



# City of Santa Fe, New Mexico

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September 2, 2014

To: Finance Committee

Via: Brian K Snyder, City Manager

From: Nick Schiavo, Public Utilities Department and Water Division Director <sup>NSA</sup>

RE: Request permission to create, post, and fill an Anti-Graffiti Program Manager position

## Background & Summary:

On December 11, 2013 the Governing Body approved Resolution 2013-106 transferring the City's Anti-Graffiti program to Keep Santa Fe Beautiful (KSFB). The Resolution required the transfer of a Parks Supervisor, a Parks Lead Worker, a Parks Maintenance Worker and a Program Coordinator from the Police Department under KSFB Coordinator within the Environmental Services Division (ESD).

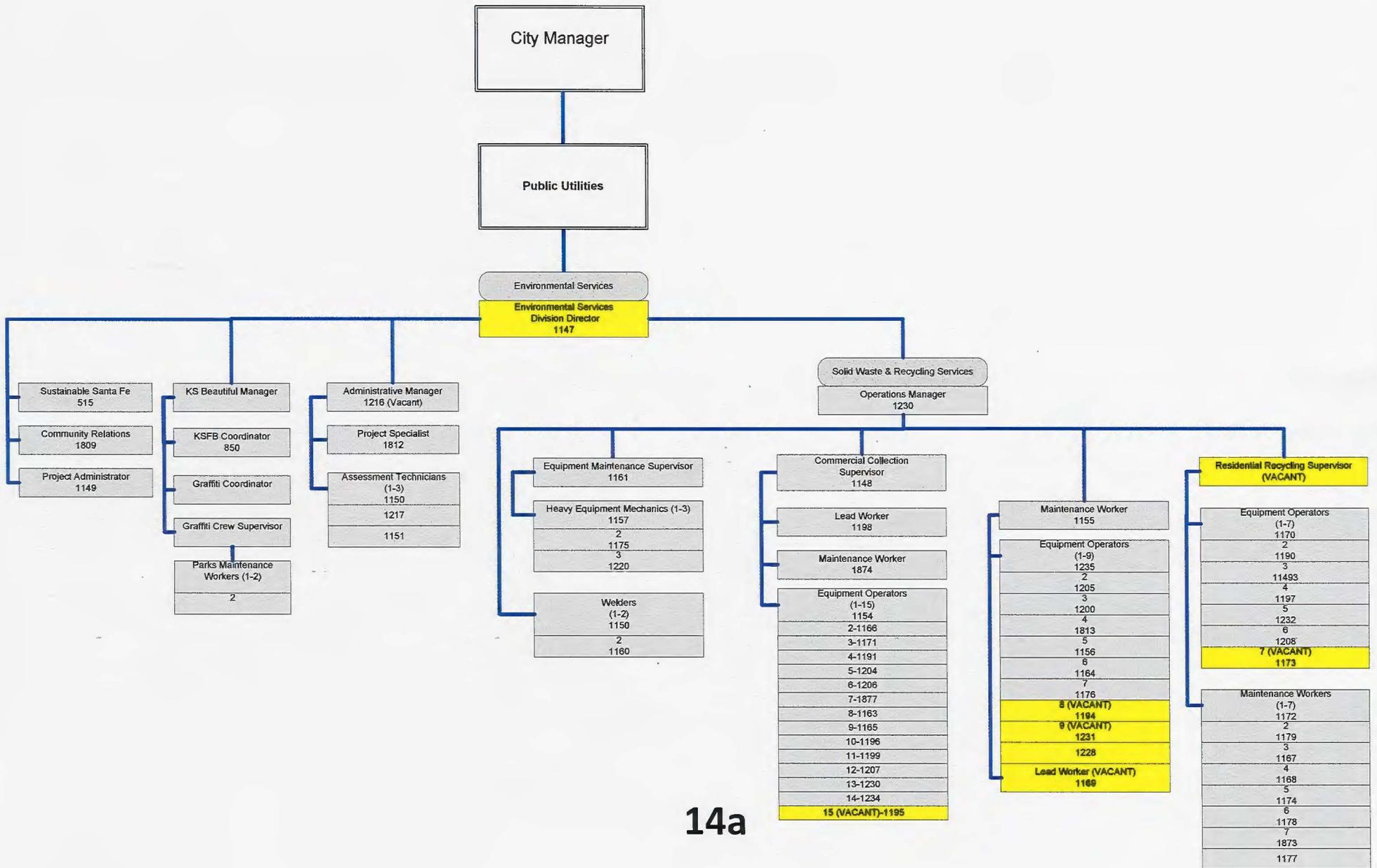
On January 6, 2014 the Anti-Graffiti program was officially moved under the supervision of the KSFB Coordinator. The transfer of this program expanded the supervisory responsibilities of the KSFB Coordinator.

On January 29, 2014 Cindy Padilla, Environmental Services Director requested that the KSFB Coordinator position be reclassified to a range L, the equivalent range of a Parks Superintendent. In April 2014 the Human Resources Department informed ESD that the reclassification was not possible and that given the supervisory components, the creation of a new management position should be created.

Because the KSFB Coordinator is in a union position, it is not able to manage the non-union Parks Supervisor position. In June 2014 when it became clear that the KSFB Coordinator position could not be reclassified, the person filling the position was relieved of her supervisory responsibility for the Anti-Graffiti program. The Anti-Graffiti program is being temporarily supervised by the ESD's Operations Manager.

## Action Requested:

The Division is respectfully requesting permission to create, post, and fill an Anti-Graffiti Program Manager position. This position will be funded through the salary savings of Environmental Services Division.



