way and, therefore, they are vulnerable to lawsuits which could easily arise as a result of their actions. If a volunteer were seriously injured cleaning graffiti off the second story of a building or confronting a

vandal during his criminal activity, the lawsuit would have a chilling effect on future volunteerism.

A major threat to a successful campaign would arise if a disaster such as a magnitude eight earthquake were to occur in the San Fernando Valley. This would draw resources away from all other programs deemed to have a lower priority. The Nominal group when ranking the events did not find it likely that an earthquake would occur and did not rank it in the top ten (E11); however, on January 17, 1994, a magnitude 6.8 earthquake occurred in the San Fernando Valley causing extensive damage throughout the Los Angeles area. This caused a temporary lull in tagging activities and caused resources used in the fight against graffiti tagging to be diverted to earthquake relief. Within approximately one month graffiti tagging was back with a vengeance and Departmental programs were back on line.

### **Organization Analysis**

#### Strengths

The Van Nuys Area of the Los Angeles Police Department is responsive to community policing needs. Van Nuys Area is able to mobilize the community quickly in response to a perceived threat. The organization possesses a great deal of flexibility and is capable of changing focus/direction at a moment's notice.

A great deal of talent is represented in the 325 personnel assigned to Van Nuys Area, ranging from traditional "street" expertise, through highly trained facilitators for community group activities. The level of individual commitment is also high. Most officers believe in the importance of the job and cheerfully demonstrate initiative in problem solving.

One of Van Nuys' greatest assets in dealing with the tagging graffiti issue is its use of the Ham Watch. Ham Watch is a group of volunteers highly trained in video surveillance/ham radio, who along with a group of officers stake out area with a high frequency of graffiti tagging. Because of this group and the numerous arrests they have made, areas within Van Nuys that were once rampant with graffiti tagging are now relatively graffiti free.

Van Nuys Area is used to performing a leadership role with other government agencies when dealing with community problems. Because of this Van Nuys Area has a great deal of clout when focused on a specific issue. Lastly, the organization clearly recognizes the importance of the issue and commits resources accordingly.

#### Weaknesses

The common plight of all governmental agencies, lack of resources also afflicts Van Nuys Area. Personnel staffing levels have

decreased while population and crime rates have increased. Funds for overtime and equipment are unreliable. This deficiency is so pervasive that it has become the preamble at every public contact. No relief is postulated until the economy of Southern California stabilizes and then begins to grow again.

This has led to a form of organizational paralysis that results from the inability to perform many of the functions that need to be performed, but cannot be done with existing resources. Many proposals exist, but until the resources are available this inertia will probably remain. Another sub-factor of too few resources is the obvious mandate to prioritize functions. This prioritization process used to occur with the "nice to do" sorts of things, but is now involving some of the "have to do" types of roles. The resulting conflict does not help the problem solving process.

Although relatively infrequent, apathetic individuals in key assignments sometimes inhibit the organization's ability to be responsive. Unfortunately, Civil Service Rules make it difficult to deal with these few individuals who often have long standing tenure and occupy key positions.

The environmental factors developed and analyzed for the WOTS-UP analysis were then applied to the strategic planning efforts. Community concern and community mobilization were seen as key

factors in any future strategy. How the community reacts to the continuing incidence of juvenile graffiti, the cost of removal as well as problems caused by urban blight, will dictate how much pressure is placed on public agencies to act, development of technology to combat graffiti, grass root level of community activism and volunteerism, and the priority given the problem by law enforcement. The range of strengths and weaknesses with the model agency, and the projected impact on the model's ability to react to the problem, was also taken into account in the development of the Strategic Plan.

#### Stakeholder Analysis

The Stakeholder Analysis was completed using the same group from the nominal group technique. The process initially developed a list of all those who would have an interest or be affected by the continued growth of juvenile graffiti vandalism (stakeholders). The group then went through an analysis of each stakeholder and attempted to project their relative importance to the incidence of graffiti vandalism, and the certainty or uncertainty of the forecast for each stakeholder's position. This data is displayed on a Stakeholder's Assumption Map (see Chart No. 5).

#### A. Property Owners/Tenants/Users

1. Angry and fearful due to lack of respect for their property.

2. . Willing to participate in resolving the issue.

B. Business Community

1. Recognizes importance of being more organized and cohesive.
2. Willing to exert pressure on elected officials in order to obtain goals.

C. Law Enforcement

1. Believes in the need for an organizational commitment to solve problem.
2. Recognizes consequences of failure to solve problem.
3. Believes in solution by reactive measures.

D. Schools

1. View themselves as victim rather than leader in solving problem.
2. Resist outside influences on their curriculum.

E. Community Organizations

1. Diversity in interests and may not prioritize vandalism as one of importance.

F. Taggers

1. Vandalism as an outlet for social pressures.
2. Expression of individuality within a group.

3. Vandalism as a vehicle for recognition.
4. Vandalism as source of recreation.

G. Other Kids

1. Importance of legitimate forms of recreation.
2. Disapproval of acts of vandalism.

H. Parents

1. Believe that discipline can control problem.
2. Place responsibility on school and law enforcement to solve problem, rather than accept parental responsibility.

I. Juvenile/Adult Justice System

1. Recognizes importance of front-end intervention.
2. Processing of "major" crimes vs. "minor" crimes.
3. Lack of room in prison system for this type of crime.

J. Graffiti Specific Businesses

1. Lacks economic interest in identifying a prevention solution.

K. Graffiti Suppliers

1. Economic interests that precludes them from actively finding a solution to the problem of tagging.



L. Government

1. Perceives graffiti as a family/social discipline problem.
2. Vandalism not seen as a high priority within government.
3. Prioritizes available funds due to economic climate.

