Performance Audit of the Graffiti Control Program

SIGNIFICANT PROGRAM REVISIONS ARE NEEDED TO IMPROVE GRAFFITI CONTROL EFFORTS

MARCH 2014

Audit Report

Office of the City Auditor
City of San Diego

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THE CITY OF SAN DIEGO

March 5, 2014

Honorable Mayor, City Council, and Audit Committee Members
City of San Diego, California

Transmitted herewith is a performance audit report on the City of San Diego's Graffiti Control Program. This report was conducted in accordance with the City Auditor's Fiscal Year 2014 Audit Work Plan, and the report is presented in accordance with City Charter Section 39.2. The Results in Brief are presented on page 1. Audit Objectives, Scope, and Methodology are presented in Appendix B. Management's responses to our audit recommendations are presented after page 60 of this report.

During audit field work, we identified legal issues concerning the Graffiti Control Program that require the attention of the City Administration and Office of the City Attorney. Due to the confidential nature of our communication with the City Administration and the Office of the City Attorney concerning this matter and to comply with Government Auditing Standards, we excluded this information from our final report. A memorandum on these issues was issued to the City Administration, City Council, and Audit Committee members.

We would like to thank staff from the Development Services Department, Transportation and Storm Water Department, San Diego Police Department, and Urban Corps for their assistance and cooperation during this audit. All of their valuable time and efforts spent on providing us information is greatly appreciated. The audit staff members responsible for this audit report are Andy Hanau, Michael Lee, Matthew Helm, and Kyle Elser.

Respectfully submitted,

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Results in Brief

The City of San Diego's Graffiti Control Program, which encompasses graffiti abatement, law enforcement, and community outreach efforts, has undergone significant downsizing and restructuring in recent years. We found that the current iteration of the program has significant weaknesses that reduce the efficiency and effectiveness of the program and inhibit the City's ability to meet policy and Municipal Code objectives with respect to graffiti control. Specifically, we identified the following issues that should be addressed in order to ensure the City's graffiti control objectives are achieved:

Graffiti Abatement Efforts Are Decentralized, which Results in Delayed Service Response, Waste of Resources, Inadequate Performance Reporting, and Inconsistent Customer Service

Current graffiti abatement efforts are highly decentralized, with responsibilities for graffiti complaint intake, routing, and abatement in the field shared between the Transportation and Storm Water Department's Street Division (Street Division), the Development Services Department's (DSD) Neighborhood Code Compliance section (NCC), and a third-party vendor, Urban Corps of San Diego County (Urban Corps), whose contract is currently overseen by NCC. The current division of responsibilities between these groups causes several problems, including the following:

- Graffiti removal response times are unnecessarily long due to re-routing of service requests, and some requests may get lost during the routing process;
- Crews cannot be assigned efficiently, which wastes resources and limits the total amount of graffiti removed;
- Reporting graffiti is confusing for customers, and in most cases customers cannot track the status of their complaints, and;
- The City lacks the information necessary to report graffiti abatement performance to policymakers and the general public.

To address these issues, we recommend that the City centralize responsibility for graffiti abatement report intake, routing, and field abatement in the Street Division. While this may include the use of a third-party vendor to provide field abatement services, the City has never formally studied whether graffiti abatement in the field can be most efficiently and effectively performed by a vendor or City crews. The City should conduct a study to make this determination. If a third-party vendor will be utilized to conduct field graffiti abatement, the City should ensure that the scope of services performed by the vendor includes the provision of an adequate work order management system.

Additional Opportunities Exist to Improve Overall Graffiti Control Efforts

While restructuring graffiti abatement efforts will significantly improve response times, customer service, and performance reporting, we identified several additional areas where the City's overall graffiti control efforts – encompassing graffiti abatement, community outreach, and law enforcement – can be improved. Specifically, we found the following:

- The City lacks a comprehensive approach to graffiti control that has proved to be effective in other jurisdictions. Current community outreach efforts for graffiti control are limited, and as a result, the City is missing important opportunities to leverage resources and coordinate efforts with other groups involved in graffiti control. In addition, the City can improve incentives for residents to report graffiti vandalism. Further, the City can improve collection of information that is used by law enforcement to apprehend and prosecute graffiti vandals. We recommend that the City enhance efforts in these areas, which in many cases can be done at little cost to the City.

- The City dedicates fewer resources to graffiti control efforts in comparison to other jurisdictions. As a result, the City may not be able to employ adequate outreach efforts or abate graffiti as quickly as possible. Because these components are essential to achieving the City's graffiti control policy goals, we recommend that the City consider dedicating additional resources to graffiti control efforts.

- The City's oversight and management of the graffiti abatement vendor's contract is limited, and the City cannot ensure that the vendor is fulfilling performance obligations or reporting accurate performance statistics. We recommend that the City enhance contract oversight and management to guarantee vendor performance.

We make a total of 14 recommendations to City management to address the issues outlined above. Management agrees with all 14 recommendations. Management's consolidated response to the recommendations is presented after page 60 of this report.

Background

The San Diego Municipal Code (SDMC) defines graffiti as:

> "any *unauthorized* inscription, word, figure, picture, or design that is sprayed, marked, posted, pasted or otherwise affixed, drawn, or painted on any surface of public or private property."[1]

Graffiti has become a significant problem for both large and small jurisdictions.

The overall prevalence of graffiti in a jurisdiction is difficult to quantify, and studies show that the prevalence of graffiti varies by location. However, some groups conducting graffiti abatement in the City of San Diego (City) use a law enforcement software system known as Graffiti Tracker to record photographs and locations of graffiti they abate.[2] While Graffiti Tracker does not capture all incidents of graffiti, it can be used to illustrate where in the City abatements of graffiti take place. **Exhibit 1** on the following page shows the number of graffiti abatements by neighborhood for FY 2011–2013.

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[1]   San Diego Municipal Code §54.0402

[2]   The Graffiti Tracker system is discussed in more detail later in this report.