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**CITY OF SANTA FE, NEW MEXICO**

**RESOLUTION NO. 2013-106**

**INTRODUCED BY:**

- Councilor Dominguez
- Councilor Calvert
- Councilor Trujillo
- Councilor Rivera
- Councilor Dimas

**A RESOLUTION**

**AUTHORIZING THE ORGANIZATIONAL TRANSFER OF THE OFFICE OF ANTI-GRAFFITI COORDINATION AND ABATEMENT PROGRAM FROM THE POLICE DEPARTMENT AND PARKS DIVISION TO KEEP SANTA FE BEAUTIFUL, ENVIRONMENTAL SERVICES DIVISION.**

**WHEREAS,** pursuant to the Graffiti Vandalism Ordinance, §20-4.2 SFCC 1987, “Graffiti is a form of vandalism which injures and stains Santa Fe;” and

**WHEREAS,** the purpose and intent of the Graffiti Vandalism Ordinance is to eradicate or minimize the visual blight caused by graffiti; and

**WHEREAS,** the Graffiti Vandalism Ordinance established the Office of Anti-Graffiti Coordination and a process for the City to use to eliminate graffiti; and

**WHEREAS,** Graffiti continues to be problematic for the City of Santa Fe and as a result the City contracted with a consultant to prepare a Graffiti Abatement Strategic Plan (“Strategic Plan”); and

**WHEREAS,** this Strategic Plan provided background information, relevant statutes, a review

1 of the current program operating within the City, identification of several weaknesses and  
2 recommendations for improvement; and

3       **WHEREAS**, according to the Strategic Plan, the major weaknesses of the current program  
4 include organizational fragmentation between the Graffiti Abatement crew and the Anti-Graffiti  
5 Coordinator; and

6       **WHEREAS**, emphasis is on enforcement rather than removal and limited resources; and

7       **WHEREAS**, the Strategic Plan states that law enforcement responses alone are seldom  
8 effective in reducing or solving the graffiti problem; and

9       **WHEREAS**, the Strategic Plan emphasizes strengths stemming from City Council and  
10 Mayor support, through the adoption of the Graffiti Vandalism Ordinance, establishment of the  
11 hotline and website, free removal services, abatement success in 2012 and the existing public/private  
12 sector partnership between the City and Keep Santa Fe Beautiful; and

13       **WHEREAS**, it is apparent that a new direction should be taken in order to continue to  
14 strengthen the program and focus the needed attention on the problem; and

15       **WHEREAS**, the critical issues outlined in the Strategic Plan include law enforcement,  
16 centralizing the program, implementing a marketing and awareness campaign, focusing on  
17 community engagement and providing for outcome-based evaluation methodology; and

18       **WHEREAS**, the major recommendations highlighted key principles underpinning the  
19 strategies for an effective graffiti abatement program to include organization, rapid removal,  
20 community partnerships prevention – community education and awareness and law enforcement; and

21       **WHEREAS**, under the key principle of community partnerships, it is recommended the City  
22 of Santa Fe utilize a nonprofit organization to manage the anti-graffiti removal program and  
23 centralize the program; and

24       **WHEREAS**, Keep Santa Fe Beautiful has shared a public/private partnership with the City  
25 of Santa Fe since its incorporation in 1984; and

1           **WHEREAS**, as a nonprofit 501 (c) (3) organization is well equipped to increase and leverage  
2 resources such as funding grants and in-kind donations under the organization's tax exempt status;  
3 and

4           **WHEREAS**, Keep Santa Fe Beautiful has historically supervised the Anti-Graffiti program;  
5 and

6           **WHEREAS**, the City has made efforts to reorganize the program by housing the Office of  
7 Anti-Graffiti Coordination in the Police Department and the abatement in the Parks Division, which  
8 has led to fragmentation and limited success of the program; and

9           **WHEREAS**, it is the desire of the City of Santa Fe to incorporate recommendations made  
10 through the Graffiti Abatement Strategic Plan 2013 and build on previous successes experienced  
11 under the supervision of Keep Santa Fe Beautiful; and

12           **WHEREAS**, the transfer from the Police Department and Parks Division will have no  
13 additional fiscal impact to the City or the solid waste enterprise fund; and

14           **WHEREAS**, funds presently budgeted for the Parks Division and Police Department will be  
15 transferred to the Environmental Services Division and will continue to be budgeted from the general  
16 fund and will not have an impact on solid waste rates.

17           **NOW THEREFORE BE IT RESOLVED BY THE GOVERNING BODY OF THE**  
18 **CITY OF SANTA FE** that the Governing Body hereby authorizes the organizational transfer of the  
19 Office of Anti-Graffiti Coordination and Abatement Program from the Police Department and Parks  
20 Division to Keep Santa Fe Beautiful, Environmental Services Division; and the re-organization  
21 hereby includes the transfer and placement of the following to Keep Santa Fe Beautiful:

- 22           1. The Anti-Graffiti Coordinator;
- 23           2. Parks Anti-graffiti staff (supervisor and 2 laborers);
- 24           3. Equipment associated with graffiti abatement and removal; and
- 25           4. General fund budget to support the operations of the program (with the exception of the

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Keep Santa Fe Beautiful Coordinator).

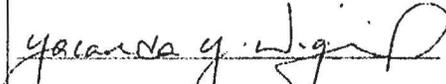
**BE IT FURTHER RESOLVED** that the Governing Body hereby re-establishes, in accordance with Resolution 2009-96 the following duties for the Anti-Graffiti Coordinator which shall include, but not be limited to:

- 1. Operating the graffiti hotline and serving as the City's primary anti-graffiti contact;
- 2. Performing the duties described in Section 20-4.2(D) SFCC 1987 for the Office of Anti-Graffiti Coordination;
- 3. Implementing the recommendations of the Anti-Graffiti Task Force that have no or minimal fiscal impact;
- 4. Coordinating the efforts of the Keep Santa Fe Beautiful and the City Attorney's Office to ensure enforcement of the City's Code regarding the eradication of graffiti on public and private property and penalties for violations of the code;
- 5. Working with law enforcement agencies, non-profit organizations and the public to combat graffiti;
- 6. Applying for grants to supplement the City's revenues to combat graffiti;
- 7. Implementing Resolution No. 2006-147, the "Graffiti Busters" program; and
- 8. Collecting statistics and evaluating trends regarding graffiti complaints, graffiti eradication and investigations, civil fines assessed, and violators cited and making quarterly reports to the Governing Body.



DAVID COSS, MAYOR

ATTEST:

  
YOLANDA Y. VIGIL, CITY CLERK



# **GRAFFITI ABATEMENT STRATEGIC PLAN 2013**



# Graffiti Abatement Strategic Plan

## Table of Contents

Executive Summary .....	3
Introduction .....	5
Purpose .....	5
Background .....	6
Statutes .....	7
Existing Organizational Structure .....	8
Anti-Graffiti 3 Year Budget Trend .....	10
SWOT Analysis Results .....	11
Critical Issues .....	17
Key Recommendations .....	18
Priority Areas .....	20
.....	20
.....	22
.....	31

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## **Executive Summary**

The City of Santa Fe is experienced in graffiti abatement. There is wide public understanding of the problem. There is wide agreement and willingness to device an effective program to deal with graffiti. Although specific documentation of the scope of the problem is required, previous efforts, while not completely successful in eliminating graffiti, have yielded experience, knowledge and information that can be used in a renewed effort. The institutional will and infrastructure exist to proceed with a new program.