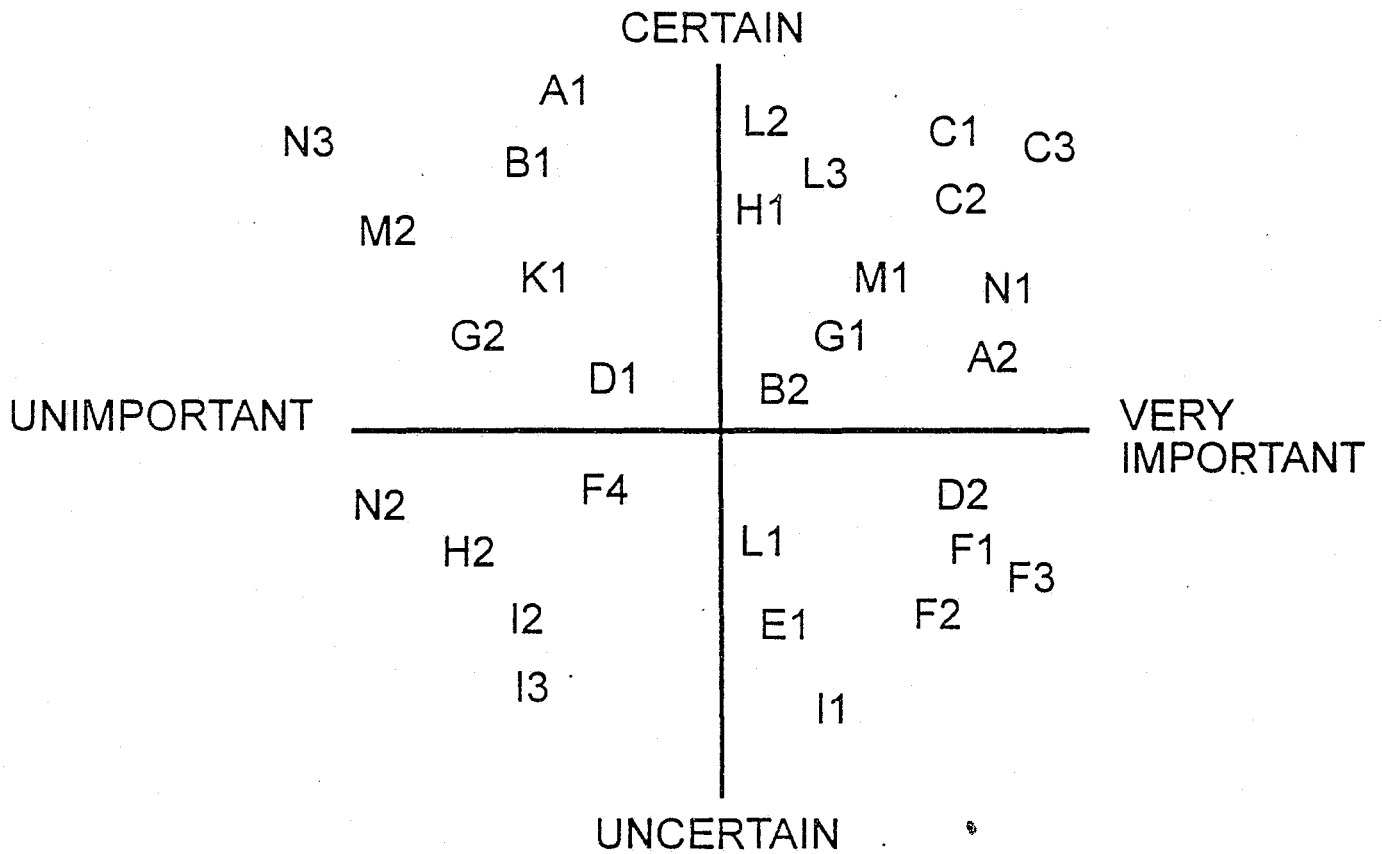
M. Politicians

1. Response to problem parallels public opinion on problem.
2. Limited focus on problem due to short time span in office.

N. Media

1. Response to problem based on "popularity" of issue.
2. Problem as a means to generate revenue through sales, advertisements, etc.
3. Ability and desire to manipulate issues.

# Stakeholder Assumption Map



## Stakeholders

- |                                 |                                  |
|---------------------------------|----------------------------------|
| A. Property Owners/Tenant/Users | H. Parents                       |
| B. Business Community           | I. Juvenile/Adult Justice System |
| C. Law Enforcement              | J. Graffiti Specific Businesses  |
| D. Schools                      | K. Graffiti Suppliers            |
| E. Community Organizations      | L. Government                    |
| F. Taggers                      | M. Politicians                   |
| G. Other Kids                   | N. Media                         |

## Strategy

A Modified Policy Delphi process was conducted, using personnel assigned to Van Nuys Area and the Behavioral Science Services Section of the Los Angeles Police Department<sup>22</sup>. The individuals involved represented patrol, detectives, community relations, the juvenile function and a staff psychologist. Most of these people participated in the Modified Policy Delphi process conducted to identify trends and events and were therefore familiar with the process. During the brainstorming portion of the process, six distinct strategies were developed. They are as follows:

1. Maintain the "Status Quo".
2. Redirect resources that are currently focused on vandalism eradication, enforcement and education, with an end result being do nothing and hope it will disappear or learn to live with it.
3. Create a new organization, a multi-disciplinary task force to focus specifically on vandalism.
4. Use the Community Impact Team (C.I.T.) model, which is designed to deal with a few square blocks on an acute problem. The C.I.T. consists of representatives from many agencies, both public and private, that have a common interest in this specific location.

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<sup>22</sup>Author; Lieutenant Richard Blankenship, Assistant Commanding Officer, Detective Division; Detective Craig Rhudy; Police Officers Fernando Ochoa and Rudy Gonzales; Ms. Merna Oakley, Van Nuys Area; Doctor Deena Case-Pall, Behavioral Science Services Section, Los Angeles Police Department.

5. Privatize the function and let companies bid for contracts within certain geographical boundaries for eradication, education and enforcement.
6. Increase the internal focus on a wide spectrum of front end intervention programs with juveniles, in an effort to emphasize prevention.

The panel ranked the strategies and determined that the C.I.T. model and the front end intervention model were the two highest ranked alternatives. Creating a new organization was the alternative with the most diversity of support.

#### Community Impact Team

This model has the advantage of tailoring its activities to the specific needs of the community. It is responsive and has the ultimate advantage of being turned over to the community once it is up and running, requiring minimal further governmental support. The biggest disadvantage is that it does not lend itself well to large sections of geography. Once the specific community boundaries are crossed, conflicting needs can diminish the effectiveness of the team. The start up costs for these teams are very high, both in funding and skilled personnel. This model can take a great deal of time before it becomes effective. Some barriers to this process are individuals with large egos, language barriers and the inability to focus on one issue. The stakeholders that live or work in the C.I.T. area should be

receptive to this approach. Their perception that law enforcement is actively involved in a program to eradicate tagging will bolster their participation. The governmental service providers will probably find this approach very expensive on a results based analysis. The vandals themselves may simply be forced to find new turf. The politicians and the media like these programs because they provide good "photo" opportunities.

#### Front End Intervention

The front end intervention model would build on current programs such as the D.A.R.E. anti-drug program and the Jeopardy anti-gang program. The underlying philosophy here is that prevention is cheaper than cure. Unfortunately, it is hard to measure success in programs like these and results may not be seen for years. It is also difficult to get politicians to fund a program that does not show results in the current fiscal year. Many stakeholders will not be satisfied with this method because it will sorely try their patience. Even some of the service providers with a vested interest in long range success may have difficulty committing resources for such tenuous rewards. The vandals themselves would probably not be aware of these efforts until such time as their numbers started to dwindle.