Exhibit 1

Graffiti Abatement* by Neighborhood,** FY 2011 – 2013
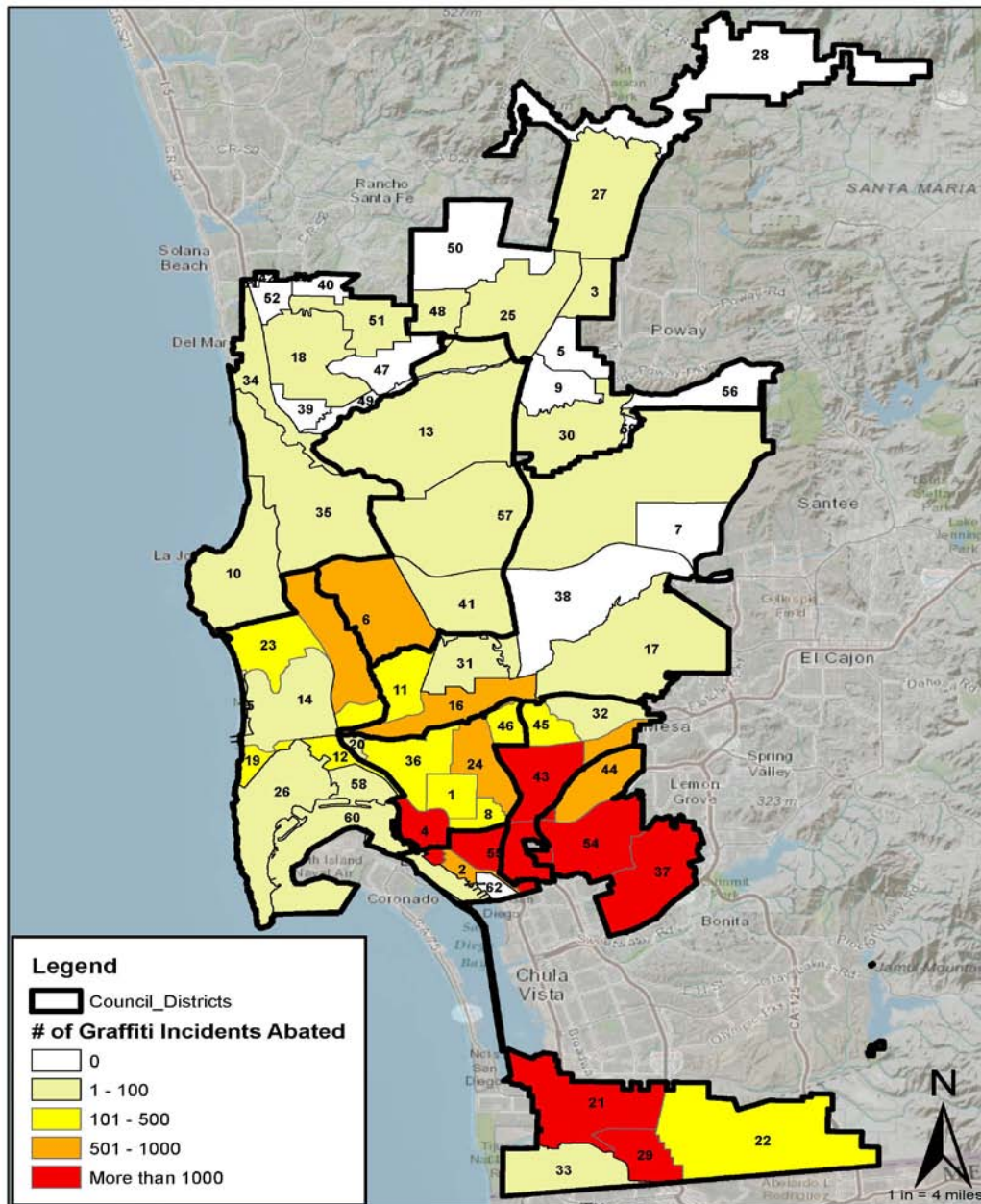
*   The totals shown on this map include some abatements that were not conducted by a City-funded crew (City staff or the City's graffiti abatement vendor). For example, some abatements conducted by Urban Corps are funded by the Port of San Diego. However, the substantial majority of the abatements captured in the Graffiti Tracker system within the City were conducted by City-funded crews. Graffiti Tracker does not include data on all abatements conducted because some groups do not use Graffiti Tracker, and very small incidents of graffiti are not entered into the system.

**   For a list of corresponding neighborhoods, see **Appendix C**.

Source: OCA generated from Graffiti Tracker, ESRI, SANDAG, and SanGIS data.

There Are Different Types of Graffiti

There are different types of graffiti, but they generally fall into two main categories: gang graffiti and tagger graffiti. Gangs use graffiti to further their tactical interests, such as to boast, claim territory, or issue threats and insults. Taggers use graffiti for more varied purposes, but are generally seeking notoriety and recognition for their work and thus derive satisfaction when their graffiti remains visible for longer periods of time. Gang graffiti is much less common than tagger graffiti. In FY 2012 about 70 percent of graffiti incidents abated in the City were tagger graffiti.[3] **Appendices D and E** show maps of abatement of gang and tagger graffiti recorded in Graffiti Tracker during FY 2011–2013.

The Public Costs of Graffiti Are Substantial

The costs of graffiti are not limited to abatement. According to the United States Department of Justice (DOJ), graffiti also:

- Generates the perception of blight;
- Increases residents' fear of gang activity;
- Causes lost revenue from reduced ridership on transit systems;
- Reduces retail sales; and
- Lowers property values.

The costs associated with each of these, plus the cost of abatement, impose a heavy economic toll on the public.

The SDMC Includes Both Abatement and Enforcement Provisions

The SDMC establishes the City's graffiti control policy with the purposes of reducing blight and deterioration, protecting public health and safety, avoiding detrimental impacts of graffiti, preventing the further spread of graffiti, and strengthening the City's efforts against gang activity.[4] The City established both abatement and enforcement provisions in order to achieve these purposes.

Rapid Abatement of Graffiti Is Necessary to Control Graffiti and Provide Good Customer Service to Residents

Abatement is an important component of graffiti control. According to the DOJ,

> "[W]hile a single incident of graffiti does not seem serious, graffiti has a serious cumulative effect; its initial appearance in a location appears to attract more graffiti."