On October 2009, the City Council adopted Resolution 2009-96 which sets out a program to address the graffiti problem. Some progress was made under that program. Learning from that program, it is now time to move to the next level. While specific strengths of the current program have been enumerated in the detailed analysis in this report, the most important strength lies in the community culture which arises from the City's widely recognized status as a historic city, art community, recreation community, and visitor destination. This view of the City is at great variance with graffiti vandalism. There is general recognition among officials, employees, and many citizens of Santa Fe of the need to protect and enhance the City's esthetic quality. This could lead to community-wide participation in graffiti elimination if the means for participation are provided.

The weaknesses of the current program include organizational fragmentation, emphasis on enforcement versus removal, and limited resources, including full-time staff solely devoted to graffiti abatement.

An influential idea, developed by George L. Kelling and James Q. Wilson in 1982, is known as the "broken windows" theory. It holds that small acts of deviance - for example, loitering, graffiti, and broken windows - will, if ignored, lead to more loitering, more graffiti, and more broken windows. Further, if not corrected, these acts will escalate to other crimes because criminals and residents perceive the neighborhood as uncontrolled.

Conversely, the "broken windows" theory suggests that if such acts are corrected quickly, it will help to prevent further acts of graffiti and escalation into other forms of property damage and crime. There is growing empirical evidence that substantiates this approach.



Recommendations for the next phase of graffiti abatement program development include reassigning the programmatic authority and point of contact from the Police Department to the Public Works Department/Parks Division. Also, all graffiti abatement staff should be assigned to the same unit in order to standardize their efforts, abatement targets, and abatement reporting. Finally, the single point person (Graffiti Coordinator) should be centrally located in order to coordinate all of the City's anti-graffiti efforts while supervising an Anti-graffiti Program Team that is dedicated specifically to making the City of Santa Fe graffiti-free.



## **Introduction**

Santa Fe is an internationally recognized art community and visitor destination. The implementation of this plan will enhance and protect the City's beauty and property values. Abatement eliminates, reduces and prevents ugly and harmful defacing of public and private property in the City and County. Abatement involves public information, law enforcement and, most importantly, rapid graffiti removal.

Graffiti is not an isolated problem. It is often related to other crime and disorder problems (Weisel, 2002): There is evidence that vandalism damage, such as graffiti and other property damage that is not rapidly corrected will encourage and induce more damage and may lead to serious crime:

- public disorder, such as littering, public urination and loitering;
- shoplifting of materials needed for graffiti, such as paint and markers;
- gangs and gang violence, as gang graffiti conveys threats and identifies turf boundaries; and
- property destruction, such as broken windows

### *Types of Graffiti*

There are different types of graffiti. The major types include:

- Tagger graffiti, ranging from high-volume simple hits to complex street art. According the Police Detective Martinez, he estimates approximately 80% of the graffiti is tagging;
- Gang graffiti, often used by gangs to mark turf or convey threats of violence, and sometimes copycat graffiti, which mimics gang graffiti;
- Conventional graffiti, often isolated or spontaneous acts of "youthful exuberance," but sometimes malicious or vindictive; and
- Ideological graffiti, such as political or hate graffiti, which conveys political messages or racial, religious or ethnic slurs.

## **Purpose**

The purpose of this strategic planning initiative is to develop a strategic and programmatic Graffiti Abatement Plan, based on current best practices. The Plan provides current and near term solutions to remove and prevent graffiti while also addressing long term issues of graffiti abatement. Based on evaluation of current and past efforts in Santa Fe and other municipalities, including extensive interviews with Santa Fe officials and staff, the plan emphasis rapid removal of graffiti while addressing other aspects of abatement. The plan makes recommendations regarding organization, removal, community partnerships, education and law enforcement.



## Background

On October 14, 2009, The City of Santa Fe City Council adopted *Resolution 2009-96*. The resolution implemented the recommendations of an Anti-Graffiti Task Force directing the creation of a position of Anti-Graffiti Coordinator (AGC) to direct the program from the Police Department. Based on the Resolution, some important directions evolved as a result of the Task Force:

- Operate the Graffiti Hotline serving as the City's primary anti-graffiti contact.
- When the City is notified by staff or the public that graffiti has occurred on private property, staff will notify property owners that the property owner has 10 days to remove graffiti and if after 10 days the property owner has not complied with the City's ordinance, City Crews (Parks) make every attempt to remove tagging and graffiti within 72 hours. When graffiti is on public property, City crews remove it within 48 hours.
- Coordinate the efforts of the Police Department, Parks Division, and the City Attorney's Office to ensure enforcement of the City's code regarding the eradication of graffiti on public and private property and penalties for violations of the code.
- Work with law enforcement agencies, non-profit organizations and the public to combat graffiti.
- Apply for grants to supplement the City's revenues to combat graffiti.
- Collect statistics and evaluate trends regarding graffiti complaints, graffiti eradication and investigations, civil fines assessed, and violations cited and make quarterly reports to the Governing Body.

The City has operated the current graffiti abatement program based on the City Council approved Resolution 2009-96 which essentially defines an abatement program. Between the Resolution and the Anti-Graffiti Statute 20-4.2 there is sufficient programmatic direction and legal support for conducting the current program or a new program.

The current effort has achieved some success. In 2012, 1035 graffiti sites were removed or cleaned up and knowledge and experience gained is valuable to redesign and rededicate a new effort.



## Statutes

### Santa Fe Ordinance; Graffiti Vandalism, 20-4.2

The Santa Fe Anti-Graffiti Ordinance is titled "Graffiti Vandalism Ordinance". It defines graffiti as "unauthorized painting, writing or inscription" and its stated purpose is to "eradicate or minimize this visual blight". The ordinance creates the Office of Anti Graffiti Coordination (AGC) within City government whose primary charge is the implementation of a graffiti eradication program. The office is a source of education and information collection. The director shall make semi-annual reports and introduce amendments to the statute as appropriate.