#### Create a New Organization

A new organization would help draw attention to the problem and would probably generate additional funding as well as

demonstrable results early on. This approach could be the most expensive of all, especially if it simply creates another governmental bureaucracy. This proposal flies in the face of current trends towards the reduction of bureaucracy. There is the possibility that if this agency were successful it would not have the good sense to "self destruct" when its job was over. Initially, there will be conflicts between agencies who are required to give up resources, personnel and turf to the new organization. Most of the stakeholders who live and work in the neighborhoods will probably be supportive of the additional expenditures if the results were evident fairly quickly. This would also be true for the politicians who voted to fund the new entity. The effect on the vandals themselves would depend on how successful the new agency was in getting off the ground. They would probably not be able to avoid the program simply by moving to another nearby community.

#### **Preferred Strategy**

It is not realistic to believe that any of the strategies would be implemented without some degree of overlap with the other strategies. Sometimes in law enforcement the "shotgun" method of solving a problem is used, i.e., try everything until the problem stops. This process may work for a particular crime problem such as a series of carjackings, but it is much too expensive a method to use for any problems of long duration or global nature. The Modified Policy Delphi panel believed that a combination of the

C.I.T. type of approach, coupled with an internal focus on front end intervention would yield the greatest results.

An analysis by the panel determined that the front end intervention strategy held the greatest promise for achieving the mission by the year 2004. However, the panel recognized that this strategy would achieve the least results immediately. This lack of short term results would not be acceptable to the legislative bodies that would have to fund the strategy. Therefore, a modified C.I.T. approach should be used to supplement the long range program. As mentioned earlier, the C.I.T.'s appeal to politicians and the media. They "feel good" to the involved communities and probably could be enlarged upon using a more generic framework.

#### Implementation Plan

For purposes of implementation, the C.I.T. would be started immediately, because it could be initiated with existing community resources. The first step involves assigning officers to a specific C.I.T. Their first task would be to survey the area they will be working, organizing community members to volunteer in various graffiti eradication efforts, contacting property owners to remove graffiti and make it more difficult for it to return, organizing and becoming a catalyst for the various other public agencies that can impact the problem, and getting in-house resources from the Police Department focused on the

area. Members representing these groups would meet to form the team, develop strategies, be responsible for their agency or group's resources, and for assessing the success or failure of the team's efforts.

The Van Nuys community has very few resources with which to implement the front end intervention model. Van Nuys Area, assisted by the community, would take a leadership role in causing the system-wide changes necessary to achieve a successful front end intervention program. This would have to begin in the schools. A plan would be designed to systematically reach all children at a certain grade level so that all receive the presentation on graffiti and how to avoid it. An initial curriculum has to be developed, approved by the Los Angeles Police Department and the Los Angeles Unified School Board, and sufficient instructors trained to logistically handle the large number of students. Eventually the system to present such training, and the instructors who conduct it, has to be legitimized in the regular budgetary process of the Police Department or the schools if the problem is to continue long term.

#### Community Impact Team

The C.I.T. evolved out of rethinking traditional enforcement strategies in communities plagued by drug dealing and gang violence. The old method flooded the neighborhood temporarily



with extra officers. Once these "extra" police resources were withdrawn from these communities, the communities returned to business as usual. Ultimately, enforcement successes depend on a "standing army."

Clearly for the behavior of the community to change, the community system must change. While there is a combination of existing models available, few offer promises for long term changes. This vacuum offered an opportunity for a "reinventing government" approach.

The C.I.T. substantially transformed two areas that were havens for drugs and gang violence. The C.I.T model has received recognition from many observers. This problem solving model is highly replicable and flexible.

Tagging is very resistant to enforcement efforts. A C.I.T. would be a highly appropriate framework to tackle this complex problem. The C.I.T would be designed to function in Van Nuys Area and the members would include representatives from the enforcement community; the Departments of Police, Building and Safety and Probation; social services, the Departments of Mental Health, Community Development and Community services; business community, community representatives, universities and community based organizations.

The next stage would be to train participants in the C.I.T. principles. The C.I.T. would develop immediate interventions as well as long term solutions for tagging. The advantages of the C.I.T. is the coordination of efforts and communication between the agencies. The successes generated by this model could be replicated into larger geographic regions.

#### Front End Intervention

This approach will require significant changes in the way the criminal justice system, education, parents and politicians think about the methods used to direct and redirect anti-social adolescent behavior. The trend for the last few decades has been to increase penalties and build more jails. This trend has run its logical course and now government is unable to continue to fund these reactive policies.

It is now beginning to be recognized by some practitioners, both within the criminal justice and mental health fields, that preventing a child from entering the criminal justice system is cheaper than processing that child through the system. As early as 1990, then Chief of the Los Angeles Police Department, Daryl Gates, was advocating that the Los Angeles County Probation Department turn over its enforcement activities to local law enforcement. He urged that the Probation Department expend its resources entirely on preventing youth from entering the criminal justice system. At the time this recommendation was made, the

economy had not yet taken its downward trend, and the money saving plan was not taken seriously.

The Probation Department has placed some probation officers in local high schools to help them deal with their case load. Since probation officers generally have a psychology or social work education, they are better suited to work with troubled youth than many teachers or law enforcement personnel. This group of probation officers, already familiar with local high school students, would form the nucleus of a group of probation officers that would be relieved of their case load and assigned to middle and senior high schools to work with students displaying pre-criminal behavior.

This new role for probation officers, in conjunction with the programs that already exist which are designed to help children become good citizens and resist drugs and gang membership, should provide the schools with enough resource personnel to begin to have an impact on vandalism. The D.A.R.E. officers have been trained by the Los Angeles Unified School District to be qualified teachers in addition to police officers. The Jeopardy officers intervene with adolescents believed to be in danger of becoming gang members, who are referred by school and law enforcement personnel.

The Jeopardy officers have more freedom to modify their efforts to include other programs than do the D.A.R.E. officers. They will be tasked with the additional duties of seeking out the vandals in the middle and senior high schools. These officers would then work closely with the probation officers to tailor specific programs to intervene before a potential youth offender commits serious vandalism and, therefore, enters the criminal justice system.

## TRANSITION MANAGEMENT PLAN

If the law enforcement community ever hopes to achieve its mission of effectively dealing with vandalism and stanching the multi-million dollar flow of tax dollars into this nonproductive effort, then new strategies must be adopted. A new mind set needs to be fostered that vandalism is everyone's problem and with law enforcement's leadership, parents, schools, other governmental entities and politicians must accept their responsibilities.

The environmental analysis revealed a climate with significant opportunities, primarily the public attention focused on the problem, as well as some major threats. The strengths within the organization focused on its ability to quickly meet a challenge however, the significant lack of resources was seen as a major weakness. Stakeholders ran the gamut from the obvious property owners to the less apparent businesses that have sprung up both in support of and removal of graffiti.

The analysis determined that the front end intervention strategy held some promise for achieving the mission by the year 2004. However, it must be recognized that this strategy would achieve the least results immediately. This lack of short term results would not be acceptable to the legislative bodies that would have to fund the strategy. Therefore, a modified C.I.T. approach

including key members from each community should be used to supplement the long range program.