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[3] Calculation based on Graffiti Tracker data. Some graffiti abated by City-funded crews is not recorded in Graffiti Tracker because the size of the graffiti is too small to be significant, and not all abatement crews used Graffiti Tracker during the time period studied. Nevertheless, we determined that Graffiti Tracker provides the most comprehensive, best-available data regarding incidents of graffiti and abatement activity.

[4] San Diego Municipal Code §54.0401

This phenomenon conforms to a well-known theory on urban crime referred to as the Broken Windows Theory, which contends that initial appearances of disorder – like broken windows, or graffiti – lead to further disorder and crime.

For the City to avoid the detrimental impact of graffiti and prevent its spread it is important not to allow graffiti to accumulate – it must be quickly abated. To this end, the SDMC requires the City to provide residents with five free abatements per year[7] and creates enforcement mechanisms requiring property owners to maintain their properties graffiti-free.[8] In addition, the City's current Strategic Plan establishes that customer-focused services are a key component of the City's goal to provide effective government. This includes timely response to residents' graffiti complaints.

The City's Abatement Efforts Are Decentralized

The City's abatement efforts involve intake of graffiti reports (which includes forwarding reports to the party responsible for abatement), routing of graffiti reports to abatement crews, abatement of graffiti in the field, and code enforcement against graffiti on private property. Currently, these efforts are highly decentralized between the Development Services Department's (DSD) Neighborhood Code Compliance Section (NCC), the Transportation & Storm Water Department's (TSWD) Street Division, and the Urban Corps of San Diego County (Urban Corps), a third-party vendor.[9, 10] The division of responsibilities amongst these groups has changed over time, most recently at the start of FY 2014 when City abatement crews that were assigned to NCC were transferred to the Street Division. **Exhibit 2** on the following page shows the responsibilities of each of these groups both before the start of FY 2014 and after.

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[7] San Diego Municipal Code §54.0410 (b)

[8] San Diego Municipal Code §54.0405 (b) and §54.0406

[9] Other City departments (e.g. Park & Recreation, Library, etc.) also conduct graffiti abatement on property they manage. We met with these departments to understand their graffiti control efforts, but decided to focus our analysis on the graffiti control efforts within the actual graffiti control program.

[10] According to the Purchasing and Contracting Department, the City's 2006 graffiti abatement contract with Urban Corps has been extended using purchase orders and renewal letters to the vendor since its original expiration date of June 2008. However, in a memorandum dated July 24, 2012 [Memo., City Attorney, to Audit Committee, Legal Review of Contracts Identified in the March 2012 Performance Audit of the Purchasing & Contracting Department, p. 3, (July 24, 2012), (copy of the Memorandum on file at the Office of the City Auditor).], the Office of the City Attorney concluded that purchase orders issued to extend the Urban Corps graffiti abatement contract after the expiration of the contract are invalid unless there was a contract amendment signed by the Mayor or his designee, the vendor, and the City Attorney's Office, which the Purchasing and Contracting Department indicates was not done. Not only has the contract exceeded its original term without a required written amendment, but any expenditure contract extending beyond five years requires a two-thirds vote of the City Council pursuant to City Charter section 99. As noted below, the City is in the process of finalizing a new contract with Urban Corps to correct these issues.

Exhibit 2

Graffiti Abatement Work Responsibilities Before and After July 1, 2013

Time Frame	Graffiti Abatement Responsibility	NCC	Street Division	Urban Corps
Before July 1, 2013	Intake of graffiti reports	✓	✓	✓
	Routing of graffiti reports to abatement crews	✓	✓	✓
	Abatement of graffiti	All other public right of way	Bridges, sidewalks, street signs	Private property
	Code enforcement against graffiti on private property	✓		
After July 1, 2013	Intake of graffiti reports	✓	✓	✓
	Routing of graffiti reports to field crews		✓	✓
	Abatement of graffiti		All public right of way	Private property
	Code enforcement against graffiti on private property	✓		

Source: OCA generated from NCC and TSWD information.

As **Exhibit 2** shows, NCC, the Street Division, and Urban Corps do some of the same types of work, the difference being that they are all responsible for graffiti in different places. For example, while all these groups receive graffiti reports, according to the graffiti control program website, NCC should receive reports of graffiti on commercial and industrial properties, the Street Division should receive reports of graffiti in the public right of way on city inventory, and Urban Corps should receive reports of graffiti on residential properties.

Other Groups Also Perform Graffiti Abatement in the City

In addition to the division of responsibilities based on the property types listed above, utility boxes, United States Postal Service (USPS) mail boxes, freeway corridors, and bus stops are frequent targets of graffiti vandals. Under current practices, abatement of graffiti on these items is the responsibility of the property owner, including utility companies, the USPS, Caltrans, and the Metropolitan Transit System.

The effects of the City's decentralized approach to graffiti abatement are discussed in detail in the findings sections of this report.

Law Enforcement Is a Key Component of Graffiti Control

Enforcement of criminal laws is also a key component of the City's graffiti control policy. The SDMC asserts that graffiti vandals are to be "prosecuted aggressively"[11] and stipulates that prosecutors are to "seek stiff penalties, including prison or jail time, full and timely payment of restitution to graffiti vandalism victims, and community service as authorized by state law."[12]

The San Diego Police Department (SDPD), the City Attorney, and the District Attorney play primary roles in graffiti law enforcement. SDPD investigates graffiti cases, arrests suspects, and compiles case information for prosecutors. SDPD also conducts some community outreach, though that is a relatively minor part of their work. Either the City Attorney's Neighborhood Prosecuting Unit or the District Attorney prosecutes graffiti offenses, depending on the specific charges.

SDPD uses a software system called Graffiti Tracker to assist their investigations. Graffiti Tracker allows for graffiti abatement crews to photograph graffiti and upload the photographs to a central database. When SDPD arrests a graffiti suspect, an SDPD investigator accesses the Graffiti Tracker system to compile a report of all graffiti cases for which SDPD believes the suspect is responsible. This report serves as evidence and supports the City's restitution claims. According to SDPD, Graffiti Tracker was instrumental in clearing 322 cases and helped the City win more than $250,000 in court-ordered restitution in FY 2013.