Whenever the City becomes aware of the existence of graffiti, the AGC shall give notice that the graffiti is to be removed within 10 days of notice. Removal shall be by the owner of the property or by the City. The director of AGC shall implement a program of graffiti removal as follows:

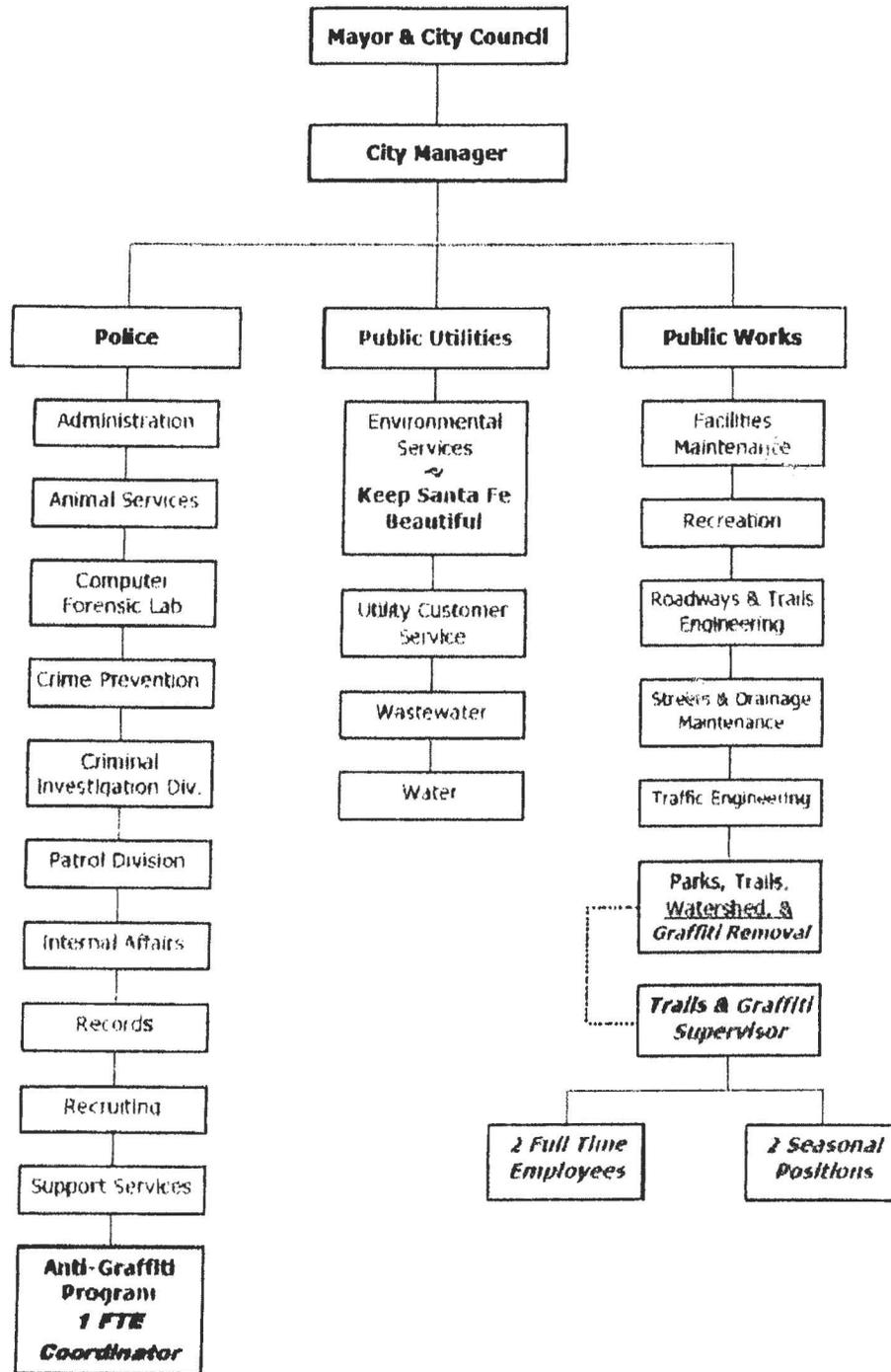
1. If the owner does not notify the City that he will remove the graffiti, it will be deemed consent for the City to remove it.
2. The AGC may use City employees, volunteers or prisoners as available for graffiti removal.
3. AGC shall ensure graffiti is removed by the next business day after report.
4. The AGC shall ensure coordination and set standards for removal work.
5. The City shall make reasonable efforts to recover costs for removal from the perpetrator. If it is unable to recover from the perpetrator, the City shall recover from the property owner.
6. If the City is unable to easily remove the graffiti, the property owner shall eliminate the graffiti.
7. Fees are assessed on the perpetrator based on square footage of graffiti damage. The property of the perpetrator may be liened.

Statute 20-4.2 and Resolution 2009-96 combined provide the Council direction and authority to implement the current anti-graffiti program. If the program is reorganized in accordance with the recommendations of this report, a new Resolution should be adopted defining the new organizational structure.

A critical legal issue is to find a way that the City can remove graffiti from private properties without having to wait 10 days plus the time required to obtain the owner's permission.



## Existing Organizational Structure





As depicted in the above **Existing Organizational Structure**, flow chart, the City's anti-graffiti efforts are led by an Anti-Graffiti Coordinator (AGC) under the auspices of the Santa Fe Police Department so that once the Office is notified of occurrences of graffiti, the officers could immediately begin an investigation which could ultimately convict graffiti perpetrators (Task Force, 2009). The following are the roles and responsibilities of the AGC and the Parks Division:

**Anti-Graffiti Coordinator:**

1. Posts Graffiti Contact and Information on the City's graffiti website: <http://www.santafenm.gov/index.aspx?NID=550>
2. Receives phone call from the Graffiti Hotline or by Email.
3. Enters graffiti abatement data into the Microsoft Access database.
4. Emails information to the Parks Division for initiation of graffiti removal activities.
5. Completes weekly and monthly reporting in coordination with the Parks Division.