When mission objectives are considered, the strategy of combining the micro approach of C.I.T.s with the macro solution of a system wide shift of focus towards front end intervention, holds the most promise for goal achievement.

#### **Critical Mass/Key Players**

Fourteen stakeholder groups were identified previously, five of these contain key players: law enforcement; schools, including student government; business; the criminal justice system, exclusive of law enforcement; and the media. A sixth component of the critical mass group is comprised of local residents, who represent a combination of three other stakeholder groups. Lastly, churches, which were not identified as a stakeholder, are considered part of the critical mass.

Policy making individuals from the critical mass group, including residents, will form a committee and identify a spokesperson from outside the group to become the final actor in the critical mass. This individual would become the catalyst for the overall effort to move the strategic plan forward.

### Current Position of Key Players

The organizations that the committee members come from have the following current standings regarding the change. Law enforcement, which in this scenario primarily consists of officers and detectives from the Van Nuys Area of the Los Angeles Police Department with some assistance from Los Angeles Unified School District Police, Park Rangers, and Metropolitan Transit Authority Police, are viewed as being able to help the change happen. Schools and their corresponding student governments from the Los Angeles Unified School District run the gamut, depending upon the enlightenment of their administration and their freedom to act independently from the confines of the Los Angeles Unified School District. In some schools their negative attitudes block change, in others their passive attitude lets change happen, more enlightened schools will bring about the change and finally the schools that have been given the freedom to act independently from Los Angeles Unified School District can make change happen.

Local businesses have nothing to lose and everything to gain with the implementation of the strategic plan and, therefore, can be counted upon to help change happen. The criminal justice system is seen as being as diverse as local schools. The individual attitudes of some probation officers, deputy city attorneys, deputy district attorneys and Municipal and Superior Court Judges vary from blocking change to make change happen. The media is somewhat ambivalent about this issue because although

individually they are affected by community blight, collectively their organizations make money from controversy. The best that can be expected from them is that they will let change happen. Finally, the residents of Van Nuys are seen as a great potential resource to make change happen.

In all cases, the representative from each organization that has been determined to be an actor in the critical mass, should be the highest ranking person whose area of authority or responsibility is generally contiguous with the central portion of the San Fernando Valley. These individuals are: Van Nuys Area Police Captain; Deputy Superintendent Los Angeles Unified School District Primary/Middle/Secondary of the San Fernando Valley; representatives of the major homeowners associations; Head Pastor of the largest congregation in Van Nuys; President of the local Chamber of Commerce, representing business; and the media representative should be a prominent newscaster whose residence is in the Van Nuys Area. These individuals will meet and ascertain their positions by their current commitment level and their desired position within the strategic plan.

#### Desired Position of Key Players

The local law enforcement representatives position need not change as it is in a "Let Change Happen" position which is appropriate to implement the plan. The media is also in a "Let Change Happen" position, but should be moved to operate in the



"Help Change Happen" mode. The media could be moved by several factors. They are swayed by community desires and pressure, a factual argument by the police of the seriousness of this issue to the community, and political pressure by elected officers who are also reacting to community concerns. The schools have been identified in all four commitment levels and need to be moved as far toward "Make Change Happen" as possible. In any event no school should be allowed to "Block Change". The few schools that are determined to be in that state right now, can be swayed by administrative action of the critical mass school representative, who would be their superior. Should this internal direction fail, external pressure by the rest of the committee on the Los Angeles Unified School Board should effect the change. Local residents are at least in a position to "Help Change Happen" and only a few will need to be convinced to move into the position to "Make Change Happen". Businesses and the churches are already correctly positioned in a "Help Change Happen" mode and this position will be capitalized upon. Judges were chosen to be representative of the criminal justice system because of the direct and indirect pressure they can bring to bear on reluctant "subordinates" in the criminal justice system, i.e., probation officers, City and District Attorneys who appear in their courts.

#### Proposed Action for Achieving Change in Commitment

It is not anticipated that law enforcement's position will change at any time during the implementation of the "Transition

Management Plan" (TMP). Their high visibility role in the community, coupled with their traditional leadership position ensures their continued ability to facilitate the change. The criminal justice system, while not highly visible within the community, by nature has an active role.

The schools have been the recipients of a great deal of negative publicity regarding their ability to educate young people. If this TMP is presented to the schools in such a way so that they perceive it as an opportunity to gain back some of their lost credibility in the community, their active participation should be forthcoming.

As stated before, churches and businesses have vested interests which ensure their active participation (Chart No. 6, Commitment Planning Chart).

#### Cost Benefit Analysis

No proposed budget or cost benefit analysis was provided due to the nature of the proposed strategies. The C.I.T. strategy can be implemented from existing resources since it would be a full time job for all those involved, with the possible exception of the Police Department. The long term benefits to a community would be impossible to calculate. The front end intervention is also a long term strategy and extremely difficult to provide a cost benefit analysis to a community.

## COMMITMENT PLANNING

### TYPE OF COMMITMENT

Actors In Critical Mass	Block Change	Let Change Happen	Help Change Happen	Make Change Happen
Representatives from:				
Law Enforcement			X 0	
Schools		X	0	
Churches			X 0	
Businesses			X 0	
Criminal Justice System		X	0	
Media		X	0	
Residents			X	0
Spokesperson				X 0

X - Current Standing  
0 - Desired Position

## Management Structure

Initially, the management structure will consist of the previously described ad hoc committee of key individuals. This group must select a Project Manager from among themselves. They then need to identify a spokesperson, around whom a campaign can be built, then various subcommittees and working groups can be formed. This committee will be a de facto C.I.T. and operate as such until the front end intervention strategies have been implemented and take effect.

At the beginning, members of the ad hoc committee will have only the resources their employing organizations provide them for their normal assignment. One of the very first tasks after selecting the spokesperson will be to establish a subcommittee to seek funding. Due to the broad spectrum of organizations represented on this ad hoc committee, many different sources of funds should be available. Grants for education, law enforcement and small business should be explored.

Three other subcommittees will be: Program Development, Marketing and Administration. Program Development will be engaged in designing the activities that the organization will carry out. It is currently envisioned that much of this work will take place in the educational and criminal justice arenas. This subcommittee especially, as well as the group as a whole, will have to pay particular attention to keeping the scope of

efforts as narrow as possible. The remaking of the entire educational and criminal justice systems is not within their purview.

The marketing subcommittee will work very closely with the spokesperson to develop and communicate the message of the organization. This spokesperson should be a celebrity to increase visibility. The subcommittee will also work in conjunction with two key stakeholder groups; local politicians and the media. The marketing group will also be responsible for internal as well as external communications.

Housekeeping functions for the entire organization will be handled by the Administrative Subcommittee. Functions within their realm will be accounting, personnel and logistics.

All of the subcommittee work will be performed gratis by the supporting stakeholder organizations until such time as a sufficient amount of revenue has been generated to pay for any necessary personnel and supplies. If the financial health of the ad hoc committee is adequate, they may wish to consider hiring a full-time professional Project Manager.