Another aspect of the City's enforcement efforts is the Spray and Pay reward program. This program, established in the SDMC,[13] allows for the City to issue a reward of up to $500 to residents who provide SDPD with information that leads to the arrest and conviction of a graffiti vandal. Reward programs like these are intended to incentivize reporting of graffiti vandals, which the DOJ says increases the likelihood such vandals perceive that they will be apprehended, thereby deterring them from committing acts of graffiti.

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[11]   San Diego Municipal Code §54.0401 (c)
[12]   San Diego Municipal Code §54.0405 (a)
[13]   San Diego Municipal Code §54.0413

The City's Graffiti Control Program Has Been Downsized over Time

Most of the resources allocated to the graffiti control program are spent on abatement. Criminal enforcement activities are funded through other City departments, such as the City Attorney and SDPD. Outreach also makes up a small part of graffiti control efforts.

Over time, the City has dedicated fewer resources to graffiti control, and program managers have significantly reduced outreach and abatement efforts. Since FY 2008, budgeted expenses for graffiti control have declined by nearly 50 percent, and staffing has declined by approximately 40 percent during that time. **Exhibit 3** below shows the graffiti control program budget as well as City and Urban Corps full time equivalent (FTE) positions for FY 2008–2013.

Exhibit 3

Graffiti Control Program Budget and Staffing, FY 2008–2013

	FY 2008	FY 2009	FY 2010	FY 2011	FY 2012	FY 2013
City Budget	$1,007,086	$1,035,042	$747,792	$377,960	$338,474	$332,654
Urban Corps Contract	$480,000	$480,000	$480,000	$480,000	$538,494	$463,000
Total Budget	**$1,487,086**	**$1,515,042**	**$1,227,792**	**$857,960**	**$876,968**	**$795,654**
City FTEs[*, **]	12.5	12.5	9	4	4	4
Urban Corps FTEs	9.5	9.5	9.5	9.5	9.5	9.5
Total FTEs	**22**	**22**	**18.5**	**13.5**	**13.5**	**13.5**

* These positions were part of NCC until their transfer to TSWD at the start of FY 2014.

** The City does not currently have budgeted positions dedicated specifically for the intake of graffiti complaints and supervision of abatement crews. Those responsibilities are carried out by certain staff in addition to other job duties. As a result, the staff resources the City allocates to graffiti control are slightly higher than budgeted figures shown here.

Source: OCA generated from DSD, TSWD, and Urban Corps information.

Audit Results

Finding 1: *Graffiti Abatement Efforts Are Decentralized, which Results in Delayed Service Response, Waste of Resources, Inadequate Performance Reporting, and Inconsistent Customer Service*

The City's graffiti abatement efforts are highly decentralized, with responsibilities divided between the Transportation and Storm Water Department's Street Division (Street Division), the Development Services Department's (DSD) Neighborhood Code Compliance section (NCC), and a third-party vendor, Urban Corps of San Diego County (Urban Corps), whose contract is currently overseen by NCC. The current division of responsibilities overcomplicates the graffiti removal process, causing numerous problems in the intake and routing of graffiti complaints, abatement of graffiti in the field, and tracking and monitoring of program performance. Specifically, we found that program decentralization causes the following issues to occur:

- Graffiti removal response times are unnecessarily long due to re-routing of service requests, and some requests may get lost during the routing process;

- Crews cannot be assigned efficiently, which wastes resources and limits the total amount of graffiti removed;

- Reporting graffiti is confusing for customers, and in most cases customers cannot track the status of their complaints; and

- The City lacks the information necessary to report graffiti abatement performance to policymakers and the general public.

Service Requests Are Frequently Re-Routed, which Delays Response Times

We found that the division of responsibilities between NCC, the Street Division, and a third-party vendor, Urban Corps, overcomplicates the graffiti removal process and causes service delays. As noted in the Background section, timely abatement of graffiti is necessary to control graffiti and provide responsive customer service to residents.

Currently, City crews assigned to remove graffiti on public property[14] are located in the Street Division, while graffiti on private property is abated by Urban Corps.[15] The division of responsibilities between these two groups began when the City originally contracted with Urban Corps for graffiti abatement services approximately 15 years ago, according to DSD.[16]

Both the Street Division and Urban Corps have their own channels through which residents can report graffiti, and in addition, NCC operates a hotline and a web portal which can also be used to submit graffiti complaints. This arrangement necessitates the frequent re-routing of graffiti complaints to the correct entity, which delays graffiti abatement response times. For example, when graffiti on private property is reported to the Street Division, Street Division staff must either refer the complaint to Urban Corps, or more commonly, refer the complaint to NCC, which then refers the complaint to Urban Corps. In addition, because NCC does not have abatement crews, almost all complaints made to NCC need to be routed to the Street Division or Urban Corps.[17]

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[14] Graffiti abatement on some types of public property is handled by the asset owner.

[15] The City is in the process of finalizing a new graffiti abatement contract with Urban Corps. This contract states that Urban Corps will remove graffiti from "wall space and sidewalks." While the division of abatement responsibilities between Street Division crews and Urban Corps may be altered by the new contract, the continued division of responsibilities based on property type would likely cause the routing and customer service issues outlined in this report to persist.

[16] Under a state labor law known as the Meyers-Milias-Brown Act (California Government Code Section 3500-3511), the City cannot contract out work that is currently performed by represented employees without going through the meet-and-confer process with the affected employee unions; at the time, City employees were only assigned to abate graffiti on public property. The City did not complete the meet-and-confer process, and elected only to contract out for graffiti abatement services on private property.

[17] In some cases, a property owner may refuse to abate graffiti on their property or consent to allow a City-funded crew to abate the graffiti. In such cases, NCC would initiate a code compliance case against the property owner and would not need to route the complaint to the Street Division or Urban Corps. According to NCC staff, this is not a common occurrence.