**Parks Division Graffiti Removal Supervisor:**

1. Provides supervision of two full-time City employees and two seasonal employees.
2. Coordinates the logistics of the removal with staff, based on the data (graffiti sites and description) received from the AGC. Pictures taken of the graffiti are provided to the AGC/PD.
3. Manages the distribution of "Consent Forms" and obtains signatures from property owners. Consent forms are kept on file.
4. Issues citations to owners who are in violation of the City code.
5. Oversees painting, power washing, and wiping off graffiti depending on the surface.
6. Collects all removal data and forwards it to the AGC as part of the weekly and monthly reporting.



## Anti-Graffiti 3 Year Budget Trend

**Budget: Public Works Department > Parks Division**

Salaries and Wages	\$ 72,604	\$ 113,685	\$ 150,197
Employee Benefits	\$ 19,200	\$ 18,150	\$ 18,150
Materials and Supplies	\$ 15,112	\$ 13,174	\$ 12,305
Equipment	\$ 14,007	\$ 2,500	\$ 3,000
Gas	\$ 10,702	\$ 6,294	\$ 9,876
Photo Supplies	\$ 300	\$ 50	\$ 500
Printing and Copy	\$ 400	\$ 250	\$ 250
<b>Total Expenditures</b>	<b>\$ 132,325</b>	<b>\$ 154,102</b>	<b>\$ 194,278</b>

*\*Expenditures related to graffiti removal only and does not include Anti-Graffiti Coordinator salary*

### Budget Comparison by Population

	Population	Budget	
City of Las Cruces, NM	99,000	\$ 34,000	Keep Las Cruces Beautiful 38% of Community Services Dept. Budget
City of Longmont, CO	87,000	\$ 33,000	
City of Whittier, CA	86,000	\$ 386,000	
City of Downey, CA	112,000	\$ 270,000	
City of Omaha, NE	400,000	\$ 350,000	



## SWOT Analysis Results

Below are the key points identified during the SWOT Analysis.

<ul style="list-style-type: none"> <li>• City Council and Mayor Support</li> <li>• Graffiti Vandalism Ordinance</li> <li>• Graffiti Hotline and Website</li> <li>• Free Service to the Community</li> <li>• Data Collection and Reporting/Accountability</li> <li>• Removed 1,035 graffiti sites in 2012</li> <li>• Graffiti removed within 24 hours on City Properties</li> <li>• 260 Neighborhood Watch Groups</li> <li>• Completes an average of 10 Murals a Year</li> <li>• Staff competence and dedication</li> <li>• Existing City resources</li> <li>• Existing City-Private sector partnership with Parks-KSFB relationship.</li> <li>• Other nonprofit organization active in the City</li> <li>• Santa Fe recognized as a world art center, historic city and visitor destination</li> </ul>	<ul style="list-style-type: none"> <li>• Anti-Graffiti Ordinance Review and Enhancement</li> <li>• Seek out a Nonprofit organization to manage the City's Anti-Graffiti Removal Program</li> <li>• Develop a Community Improvement/beautification fund</li> <li>• Increase Collaborative Partnerships</li> <li>• Develop a Paint Collection Program</li> <li>• Increase Community Pride Mural Projects</li> <li>• Provide "Graffiti Removal Kits" to Citizens</li> <li>• Coordinate City Wide Graffiti Wipes Outs</li> <li>• Develop Media Relations</li> <li>• Collaboration Efforts with the County</li> <li>• Tap into the Art Community</li> <li>• Increase and Engage Neighborhood Watch Groups</li> <li>• Enlist all City employees and officials to report graffiti.</li> </ul>
<ul style="list-style-type: none"> <li>• No Active Task Force</li> <li>• Program is not Centrally Located</li> <li>• Anti-Graffiti Coordinator does not have 100% time commitment</li> <li>• Parks Staff (4 staff) cannot dedicate 100%</li> <li>• Time to obtain <u>Consent to Remove</u> permission from property owners</li> <li>• Reactive approach verses Proactive</li> <li>• Utilization of Volunteers/Community Engagement</li> <li>• Not Tracking Types of Graffiti</li> <li>• Community Education and Awareness</li> <li>• Soda Blasting vs. Power Washing</li> <li>• No Program Evaluation Methodology</li> </ul>	<ul style="list-style-type: none"> <li>• Public Safety</li> <li>• Public Fear and Perceptions</li> <li>• Aesthetics</li> <li>• Problem Gets Worse not Better- "<i>Broken Window Theory</i>"</li> <li>• Property Values adversely affected</li> <li>• Increased Crime</li> <li>• Visitor Perceptions adversely affected</li> </ul>



## Discussion of Strengths

- **City Council and Mayor Support** – This support is all important to engage the community's involvement. Key stakeholders support this initiative.
- **Graffiti Vandalism Ordinance** – The existing ordinance supports enforcement. Review and revision of the ordinance, if initiated, need not delay the initiation of a new graffiti elimination effort.
- **Graffiti Hotline and Website** – This is an important point of contact to receive tips from the public and to inform the public and enlist participation.
- **Free graffiti removal service** – victims of graffiti need not delay cleanup due to expense.
- **Data collection and reporting accountability** – This is essential information for City officials to evaluate success or failure and to implement changes as necessary.
- **Program success in 2012** -- The existing program has positive elements. 1,035 sites were removed in 2012. Information is needed on how many graffiti sites exist that have not been removed.
- **Rapid Removal of Graffiti** - The goal is to remove graffiti within 24 hours on City property. There is wide agreement that rapid removal is the most effective tactic in combating graffiti.
- **Neighborhood Watch Groups** – The 260 Neighborhood Watch Group in Santa Fe can be invaluable in providing on the ground local information, providing volunteers, and disseminating education.
- **Completion of an average of 10 murals a year.** - Currently, the City has a partnership with Warehouse 21 to engage young people to participate in community pride and beautification projects. There is evidence that graffiti vandals respect and will not graffiti murals. Presumably this is particularly true if they are involved in producing murals.
- **Individual staff competence and dedication** - Experience and knowledge gained from current and past efforts.
- **Existing City resources** – This includes organizational capacity, human resources and, physical resources including equipment and supplies.



- **Existing Public/Private sector partnership between the City and Keep Santa Fe Beautiful (KSFB)** - This can be a great asset in organizing a renewed anti-graffiti effort where KSFB would play a major role.
- **Other active nonprofit organizations in the City** - There are many nonprofits that can help the effort by soliciting volunteers, providing public information/education, and obtaining grant money.
- **Santa Fe is seen as a world recognized art center**, historic city and visitor destination- Officials and the public take pride in their community and recognize the value of preserving and enhancing City's appearance.