#### **Techniques to Support Implementation**

The six critical mass individuals who represent the stakeholder groups of law enforcement, schools, business, churches, the

criminal justice system and the media, may know each other, but have probably only had brief professional encounters. Their commitments to the TMP are solid, however, their lack of personal working relationships could hinder the implementation process. A team building exercise with a trained facilitator would be highly desirable at the earliest possible stage.

Due to the diverse nature of the individuals and the groups they represent, coordinating work flow will be difficult for the Project Manager and the subcommittee chairpersons. The use of "Responsibility Charting" will make the task much easier. By achieving agreement on who has primary responsibility to see that certain tasks are completed and who is in the best position to assist, less time and energy will be wasted.

The rank and file members of the key stakeholder organizations will require training regarding either new material or different methods of performing traditional tasks. This training will be created by the Program Development Subcommittee and provided on an as needed basis.

## Transition Management Plan Outline/Timetable

	<u>Month</u>	<u>Year</u>
1. Ad Hoc Committee established within two months of agency buy-in. Committee will function during initial phases as Community Impact Team (C.I.T.).	1	1
2. Internal announcement of participating agencies.	2	1
3. Team Building Workshop for agencies represented on Ad Hoc Committee.	3	1
4. Ad Hoc Committee elects spokesperson.	4	1
5. Subcommittees appointed and duties defined.	5	1
6. Simultaneous subcommittee efforts:		
a. Funding Subcommittee seeks grants and donations;	6	1
b. Program/Development subcommittee creates and modifies front-end intervention methods; and	6	1
c. Marketing Subcommittee works with Spokesperson and develops communications plan.	6	1

		<u>Month</u>	<u>Year</u>
7.	Administrative Subcommittee hires personnel as become available.	7	1
8.	Program/Development Subcommittee commences training.	9	1
9.	External marketing kickoff and multi-agency implementation of front end intervention strategy.	1	2
10.	Program/Development Subcommittee to evaluate first six months of front-end intervention efforts and design modifications.	7	2



## CONCLUSION

This was a futures study designed to outline and implement tools and methods with which to address the issue of tagging. The tools and methods relative to law enforcement can be easily implemented. However, the involvement of the surrounding community is the limiting factor when dealing with a socially related issue such as tagging.

The issue question developed for this study was, "What Will Law Enforcement's Response to Juvenile Graffiti Vandalism Be By The Year 2004?" Using the Nominal Group Technique and subsequently acting as a Modified Delphi Policy Panel, an experienced group of law enforcement officers, members of the school district and the business community met; developed and forecast a series of trends and events related to juvenile graffiti vandalism.

A cross-impact analysis of the trends and events was completed as well as a stakeholders analysis, and a set of strategies to combat this problem into a future window of ten years was developed. The strategies developed included: developing community impact teams, made up of law enforcement, other public agencies, property owners and the community itself with a defined area to reduce graffiti; developing a front end intervention strategy through the schools to ensure a systematic education of school children in staying away from tagging; changing laws relating to possessing the implements of graffiti and the

punishment of graffiti offenses; requiring graffiti removal within 24 hours; and creating a "Fast Track" within the juvenile justice system for graffiti vandalism offenders.

These strategies address the sub-issues raised earlier. The two pronged strategy provides front end intervention which impacts self-esteem and provides education to adolescents as well as their parents. The other prong, with its community interaction, will keep the Department abreast of changing trends and enable law enforcement to address the sub-issue of evolving vandalism.

The C.I.T. combined with front end intervention holds the most promise in achieving the goal of eradicating graffiti tagging. This solution requires many individuals committed to making the program work both within law enforcement and the surrounding community. The challenge lies in building a long term coalition that can keep continuity within the program. In order to build this coalition it must include individuals that are stakeholders and will have continual vested interest in seeing the program through.

By outlining the trends and events that can effect the instances involving graffiti tagging the program can be modified to best serve the community. Because some of the trends (T-1, T-2, T-3) are based on statistical data, and some of the events have already been implemented (E-1, E-2, E-5), there is some idea as

already been implemented (E-1, E-2, E-5), there is some idea as to the validity of this study and how it will effect the incidence of tagging in the future.

Because the magnitude 6.8 earthquake occurred in the San Fernando Valley on January 17, 1994, there was an opportunity to observe the effects that a large scale natural disaster would have on tagging. The state of emergency combined with an increased police presence caused a significant drop in the incidents of tagging for approximately one month.

Due to the fact that graffiti tagging is such a visible issue and is basically omnipresent, emotions run high within the community when trying to reach a reasonable solution. Many citizens are frustrated with the seeming ambivalence with which law enforcement and the criminal justice system deal with this problem.

By implementing the tools and methods outlined in this study the community can be given a cost effective, long range solution with which they can combat tagging. Once a program such as this has a strong base within the community, law enforcement ideally will be able to predict how vandalism will evolve based on the long term results of a modified C.I.T. program combined with front end intervention and respond accordingly.

## APPENDIXES

1. Biographic Data of NGT Panel
2. Invitation Letter and Tagger Article
3. Trends
4. Events
5. Event-Delphi Data

APPENDIX NO. 1

Biographic Data of NGT Panel

MR. ALAN BEDIAMOL is employed by the City of Chino, California, as an administrator for the Public Works Department. He also worked as the Manager of the Crime Analysis Unit for the Chino. Previously he worked for both the Ontario and Hawthorne Police Departments in their Crime Analysis Units. He earned his BA Degree in Criminal Justice from California State University at Long Beach. He is enrolled in the Master's Degree Program in Public Administration at the California State University, Fullerton.

MS. PAULA CAMPBELL has been employed by the Southland Corporation as a business consultant for five years. In this capacity she supervises eight "7-Eleven" Stores in the communities of Van Nuys, Granada Hills and North Hollywood. She works with the community to ensure that the "7-Eleven" Stores blend with the community's environment. Graffiti is one of the major problems for the stores and because of this, she works with the managers to ensure its removal as quickly as possible. Ms. Campbell is Chairperson of the Local Regional Governmental Affairs Committee for the Mid-San Fernando Valley Chamber of Commerce. She is also Co-Chairperson of the Sepulveda Boulevard Businesswatch and is a Block Captain for the Los Angeles Police Department.

DOCTOR DEENA CASE-PALL is a licensed psychologist by the State of California. She has been employed by the Los Angeles Police Department's Behavioral Science Services Division as an Assistance and Resources for Managers and Supervisors Consultant for three years. Some of her other activities and accomplishments include being an instructor at Moorpark Community College, providing expert witness testimony for court in animal temper and problems, published author, and has a weekly radio show on KVEN, 1450 AM, call-in talk show. Doctor Case-Pall was awarded her BS Degree in Psychology in 1968 and her MS Degree in Psychology in 1972 from the California State University, Los Angeles Campus. She was awarded her PhD in Psychology from Claremont Graduate School in 1987.