Lack of a Common Work Order System Complicates Re-Routing of Service Requests

Re-routing complaints is made more time-consuming because the three groups tasked with graffiti abatement do not utilize a common work order management system. The Street Division uses the City's SAP work order system to log abatement requests, NCC utilizes DSD's Project Tracking System (PTS), and Urban Corps logs complaints and referrals on paper forms.[18] As a result, referrals made between these groups are made via email or phone call. With a common work order system, the various entities receiving complaints could enter complaints into the shared system and designate the group responsible for abatement.

Exhibit 4 below illustrates the current process the City uses for intake and routing of graffiti complaints, abatement of graffiti in the field, and collection and tracking of graffiti abatement performance information.

Exhibit 4

Current Graffiti Abatement Process
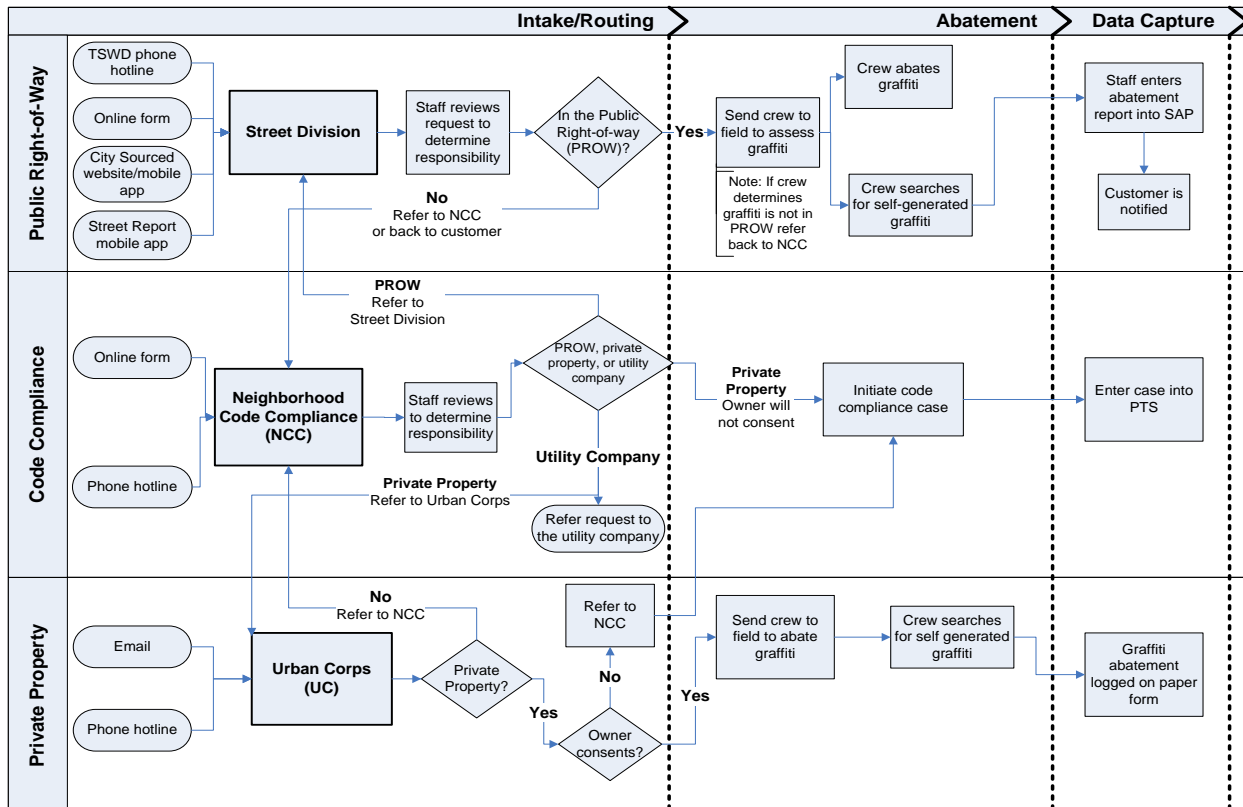
Source: OCA generated from TSWD, NCC, and Urban Corps information.

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[18]   Prior to FY 2012, Urban Corps was able to interface with NCC using NCC's legacy work order system. However, this capability was discontinued when NCC migrated to DSD's PTS system. According to the Department of Information Technology, City protocols no longer allow vendors to access City systems.

We interviewed Street Division, NCC, and Urban Corps staff responsible for intake and routing of complaints, all of whom agreed that the current practice of routing complaints from group to group delays response times. For example, Urban Corps staff indicated that they often receive referrals from NCC that are several days old, and Street Division staff cited some referrals that were not routed to them for several weeks. NCC staff stated that it can take several days to route the complaint because they often need to send a code enforcement officer out to determine if the graffiti is on public or private property before deciding where to route it.

In order to test how the current decentralization of graffiti abatement responsibilities affects the City's response to service requests, we identified 12 incidents[19] of graffiti in several San Diego neighborhoods,[20] and reported them through the various reporting channels available, including hotlines, mobile device applications (apps), and web portals.

Subsequent to reporting these graffiti incidents, we visited each site in the field over the ensuing weeks to determine whether the graffiti was abated. We then requested NCC, the Street Division, and Urban Corps provide information on how the reports were responded to. Our results illustrate that the re-routing of complaints is frequent and causes service delays, and that reports may be lost during routing. Specifically, we made the following observations:

- At least six[21] (50 percent) of our 12 complaints required re-routing;

- Re-routing of complaints delayed response times by up to five days;

- PTS limitations prevented NCC from locating records for two of the complaints, which indicates that the PTS system may not meet the City's needs for managing graffiti work orders. One of these graffiti incidents was never abated; and

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[19] In addition to these 12 incidents, we made four additional complaints: two in Spanish, one using the Street Report smartphone app, and one using CitySourced. NCC, TSWD, and Urban Corps did not have records documenting that these complaints were correctly received, indicating that the City should ensure that complaints made in Spanish or using Street Report and CitySourced are accepted. This is discussed in more detail later in this section.