#### **Discussion of Weaknesses**

- **No Active Task Force/Advisory Committee** - Limits the opportunity for community members' input and participation in beautification efforts.
- **Program is not Centrally Located** - Fragmented with Police Department (PD) handling calls and removal data and the Parks Division handling removal. Clean up is not a PD function. Currently, graffiti abatement responsibilities are spread out among two departments. This creates a gap in communication, standards, performance targets, reporting, etc.
- **Anti-Graffiti Coordinator time availability** - The AGC does not have 100% time dedicated to the program. AGC is required to conduct double duties based on PD's administrative needs.
- **Parks Staff time availability** - The four staff cannot dedicate 100% to graffiti removal due to other duties (e.g., trail maintenance responsibilities).
- **Time lag in obtaining Consent to Remove from owners** - Rapid removal is the most important tactic of graffiti abatement, therefore timely consent from owners is critical. Also, since Tenants cannot sign Consent form, this hindrance further delays the consent process.
- **Reactive verses proactive removal approach** - Currently, removal of graffiti sites is primarily based on incoming calls. No graffiti is removed proactively by searching out graffiti.
- **Utilization of Volunteers/Community Engagement** - Communication is limited to the City's website only. Volunteers are great for cleaning graffiti off poles, utility boxes and signs. However, they can also help with some of the larger tags.



- **Not Tracking Types of Graffiti** - Lack of data collection regarding taggers vs. gangs for PD intelligence. There is a need to enhance the current data base.
- **Community Education and Awareness** - Lack of prevention efforts, communication with stakeholders, media and community as a whole on the positive work being done. Lack of public/media relations related to graffiti.
- **Soda Blasting vs. Power Washing** - Power washing can be an effective method for graffiti removal in some cases. However, it is time consuming and often leaves behind a "shadow". Consideration should be made for purchasing a soda blasting machine.
- **No Program Evaluation Methodology** - Currently, there is not an evaluation method with set performance measures. No comprehensive, documented analysis of the scope of graffiti to better understand the problem. This is a necessary part of any targeted removal, PD intelligence, and for an evaluation baseline.

#### **Discussion of Opportunities**

- **Anti-Graffiti Ordinance** – Program review and enhancement based on best practices; e.g., stronger laws for property owners to remove graffiti rapidly.
- **Capitalize on a Nonprofit to manage the Anti-Graffiti Removal Program** - This provides opportunities for resource development through a 501 (c) 3; leverage City funds with donations from the private sector and other funding to include in-kind donations; e.g., paint and supplies, engage community through coordination of volunteers. A partnership with *Keep Santa Fe Beautiful* should be key element of the City's Graffiti Abatement Plan.
- **Develop a Community Improvement/beautification fund** - Surcharge for code violations to go toward graffiti removal, accept donations, etc.
- **Increase Collaborative Partnerships** – consider volunteer opportunities that could be mutually beneficial. Ask citizens to help Santa Fe eliminate graffiti; mobilize all of the entities in the area that have an interest in eliminating graffiti. Develop a volunteer data base that includes neighborhood watch groups, churches, schools/PTA, service groups, etc.



- **Develop a Paint Collection Program** – Focus would be on engaging businesses and citizens to donate water-based paint.
- **Increase Community Pride, Mural Projects** – This effort can provide creative outlets for graffiti offenders. These efforts promote community pride and the importance of civic responsibility.
- **Provide “Graffiti Removal Kits” to Citizens** – Kits consisting of paint, rollers, and pans for distribution by neighborhood groups to appropriate teams or individuals.
- **Coordinate City-wide Graffiti “Wipe-Outs”** – This can be neighborhood events that not only remove graffiti but promote *highly visible, high impact* community pride projects.
- **Media Relations** - Build relationships with media related to education on graffiti, what the City is doing to remove it to include number of removals per year, positive stories, etc. Utilize social media such as “Facebook” and “Twitter” to inform both adults and youth about the abatement program.
- **Collaboration Efforts with Santa Fe County** - Share data, resources, task force, and strategic planning to combat graffiti collaboratively.
- **Tap into the Art Community** – Artists and other concerned individuals can lend valuable hands-on support, advisory consultation, and public relations.
- **Increase and Engage Neighborhood Watch Groups** – these organizations know their residents and conditions on the ground better than anyone.
- **Enlist all City employees and officials to report graffiti** – encourage all personnel associated with the City to report to the hotline instances of graffiti they observe in their daily routine. This is especially applicable to City employees whose duties are out in the field.



## Discussion of Threats

- **Public Safety** – The persistence of graffiti creates the impression that the environment is uncontrolled. Residents become fearful and criminals are emboldened. Crime escalates.
- **Public fear and Perceptions about the amount of graffiti** – This also relates to public safety.
- **Aesthetics** - increase of blighted areas – Graffiti is perceived as ugly and unsightly. Distinguish from intentional, creative murals which are done with approval of property owners and with supervision.
- **Gets Worse not Better** - “Broken Window Theory” - There is wide agreement among staff that prompt removal or cover up of graffiti is an essential aspect of a successful abatement program. A growing body of data indicates that rapid and efficient removal or cover-up of graffiti can substantially reduce the recurrence of graffiti and escalation to other crimes.
- **Property Values** – Visual perception of a neighborhood affects economic value of individual properties.
- **Increased Crime** - gang violence – Perception of a neighborhood as uncontrolled creates a vacuum for gang activity to occupy. Some graffiti serves as gang promotion and territorial marking.
- **Visitor Perceptions** – It is essential to maintain and enhance neighborhood appearance in order to maintain overall Santa Fe appearance.