OFFICER TOM CODY has been employed by the Southern California Rapid Transit Police Department for approximately three years. He has been a member of the Graffiti Habitual Offender Suppression Team (GHOST) Task Force for two years. Previously he served in the United States Air Force.

MR. DONALD GIDDINGS has been employed by the Los Angeles City Department of Water and Power for 25 years. He is a staff engineer in the Construction and Maintenance Section of the Power Distribution Division. He was awarded his BSEE Degree from the University of Wisconsin at Madison in 1969 and his MSEE Degree

from the University of Southern California in 1973. He is a registered professional engineer with the State of California.

COMMISSIONER JACK GOLD has a Judge in the Los Angeles Superior Court, Juvenile Division, for twelve years. One of his many accomplishments include the creation of "Project Heavy" which is now "New Directors For Youth. This program works with juvenile gang members and "wanna be" gang members to change their lifestyle and become productive members of the community. He obtained his law degree from the Whittier College of Law in 1970.

POLICE OFFICER TERESA KAHL has been an officer with the Los Angeles Police Department for nine years. She is a Police Officer III Training Officer for uniform patrol and is assigned to Van Nuys Patrol Division. During her career she has worked the gang suppression detail, CRASH, and in staff positions in the Office of the Chief of Police and Internal Affairs Division. She earned her BA Degree in Political Science in 1982 from the University of California, Los Angeles and completed the Paralegal Program in 1993 at the University of West Los Angeles Law School. She is a member of the Los Angeles Police Department's "Code One Toastmasters" and works in the community outreach program, "Doing Something."

MR. JOHN KORDOSH has been employed by the "Major Paint Company" for 21 years. He is coatings chemist and is presently the

Technical Director. During 1992 his company manufactured 20 million cans of aerosol paint. During his tenure the Major Paint Company introduced one of the Nation's leading lines of water-based aerosol paints. He has a BS Degree in Chemistry from Eastern Michigan University.

MR. THOMAS MLINEK is 18 years of age and dropped out of high school in the 11th grade. He is presently enrolled in the Allan Daily Continuation School in Glendale, California. He is studying art, drawing and sculpture. His goal is to obtain his high school diploma and attend college.

MS. MERNA OAKLEY has been employed by the Los Angeles Police Department for 19 years. She is currently the Adjutant for the Commanding Officer of Van Nuys Area. She started her career as a clerk-typist and has promoted to her present positions. For seven years she was a Police Service Representative in Communications Division handling "9-1-1" calls for service. She was an instructor for four years. She has attended Los Angeles Valley College and earned supervisory and management certificates and taken many psychology classes. She also attended the University of California, Los Angeles, to obtain a Limited Service Teaching Credential in Police Service as a dispatcher. She is a community volunteer and works many community clean-up projects, fairs and youth programs.



MR. KENNETH PAINE is in 11th grade at Grant High School in Sherman Oaks, California, and also attends Valley Community College part time. He is a Law Enforcement Explorer Scout, with the rank of Corporal, with the Los Angeles Police Department. His goal is to be a police officer. Mr. Paine was a "tagger" until approximately two years ago when he learned about the Law Enforcement Explorer Scout Program through friends and a detective assigned to Van Nuys Detective Division of the Los Angeles Police Department.

DETECTIVE CRAIG RHUDY has been with the Los Angeles Police Department for 22 years. He has attained the rank of supervising Detective III and is the Officer-in-Charge of Juvenile Investigations at Van Nuys Detective Division. He also developed and is the coordinator for the Community Tagger Task Force and the Van Nuys Jeopardy Program. He earned his AA Degree in Police Science in 1979 from the College of the Canyons, Valencia, California; his BS Degree in Criminal Justice in 1983 from California State University at Los Angeles, California; he has completed graduate work in Public Administration at California State Polytechnic University, Pomona, and the University of Southern California. In 1993, he completed training in the Supervisory Leadership Institute for California Peace Officers Standards and Training. He is on the Advisory Board of Directors for Pride House.

MR. EDWARD VIRAMONTES for the past five years has been the Executive Director for the Mid-Valley Family YMCA. He is responsible for administering and managing policies, standards and procedures as established by the Board of Directors. Previously, he was the Associate Director at the Westside Family YMCA and for three years was the Director of Health and Physical Education at the Hollywood YMCA. He is a member of the Mid-Valley Chamber of Commerce, Mid-Valley Community Police Council and developed the COPE (Community Outreach by Positive Efforts) Program through the YMCA. He was awarded his BA Degree in Education in 1974 from the University of Puget Sound, Tacoma, Washington. He obtained his Secondary Provisional Teaching Credential in 1974.

LOS ANGELES POLICE DEPARTMENT



WILLIE L. WILLIAMS  
Chief of Police

PO Box 30158  
Los Angeles, Calif. 90030  
Telephone  
(818) 989-8332  
Ref # 7.1

TOM BRADLEY  
Mayor

May 24, 1993

Mr. Robert Collins  
Principal  
Grant High School  
13000 Oxnard Street  
Van Nuys, CA 91401

Dear Mr. Collins:

I am presently attending the Police Officers Standards and Training (P.O.S.T.) Command College. The Command College is a State of California postgraduate program for law enforcement executives. As part of the program, I will be attempting to forecast what the "tagging" activities of adolescents will likely mutate into by the year 2003. My ultimate goal will be to better prepare governmental and societal resources to deal with an emerging problem.

I would be honored if you would assist by allowing Kenneth Paine, a student at your school, to participate and assist me in the forecasting session on June 1, between 9:30 a.m. and 4:00 p.m. at the Radisson Hotel at 15433 Ventura Boulevard, Sherman Oaks. The task is to develop, through group consensus, three different scenarios for the future:

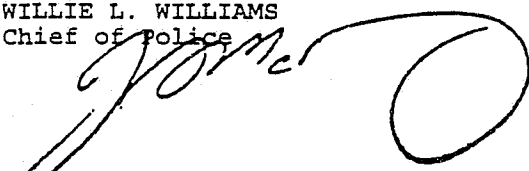
1. The most likely to occur;
2. The worse case; and,
3. The desired future.

I believe that Mr. Paine will be able to contribute vital information and assist me in developing recommendations to address this problem. I have included information on the problem which I believe will provide insight as to the direction I am headed.

Please advise me as soon as possible if Mr. Paine will be able to join me and the other members of the group on June 1. I will be providing lunch. If you have any questions, please contact me or my Adjutant, Ms. Merna Oakley, at (818) 989-8332.

Very truly yours,

WILLIE L. WILLIAMS  
Chief of Police

  
J. S. McMURRAY, Captain  
Commanding Officer  
Van Nuys Area

Enclosure

## TAGGER GRAFFITI VANDALISM ON THE INCREASE

To most of the community, graffiti vandalism is a persistent problem, an eyesore, an aggravating expense, or just simply a disturbing fact of urban life. Actually, there are several types of graffiti vandalism and one of them has been increasing at alarming rates.