[20] Neighborhoods where we identified and reported graffiti include Allied Gardens, Golden Hill, Linda Vista, Mountain View, Otay Mesa West, San Ysidro, South Park, and Valencia Park.

[21] We were not able to track responses to three of the incidents we reported because NCC could not locate records of how the complaints were routed and responded to; therefore, more than six of our 12 complaints may have been re-routed. OCA field inspections verified that one of these incidents was ultimately abated, while the other two were not.

- Overall, 4 of 12 (33 percent) of the incidents we reported were never abated, which indicates that reports may get lost in the routing process.

See **Exhibit 5** below for examples of the graffiti reported by OCA. Centralizing the graffiti complaint intake process in one department and utilizing a single, well-designed work order management system would eliminate re-routing of complaints and duplication of efforts by intake staff, which would result in faster and more reliable responses to graffiti complaints.

Exhibit 5

Examples of OCA-Reported Graffiti

Re-routing delayed abatement of graffiti on this fence in Linda Vista by at least three business days. This incident was reported to NCC.

A complaint to the Street Division for this graffiti on a utility pole in Otay Mesa was referred back to the customer (OCA) the day after the complaint was made, which delayed abatement of the graffiti.

Urban Corps could not locate a record of OCA's complaint regarding this graffiti adjacent to Linda Vista Elementary School. The graffiti was not abated.

Source: OCA.

Graffiti Abatement Crews Cannot be Assigned Efficiently and Crew Resources Are Wasted

The division of public and private graffiti abatement responsibilities between the Street Division and Urban Corps also creates inefficiencies in assigning crews and performing abatement work in the field. According to intake staff, it can be difficult to determine whether graffiti is located on public or private property based on the information in the complaint. For example, a complaint may state "Graffiti on a fence at the southeastern intersection of 45th St. and Imperial Ave.," and there may be both public and private fences in that location. As a result, complaints are commonly referred to the wrong group.

If a complaint is routed to the Street Division and the assigned field crew discovers that the graffiti is actually on private property, the crew is required to mark the job as incomplete on their log sheet, and clerical staff will then refer the graffiti to NCC or Urban Corps. Likewise, if Urban Corps crews are inadvertently assigned graffiti on public property, they are supposed to refer the graffiti to the Street Division.[22] In addition to delaying response times, this results in a waste of resources that could otherwise be used to abate graffiti.

In an effort to reduce incorrect routing of complaints, NCC often sends a code compliance officer out to investigate the graffiti and determine whether it is on public or private property prior to referring it for abatement. While this may reduce incorrect routing, centralizing responsibility for abatement of all graffiti on public and private property with one group would eliminate the need to investigate complaints prior to routing, and would save resources that could be used for graffiti abatement.

Crews Cannot Efficiently Identify and Abate Graffiti in the Field

In addition to completing work orders that are generated from graffiti complaints, crews also spend time self-generating work – that is, identifying and abating graffiti in the field that is not included in their daily work orders. Crews self-generate abatement work in two circumstances: 1) when crews notice graffiti en route to or in the vicinity of their assigned work orders; and 2) once crews have finished all of their assigned work orders for the day. As with work generated by complaints, responsibility for self-generated work is divided by property type, making it difficult for crew members to efficiently identify and abate graffiti in the field.

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22 Our field observations indicated that both Street Division and Urban Corps crews to not abide by this directive in all instances, and will abate the graffiti on-site rather than refer it to the correct responsible party. In addition, Urban Corps records indicate that 47 percent of the abatements performed by Urban Corps were on public property FY 2012 and FY 2013.

For example, we observed a Street Division crew member who, while en route to an assigned work order, noticed graffiti on a public trash can in the Golden Hill neighborhood. He stopped to paint over the graffiti on the trashcan, and also noticed graffiti on a nearby wall in an alley – which he could have abated in only a few minutes. However, based on the current process, he had to bypass the nearby graffiti because the wall is private property and should be handled by Urban Corps. **Exhibit 6** shows these two incidents of graffiti.

Exhibit 6

Crews Cannot Self-Generate Work Efficiently

Due to the division of responsibilities, a Street Division crew member could remove graffiti on this public trash can…

…but not on this private wall, approximately 120 feet away.

Source: OCA.

The division of responsibilities by property type limits the productivity and efficiency of crews when self-generating work; this likely has a significant impact on overall productivity and efficiency as well because the majority of abatement work crews perform is self-generated. We reviewed Urban Corps and Street Division logs for July and August 2013 and found that during that period, 55 percent of all abatements performed were self-generated by crews in the field. Centralizing responsibility for abatement of graffiti on public and private property would allow crews to make fewer stops while spending more time on graffiti abatement, increasing crew productivity when self-generating work.

Reporting Graffiti Is Confusing and Customer Service Is Inconsistent

The decentralization of the City's graffiti abatement efforts extends to the City's graffiti reporting channels. As noted above, NCC, the Street Division, and Urban Corps maintain separate graffiti complaint intake channels and graffiti complaints are frequently re-routed to the group responsible for abatement. In addition to causing service delays, this program design makes it confusing rather than easy, for residents to report graffiti, prevents many customers from tracking the status of their complaints, and results in customers receiving inconsistent customer service. The various channels through which customers can report graffiti are summarized in **Exhibit 7** on the following page.

Exhibit 7

NCC, Street Division, and Urban Corps Graffiti Reporting Channels

Neighborhood Code Compliance (NCC)			
Work Order System Used: Project Tracking System (PTS)			
REPORTING METHOD	CUSTOMER GIVEN TRACKING INFO?	ANONYMOUS REPORTS ALLOWED?	LIVE OPERATOR?
NCC Graffiti Hotline	No	Yes	No: Voicemail Only
NCC Online Graffiti Form	No	Yes	N/A

Street Division			
Work Order System Used: SAP			
REPORTING METHOD	CUSTOMER GIVEN TRACKING INFO?	ANONYMOUS REPORTS ALLOWED?	LIVE OPERATOR?
TSWD Service Line	Yes	Yes	Daily: 6:30 am-11:30 pm
TSWD Online Form	Yes	No	N/A
Smartphone Apps	Yes*	No	N/A

Urban Corps			
Work Order System Used: None (Paper Logs Only)			
REPORTING METHOD	CUSTOMER GIVEN TRACKING INFO?	ANONYMOUS REPORTS ALLOWED?	LIVE OPERATOR?
Urban Corps Graffiti Hotline	No	Yes	M-F: 8 am-12pm
Urban Corps Email	No	Yes	N/A

*   We made several attempts to report graffiti using the Street Report and City Sourced apps, but our reports were not received by the Street Division and we did not receive tracking information. However, Street Division staff indicated that when the apps work as intended, the customer does receive tracking information. We recommend that the Street Division review the functionality of these apps to ensure that they operate as intended. This is discussed in more detail below.