## Critical Issues

- 1. Law Enforcement-** Law enforcement responses alone are seldom effective in reducing or solving the problem. It is very difficult to apprehend graffiti offenders based on random acts of vandalism. Best practice abatement efforts do not limit communities to considering what police can do: giving careful consideration to who else in the community shares responsibility for the problem and can help police better respond to it. Graffiti is not solely a police problem. Effective responses to graffiti may combine management practices, design and maintenance, and involve the general public, individual victims, criminal justice officials such as prosecutors and judges, and others. Responses to graffiti should be comprehensive and coordinated, while costs and available resources should be carefully evaluated and identify ways to diversify (Weisel, 2002).
- 2. Centralize Program-** There is a need to centralize the Graffiti Removal Program allowing 100% of the Anti-Graffiti Coordinator's time to manage the program. The Police Department's budget is limited for additional personnel and other resources and is tasked with its priorities in addressing major crimes. Anti-graffiti removal functions within the Police Department are not efficient and effective and thereby contribute to the fragmentation of the system and delays rapid removal. However, the Police Department's current ability to obtain intelligence on graffiti related to gangs and/or repeat tagger(s) can be useful for Officers to investigate.
- 3. Marketing and Awareness Campaign -** Communication is limited in terms of educating the public on the anti-graffiti removal program. Currently, the program does not have communication materials for distribution to neighborhood watch groups and schools. Media relations; e.g., press releases, public service announcements, interest stories, etc, is limited. There is a need for the City to share its efforts to abate graffiti and the positive work that it is doing on a consistent basis. This should include use of Social Media ("Facebook", etc).
- 4. Community Engagement -** Currently, the coordination of community volunteerism is limited. Effective graffiti abatement efforts require multiple entities and individuals to positively eradicate graffiti.
- 5. Program Evaluation Methodology -** Currently, there is no outcome-based evaluation instrument that allows the City to monitor the efficiency and effectiveness of the program. The absence of an evaluation process limits the ability to measure the impact and progress the program is having in the City and its return on investment, as well as fine-tuning the program elements.



## **Key Recommendations**

Key principles underpinning the strategies for an effective graffiti abatement program include:

### **1. Organization**

Assemble a Steering Committee that provides guidance, monitors goals and objectives, and evaluates the program. The Steering Committee shall report to the City Council key performance measures. All graffiti abatement staff should be centrally located. Standardize their efforts, targets and reporting. Have a single point person (Graffiti Coordinator), to coordinate all of the City's anti-graffiti efforts and supervise a full-time staff and volunteers.

### **1. Rapid Removal**

Form a quick response removal team dedicated only to graffiti removal. A combination of "reactive removal approach" (site identified from the graffiti hotline) and "proactive removal approach" (removing graffiti through regular route drives). Strategies to increase the volume of removal should include volunteers, coordination of "graffiti wipe-out" events, utilization of community services, and County and State Department of Correction offenders.

### **2. Community Partnerships**

Capitalize on a nonprofit organization to manage the Anti-Graffiti Removal Program and centralize the program. Enlist other organizations such as Neighborhood Watch and other service organizations. Currently, the City funds many nonprofits for youth and child development efforts, therefore, considering the engagement of these entities may be a great resource. Resource development efforts by a nonprofit organization managing the program can increase and leverage resources such as funding grants and in-kind donations under the organization's 501 c 3 tax exempt status.

### **3. Prevention - Community Education and Awareness**

This can occur through public media, social media, word of mouth, and existing City public relations efforts. Conducting a comprehensive communication assessment can be helpful in identifying target audiences, messages, types of communications, and methods. Consistent communications not only on graffiti but the overall beautification of Santa Fe is paramount in raising and maintaining awareness of the problem and progress.



#### **4. Law Enforcement, Prosecution, and Ordinance**

Graffiti vandalism is a crime and leads to other crimes. Violators should be apprehended and prosecuted whenever possible. It is recommended that City Council review and provide inputs on revisions of the Graffiti Ordinance based on nationwide best practices. There is a need to increase formal observation of graffiti-prone areas, especially chronic graffiti locations. The sharing of high levels of graffiti incidents via data and mapping is good intelligence for the PD. Observation of graffiti-prone locations can be improved systematically through use of police, security personnel, Neighborhood Watch organizations, and City employees.



## Key Priority Areas

	Reassemble Task Force/Steering Committee
	Centralize Anti-Graffiti Removal Program
	Resource Development
	Enhancement of Database and Mapping/Plotting
	Rapid Removal
	Prevention
	Law Enforcement
	Review and Revise Graffiti Ordinances
	Program Evaluation Methodology

## Implementation Period

The following time frame periods for implementation of the proposed goals and objectives should be considered in efforts for capacity building and evaluation:

1. Short-Term- within the next three to six months
2. Mid-Term- within the next twelve months
3. Long-Term- within two to three years

Review and approval of this proposed strategic plan by the City Council is required for implementation. A matrix has been developed identifying the following:

1. Actions
2. Responsible Party
3. Time Frames
4. Resource Implications for Council
5. Performance Measures



**Graffiti Abatement Action Plan**

- **Key Priority Area/Goal 1:** Assemble Task Force/Steering Committee

**Objective:** Assemble a Steering Committee can provide guidance, monitor goals and objectives, and evaluate the program. The Steering Committee shall report to the City Council.

**Expected Outcomes:** Active Task Force/Steering Committee.

<b>Actions</b>	<b>Responsible Party</b>	<b>Time Frame</b>	<b>Resource Implication for Council</b>	<b>Performance Measures</b>
1. Identify Potential Members	City Council and City Staff	Short-Term	Time	Members Identified
2. Select Members	City Council and City Staff	Short-Term	Time	Members Selected
3. Convene Meetings	Steering Committee	Short to Mid-Term		Meetings Held
4. Provide guidance for implementation	Steering Committee	Ongoing		Plan Implementation



• **Key Priority Area/Goal 2:** Centralize Anti-Graffiti Removal Program

**Objective:** All graffiti abatement staff should be centrally located. Standardize their effort reporting. Have a single point person, Graffiti Coordinator, to lead all of the City's anti-graffiti work. Supervise a full-time staff and volunteers.

**Expected Outcomes:** Selection of Nonprofit to Implement Graffiti Abatement Program.

Actions	Responsible Party	Time Frame	Resource Implication for Council	Performance Measure
1. Approve Centralizing Program	City Council	Short-Term	Time	Cou
2. Identify and Designate Funding	City Council	Short-Term	Funding	App
3. Develop Scope of Work	City Staff	Short-Term		Cor
4. Publish RFP	City Staff	Short-Term		Pub
5. Select Nonprofit	City Council with Staff Advice	Short-Term	Time	Sel

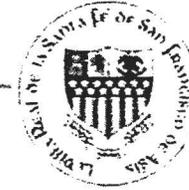


• **Key Priority Area/Goal 3: Resource Development**

**Objective:** Identify diverse funding sources from the public and private sectors such as CDBG, private foundations, and individual donations to include in-kind.