The rarest type of graffiti is the type which is targeted at specific individuals or business and is motivated by hate, prejudice or dispute. This type of graffiti crime is difficult to prevent, but is usually easy for the police to solve because the underlying dispute or prejudice points to an individual or group with some visibility.

The second, more common type of graffiti is gang graffiti. Vandalism of this type is usually territorial, or confined to a specific neighborhood or "gang turf". Its primary purpose is to identify the boundaries of the specific gang's territory and warn other gangs to stay out. This graffiti is easy to attribute to a particular group, most often a violent street gang, but it is difficult to prosecute an individual vandal, unless the suspect is observed in the act of committing the crime.

The third, and most common type of graffiti vandalism is "tagger graffiti", or "tagger art" as its perpetrators call it. Taggers are generally members of small, loosely knit groups of adolescents from middle and upper income families, whose primary source of entertainment and excitement is the vandalism of private and public property with "tagger art".

Tagger groups are called "crews" and can number from two to fifty members, but usually range from five to ten. The crews generally adopt three or four word crew names, such as "Kids Rule Society", "Mexicans Causing Panic", or "Unstoppable Criminal Kings". When tagging, the vandals will reduce the crew names to initials, like "K.R.S.", "M.C.P.", or "U.S.C.K."

The individual taggers adopt pseudonyms or nicknames, usually of four to six letters, like "Spear", "Emir", "Timer", "Native", or "Real". When tagging, the suspects will generally write their own tag name and crew initials, but may also write the names of other crew members. The prestige of the individual tagger or crew is measured by the number of displays or the size of the area in which the graffiti appears.

Tagger crews are usually not territorial, and individual taggers will display their "art" wherever they find a clean wall or window. They are especially fond of a newly painted wall where previous graffiti has been freshly removed. "Graffiti wars" or battles between tagger crews are common. In this circumstance, two or more crews will agree to conduct a battle and elect

another crew to act as judges. The battle is staged to occur at a specific location and over a specific period of time, usually about thirty minutes. The crews will gather at the planned location and begin tagging at a prearranged time. At the end of the time period, the crew which has caused the most damage, or created the most impressive display, is determined to be the victor.

Due to the danger of being observed or arrested, most individual taggers will ply their trade in the hours between midnight and dawn. Graffiti wars also are scheduled to occur during these hours. Obviously this creates a problem for law enforcement personnel who are most thinly deployed at this time. Business owners are generally not present and homeowners are asleep. The chances of detection are slim. Traditionally, the chances of arrest and prosecution have been minimal.

Tagger graffiti is increasing at an alarming rate. It is appearing in even the most affluent neighborhoods and business districts. Only those areas where repressive police patrol or private security patrol is constantly vigilant are free of this blight. Millions of dollars in property damage caused by graffiti represent a tremendous burden on property owners and business owners. The sad fact is that most of these crimes are not reported to the police. Property owners grimly bite the bullet, arrange for the removal or covering of the graffiti, and wait angrily for the next occurrence, assuming that the police can do nothing.

The good news is that local law enforcement agencies are currently trying new methods to deal with this growing problem. Police departments and juvenile courts are cooperating to give stiffer penalties to juveniles caught tagging. Intelligence information regarding the tag names and crew names is being shared between agencies. Police departments and transit police agencies are taking new, innovative measures aimed at identifying taggers from the graffiti they leave behind.

This entire effort is dependent on the consistent reporting of graffiti vandalism and the gathering of photographic evidence of the content of the graffiti. Business owners and property owners are encouraged to make police reports regarding any vandalism experienced. Prior to removal, take high quality photographs of the graffiti and give these photographs to the police. This effort will provide the police with the valuable link between the intelligence gathering and the actual criminal activity. This link will eventually lead to the successful prosecution of the most active taggers and the reduction of graffiti vandalism.

In the San Fernando Valley, specifically regarding the Van Nuys, Panorama City, Encino, Sherman Oaks, North Hollywood, and Studio City areas, information regarding taggers and graffiti is being compiled by the Van Nuys Detective Division, Juvenile Unit. For additional information, contact your local police division, City Council, or Chamber office.

### APPENDIX NO. 3

#### TRENDS

The Group was asked to identify trends which they felt would impact the primary issues of what will law enforcement's response be to juvenile anti-social behavior by the 2004. The Group found a total of 43 trends, listed as follows:

1. Single parent family
2. Values
3. Large population in city and schools, hard to survive
4. Earlier awareness education
5. Employment/unemployment rate
6. Foster parents
7. Profitability of criminal ventures
8. Business/neighborhood interaction relationship
9. Community faith in the criminal justice system's (CJS) ability to deal with problem
10. Apprenticeship programs
11. Graffiti/tagger move toward more violent crimes/gangs
12. Trouble at home -- lack of parental attention - family dysfunction
13. School involvement/channeling energy
14. Stability of community population

15. Getting back at parent(s)
16. Community involvement with police
17. Social acceptance of behavior
18. Future community service agencies/funding
19. Legal immigration
20. Networking with government/business/community
21. Tensions between races and age groups
22. Cultural diversity
23. Organized activities
24. School drop out rate
25. Move toward organized crime by taggers
26. Younger peer pressure/awareness programs
27. Survival of religion
28. Roles of community based organizations
29. Property values of community
30. Parental responsibilities/liabilities
31. Size of Los Angeles Unified School District
32. Population profile (income/education)
33. Presence of police officers in streets at night
34. Responsibility of paint companies to manufacture washable spray paint
35. Cost of removal
36. Electronic monitoring/special clothing for juvenile offenders

37. "Scared Straight" type programs
38. Local/state/federal computer network intelligence of juvenile offenders
39. Government funding for graffiti removal programs
40. Technological breakthroughs
41. Ability of government to respond
42. Child labor laws
43. Illegal immigrants



## APPENDIX NO. 4

### EVENTS

The Group was asked to come up with events which would affect the trends they had previously identified. The Group found 25 events, listed as follows:

1. Increase penalties
2. State mandates parents are liable for graffiti
3. Law requires 24 hour clean up
4. Overhaul Juvenile Justice System (create a "fast track system"
5. Illegal to possess graffiti implements
6. D.A.R.E. type program in schools (K-8)
7. Graffiti summit
8. State bans aerosol paints
9. Technology reduces need for police
10. State enactment of community service as requirement for graduation and drivers license
11. Earthquake
12. State enacts universal community service for all students to obtain high school diploma/driver's license
13. Return to family-oriented values mandated by state
14. State levies large taxes on marking objects which goes toward graffiti removal