Source: OCA generated based on information from NCC, the Street Division, and Urban Corps.

Customers Do Not Know
Where to Report Graffiti

Customers likely do not know that NCC, the Street Division, and Urban Corps have different responsibilities for graffiti abatement. As noted above, intake staff for all three groups indicated that they frequently receive requests that need to be re-routed. This indicates that customers are confused as to where to report graffiti on different types of property.[23]

We also found that customer service was inconsistent across the various reporting channels. For example, some customers reporting graffiti do not receive information to track the status of their complaints. Currently, neither NCC nor Urban Corps provide tracking information to customers when a graffiti case is reported. The Street Division does provide service request tracking numbers to all customers, which they can use to track the status of their complaints online or by calling the Street Division's service line. However, because the Street Division does not share a common work order management system with NCC and Urban Corps, tracking numbers provided by the Street Division are no longer valid once a complaint has been re-routed to one of those groups. Because re-routing of complaints is common, this means that even customers who report graffiti to the Street Division may not be able to track their complaints through the abatement process.

In addition, we found that in many cases customers reporting graffiti over the phone cannot speak to a live operator. Callers to NCC's graffiti hotline listen to a lengthy message before leaving a voicemail with their complaint information; NCC lacks staff to answer calls to the hotline, so staff retrieves voicemails on a daily basis. Urban Corps' hotline is staffed for four hours per day, Monday through Friday. The Street Division is the only group that maintains a service request line that is staffed the majority of the time – from 6:30 am to 11:30 pm, seven days per week. In addition to allowing the Street Division to provide better customer service, intake staff noted that this allows the operator to ask questions to the caller and obtain additional information that is helpful in determining the location of the graffiti.

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[23]   Customers are also likely confused because the City does not abate graffiti on private utility boxes throughout the City. Issues concerning private utility boxes are discussed in Finding 2.

The City Lacks Essential Data for Monitoring the Performance of Graffiti Abatement Operations

In order to efficiently and effectively manage graffiti abatement operations, the City needs comprehensive data that can be used to generate meaningful statistics and assess performance metrics such as response times and the amount of time crews require to abate graffiti in the field. The use of separate reporting and work order management systems by NCC, the Street Division, and Urban Corps makes it impossible for the City to collect adequate information on the City's overall graffiti abatement performance.

In addition, both NCC and Urban Corps were unable to provide information that can be used to efficiently analyze their own performance in abating graffiti. Currently, NCC uses DSD's Project Tracking System (PTS) to log graffiti complaints. This system is designed primarily to track building permit and development project information, and is not intended to be a work order management system. PTS has several limitations in data collection, and does not systematically record information such as dates graffiti was abated and the amount of time crews spend on each abatement. As a result, the system is incapable of producing performance reports that are essential to effective program management. In addition, and as noted above, Urban Corps collects information only on paper log forms. Consequently, this information cannot be efficiently analyzed to derive any comprehensive performance information.

Graffiti Abatement Intake, Work Order Management, and Data Collection Operations Should Be Centralized in the Transportation and Storm Water Department's Street Division

The City's graffiti abatement efforts can be significantly improved by centralizing intake process, work order management, and data collection in the Street Division, which would be more consistent with private sector and peer jurisdiction best practices. Additionally, in order to maximize the City's graffiti abatement performance, the City should determine whether field abatement operations can be conducted most efficiently and effectively by Street Division crews or a vendor, and centralize all field activities with the selected group – consistent with successful practices employed by peer jurisdictions.

Other Cities Centralize Graffiti Abatement Intake, Work Order Management, and Data Collection Operations

We reviewed the graffiti abatement operations of 13 other cities, including most large California cities as well as Denver, Chicago and Phoenix. Notably, Chicago and Phoenix are considered to be models for effective graffiti abatement operations. We found that 12 of the 13 cities employ centralized graffiti complaint intake processes and data collection to facilitate efficient work order management and performance measurement.[24] For example, all graffiti complaints made to the City of Anaheim are logged into its Anaheim Anytime work order system, which allows the city to efficiently delegate field abatement work to its' third-party abatement vendor. Los Angeles and Chicago also use centralized intake and work order management processes, which allows residents to check the status of their complaints online or over the phone. In addition, Los Angeles and Chicago provide residents access to online graffiti abatement performance reports. For a summary of the graffiti abatement operational structures of the 13 cities we reviewed, see **Appendix F**. For an example of an online graffiti abatement service request status report provided by the City of Los Angeles, see **Appendix G.**

The City's graffiti abatement efforts should be similarly centralized in order to maximize efficiency and productivity, improve customer service, and facilitate effective performance measurement and program management. Our review indicates that the City's graffiti abatement operations would be most effective if centralized in the Street Division. The Street Division has several existing characteristics which make it a more operationally effective location for graffiti abatement operations, including:

- A well-designed work order management system, SAP, which provides tracking information to customers and allows managers to efficiently assign work, track performance data, and generate performance reports;

- Online and potential smartphone reporting channels which interface directly with SAP, which saves staff time in logging complaints; and

- An existing complaint hotline that is staffed by live operators from 6:30am to 11:30pm, 7 days per week.

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[24] The only jurisdiction we reviewed that does not utilize a centralized work order management process is Fresno. As a result, Fresno is not able to track response times and other performance metrics. The city is currently investigating options to centralize work order management using smart phone apps that abatement crews can use to access and update work order information in the field, which will enable data tracking and performance monitoring.