**Expected Outcomes:** Increase resources through leveraging current funds and new sources.

<b>Actions</b>	<b>Responsible Party</b>	<b>Time Frame</b>	<b>Resource Implication for Council</b>	<b>Performance Measures</b>
1. Identify Public Funds	City Council and City Staff	Short-Term	Time and Identified Budget Amount	Identified Funds
2. Identify Grants	Selected Nonprofit	Mid-Term		Identified Sources
3. Identify Donors	Selected Nonprofit	Mid-Term		Monetary and In-Kind Donations Realized
4. Community Engagement	Selected Nonprofit	Ongoing		Active Volunteer Database



• **Key Priority Area/Goal 4:** Enhancement of Database and Mapping

**Objective:** Enhance current database in-house or purchase a commercial graffiti database software application. The application documents the volume, nature and location of incidents of graffiti, type of graffiti (gang vs. tagger), square footage, etc. Comprehensive reporting options and plotting should be considered in the application.

**Expected Outcomes:** Understanding of the scope of graffiti problem, sites, types of graffiti, hot spots, and volume. Implementation of response and reporting system to develop graffiti reports.

Actions	Responsible Party	Time Frame	Resource Implication for Council	Performance Measures
1. Identify Software Application	Nonprofit/City Staff	Short to Mid-Term		Software Applications Identified
2. Purchase Application	Nonprofit	Short to Mid-Term		Application Ready for Use
3. Determine Outputs	Nonprofit	Ongoing		Key Reports and Data
4. Determine Breakdown of Queries by City Areas	Nonprofit	Ongoing		Plotting/Mapping shown by 9 areas within the City Limits
5. Develop a Reporting Schedule	Nonprofit	Ongoing		Reports on incidents and Removal.
6. Data Evaluation	Nonprofit	Ongoing		Evaluation Reports



• **Key Priority Area/Goal 5: Rapid Removal**

**Objective:** Improve current system to remove graffiti within 72 hours of reporting and *proactively* abate graffiti by conducting route drives daily.

**Expected Outcomes:** Increase the volume of rapid removal; Improved appearance; Increase amenity and perception of safety in the City.

<b>Actions</b>	<b>Responsible Party</b>	<b>Time Frame</b>	<b>Resource Implication for Council</b>	<b>Performance Measures</b>
1. Remove within 72 hours from report	Nonprofit Staff	Ongoing		Sites Removed and Documented
2. Engage Volunteers	Nonprofit Staff	Ongoing		Document the number of Volunteers' Involvement
3. Coordinate Graffiti Wipe-Out Days	Nonprofit Staff	Minimum of 4 a year- Ongoing		Document the number of events
4. Coordinate Individuals required to complete Community Service	Nonprofit Staff	Ongoing		Document the number of participants and sites
5. Coordinate County and Dept. of Corrections Inmates	Nonprofit Staff	Ongoing		Document the number of participants and sites



• **Key Priority Area/Goal 7: Law Enforcement**

**Objective:** Collaborative efforts with the Anti-Graffiti Program, Crime Prevention, and Crime Unit.

**Expected Outcomes:** Reduction of graffiti vandalism. Increase apprehension and prosecution of offenders. Increase community safety.

<b>Actions</b>	<b>Responsible Party</b>	<b>Time Frame</b>	<b>Resource Implication for Council</b>	<b>Performance Measures</b>
1. Link data graffiti sites	Police Department and Nonprofit	Ongoing		Developed Intel for Enforcement
2. Apprehend Offenders	Police Department	Ongoing		Documented number of offenders apprehended
3. Prosecute Offenders	Police Department and Judicial System	Ongoing		Cases Prosecuted
4. Convene Conference with Mayor, City Manager, Chief of Police, City Attorney, DA, Judges, Juvenile Probation, Crimestoppers, and other stakeholders to discuss abate	Mayor's Office	One Time		Conference Convened



• **Key Priority Area/Goal 8:** Review and Consideration for Revisions of Graffiti Ordinances

**Objective:** Adopt a new Resolution and revise existing Ordinance on Graffiti Vandalism.

**Expected Outcomes:**

Actions	Responsible Party	Time Frame	Resource Implication for Council	Performance Measures
1. *Review Current Ordinance	City Attorney, City Council, and Staff	Short-Term		Revised Ordinance
2. Review Current Resolution	City Attorney, City Council, and Staff	Short-Term		New Resolution Adopted

*\*See National Council to Prevent Delinquency/ The Anti-Graffiti Project, "Drafting an Anti-Graffiti Ordinance – Some Essential Provisions"  
The Role of Local Lawmaking in Community Anti-Graffiti Planning (see references on page 31)*



• **Key Priority Area/Goal 9:** Development of a Program Evaluation Methodology

**Objective:** Provide quantitative and qualitative performance measures for evaluation of success and improvement of the program. Set measurable performance targets.

**Expected Outcomes:** Availability of data and analysis for producing reports

Actions	Responsible Party	Time Frame	Performance Measures
1. Quantitative and Qualitative- Consideration of utilizing: **Logic Model*	Nonprofit	Ongoing	Performance Target Examples <ul style="list-style-type: none"> <li>• # of sites removed</li> <li>• % of overall reduction per year</li> <li>• Hotline requested completed within 72hrs</li> <li>• # of proactive sites removed</li> <li>• Total square footage removed</li> <li>• # of Tagger vs. Gang Sites</li> <li>• Total number of site removed by volunteers</li> <li>• Total number of mural projects completed</li> <li>• Total number of graffiti wipeouts complete</li> <li>• Total number of vandals cited or arrested</li> <li>• Amount of graffiti restitution collected</li> <li>• Total number of Code Enforcement letters sent</li> </ul>
			<b>Formal Evaluation Report</b>

The Logic Model is a outcome-based evaluation tool to describe the effectiveness of a program. The model describes logical linkages among program resources, activities, outputs, audiences, and short-, intermediate-, and long-term outcomes related to a specific problem or situation. Once a program has been described in terms of the logic model, critical measures of performance can be identified. Logic models are narrative or graphical depictions of processes in real life that communicate the underlying assumptions upon which an activity is expected to lead to a specific result. Logic models illustrate a sequence of cause-and-effect relationships—a systems approach to communicate the path toward a desired result.