15. State makes additional products illegal for teams (i.e., scribes, solid print markers)
16. Last known violent tagger disappears
17. Private graffiti galleries open -- sales profits go to clean up efforts/youth activities/state sponsored
18. State passes legislation making parents criminally liable for criminal acts of kids
19. Schools fire janitors so students assume responsibility for cleaning schools
20. Economic out migration passes in migration (not per capita)
21. Technological breakthrough for detection of taggers
22. Budget shortfalls cause law enforcement cuts
23. Last tagger retires--clean up effort ceases
24. City ordinances require businesses to fund youth programs
25. Job Day--each business hires two kids for off-track students

State increases penalties or lower threshold amount for felony vandalism (prison)

APPENDIX NO. 5

1) Increased Penalties

Panel Member	Years Untill Probability First > 0	Probability		Impact on Issue Area if Event Occurred	
		5 Years From Now	10 Years From Now	Positive (1-10)	Negative (1-10)
1	7	30	70	9	3
2	5	50	75	9	3
3	2	100	100	5	2
4	3	35	55	9	2
5	1.5	75	99	8	2
6	1	60	80	10	3
7	2	75	100	10	1
8	2	75	100	10	1
9	3	10	50	5	5
10	2	80	100	10	0
High:	7	100	100	10	5
Med:	2	67.5	89.5	9	2
Low:	1	10	50	5	0

2) Parents Liable

Panel Member	Years Untill Probability First > 0	Probability		Impact on Issue Area if Event Occurred	
		5 Years From Now	10 Years From Now	Positive (1-10)	Negative (1-10)
1	10	20	50	9	7
2	7	0	50	8	3
3	4	25	40	7	2
4	7	0	45	8	1
5	7	0	5	7	2
6	1	50	80	10	2
7	5	50	75	6	4
8	5	50	75	10	1
9	5	5	30	10	2
10	4	80	92	10	1
High:	10	80	92	10	7
Med:	5	22.5	50	8.5	2
Low:	1	0	5	6	1

3) Require 24 Hour Clean Up

Panel Member	Years Until Probability First > 0	Probability		Impact on Issue Area if Event Occurred	
		5 Years From Now	10 Years From Now	Positive (1-10)	Negative (1-10)
1	5	35	60	6	5
2	7	0	50	9	1
3	1	100	100	10	4
4	5	20	35	6	2
5	5	5	10	6	6
6	4	5	10	10	4
7	5	25	50	6	4
8	3	75	100	8	1
9	3	20	50	8	2
10	1	100	100	10	1
High:	7	100	100	10	6
Med:	4.5	22.5	50	8	3
Low:	1	0	10	6	1

4) Create Fast Track Juvenile System

Panel Member	Years Until Probability First > 0	Probability		Impact on Issue Area if Event Occurred	
		5 Years From Now	10 Years From Now	Positive (1-10)	Negative (1-10)
1	15	50	80	7	4
2	3	80	95	10	3
3	3	30	50	4	1
4	4	25	60	6	2
5	4	10	30	5	2
6	3	10	20	8	4
7	3	75	100	10	1
8	90	0	50	9	6
9	2	15	30	5	5
10	2	100	100	10	1
High:	90	100	100	10	6
Med:	3	27.5	55	7.5	2.5
Low:	2	0	20	4	1

5) Illegal To Possess

Panel Member	Years Untill Probability First > 0	Probability		Impact on Issue Area if Event Occurred	
		5 Years From Now	10 Years From Now	Positive (1-10)	Negative (1-10)
1	5	15	90	7	1
2	10	0	0	5	5
3	2	100	100	6	3
4	3	40	65	10	1
5	2	50	90	8	3
6	2	50	60	8	4
7	5	50	75	6	4
8	1	90	100	7	1
9	1	30	50	5	2
10	2	100	100	10	3
High:	10	100	100	10	5
Med:	2	50	62.5	7	3
Low:	1	0	0	5	1

6) Dare Program K through 8th

Panel Member	Years Untill Probability First > 0	Probability		Impact on Issue Area if Event Occurred	
		5 Years From Now	10 Years From Now	Positive (1-10)	Negative (1-10)
1	5	30	100	5	5
2	5	50	85	10	2
3	3	50	75	7	1
4	4	30	50	6	2
5	2.5	15	30	10	1
6	4	5	30	6	3
7	3	75	100	10	1
8	5	10	50	6	2
9	3	15	40	6	1
10	0.5	100	100	8	1
High:	5	100	100	10	5
Med:	3.5	30	62.5	6.5	1.5
Low:	0.5	5	30	5	1

7) Graffiti Summit

Panel Member	Years Untill Probability First > 0	Probability		Impact on Issue Area if Event Occurred	
		5 Years From Now	10 Years From Now	Positive (1-10)	Negative (1-10)
1	3	50	100	10	1
2	5	50	95	10	1
3	2	30	50	1	5
4	9	0	20	2	2
5	1	40	75	3	1
6	4	5	5	2	2
7	5	25	50	10	1
8	1	90	100	5	3
9	5	5	20	2	1
10	10	5	5	5	5
High:	10	90	100	10	5
Med:	4.5	27.8	50	4	3
Low:	1	0	5	1	1

8) State Bans Aerosol

Panel Member	Years Untill Probability First > 0	Probability		Impact on Issue Area if Event Occurred	
		5 Years From Now	10 Years From Now	Positive (1-10)	Negative (1-10)
1	5	40	60	9	2
2	10	0	0	8	3
3	5	20	50	5	5
4	10	0	10	5	3
5	5	1	10	9	5
6	3	20	25	4	4
7	5	50	75	7	3
8	4	80	100	6	2
9	3	10	30	6	3
10	4	89	93	5	5
High:	10	89	100	9	5
Med:	5	20	40	6	3
Low:	3	0	0	4	2

9) Technology Reduces Need For Police

Panel Member	Years Untill Probability First > 0	Probability		Impact on Issue Area if Event Occurred	
		5-Years From Now	10 Years From Now	Positive (1-10)	Negative (1-10)
1	1	20	25	10	1
2	2	7	9	10	1
3	5	11	23	1	5
4	4	9	19	2	2
5	0	11	21	3	1
6	1	6	9	2	2
7	3	13	27	10	1
8	1	9	18	5	3
9	3	8	10	2	1
10	3	18	35	5	5
High:	5	20	35	10	5
Med:	2	10	20	4	1.5
Low:	1	5	10	1	1

10) Enactment of Community Service Requirement

Panel Member	Years Untill Probability First > 0	Probability		Impact on Issue Area if Event Occurred	
		5-Years From Now	10 Years From Now	Positive (1-10)	Negative (1-10)
1	0	12	22	9	3
2	0	6	15	9	3
3	0	20	319	5	2
4	0	10	9	9	2
5	0	25	5	8	2
6	0	19	9	10	3
7	0	17	11	10	1
8	0	5	29	10	1
9	0	33	60	5	5
10	0	37.5	75	10	0
High:	0	37.5	75	10	5
Med:	0	18	30	9	2
Low:	0	10	15	5	0

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