Exhibit 8 outlines a potential program design that would improve response times, efficiency, and productivity of the City's graffiti abatement operations.

Exhibit 8

Recommended Graffiti Abatement Process within Street Division
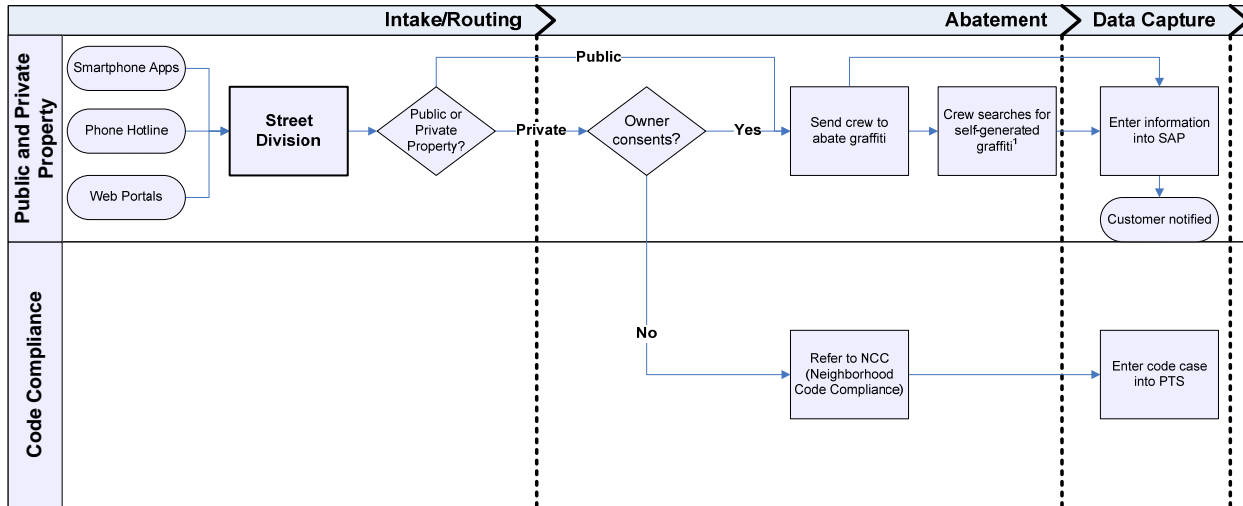
Source: OCA.

Under this recommended program design, NCC would not be involved in day-to-day graffiti abatement operations; for graffiti on both public and private property, all intake and routing of graffiti complaints, abatement of graffiti in the field, data collection and performance tracking would be overseen by the Street Division. However, in cases where graffiti is located on private property and the owner refuses to remove the graffiti or consent to City crews removing it, the Street Division and NCC should develop a process for efficiently notifying NCC of potential violations of the Municipal Code.

In order to reduce waste, increase the efficiency and effectiveness of graffiti abatement operations, and improve customer service, we recommend:

Recommendation #1 The Chief Operating Officer should centralize all graffiti abatement intake, work order management, vendor contract administration, and data tracking operations in the Transportation and Storm Water Department's Street Division. This should include the provision of adequate staff resources to perform these functions. If the Chief Operating Officer determines that the program should be centralized in a different location, this determination should be based on a comprehensive assessment of the receiving department's capabilities

for intake and routing of graffiti complaints, collection and tracking of data for performance reporting, and customer service. (Priority 2)

Recommendation #2   The Transportation and Storm Water Department (TSWD) should work with the Department of Information Technology to ensure that all online reporting capabilities transferred to TSWD are designed to enter graffiti complaint information directly into SAP in a manner similar to TSWD's existing online reporting channels. (Priority 2)

Recommendation #3   The Development Services Department's Neighborhood Code Compliance section (NCC) and the Transportation and Storm Water Department's Street Division should develop a process narrative establishing responsibilities and procedures for 1) NCC to report graffiti abatement requests to the Street Division; and 2) the Street Division and the vendor (if applicable) to refer private property with unabated graffiti to NCC to initiate code compliance cases. (Priority 2)

The City Should Utilize Either Street Division Crews or a Third-Party Vendor to Perform All Field Abatement Activities   While centralizing graffiti abatement intake, work order management, and data collection in the Street Division would significantly improve the efficiency of the graffiti abatement process, continuation of the current division of field operations between Street Division and Urban Corps crews would cause some of the current inefficiencies outlined above to persist. For example, crews would not be able to efficiently self-generate work, and crews may be sent to perform abatements that are outside their area of responsibility, which necessitates the inefficient re-routing of complaints.

Of the 13 jurisdictions we reviewed, 12 utilize a single, centralized group to perform all field graffiti abatement activities.[25] For example, San Francisco, Chicago, and Phoenix all utilize city crews to abate graffiti in the field. Anaheim utilizes a third-party vendor to perform abatement in the field, and provides the vendor access to its Anaheim Anytime work order system to facilitate work order management efforts between the city and the vendor. This allows the city to maintain ownership of program data for performance monitoring purposes.

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[25]   Riverside uses city crews to perform almost all field abatements, but maintains a $32,000 annual contract with a vendor to perform complex abatements that the city crews are not equipped to handle. This is approximately 2 percent of the city's $1.3 million annual graffiti control budget. San Jose uses a vendor to perform an estimated 90 to 95 percent of graffiti abatements, but retains one city staff member to abate graffiti the vendor cannot handle due to safety reasons. Finally, Sacramento uses youth volunteers to abate some graffiti on weekends. We considered these abatement operations to be centralized for the purposes of our review.

Only one of the 13 jurisdictions – Los Angeles – has a decentralized field abatement structure, with responsibility for abatement divided between groups by geographic area rather than property type. This is more efficient than the City's current process, because it is less challenging to determine the location of the graffiti that the type of property it is on. Nevertheless, the geographic division of abatement efforts still adds a step to the routing process that would not be necessary if field abatement was centralized with a single group. Furthermore, Los Angeles provides a centralized work order system that can be used by all field abatement groups, which enables the efficient routing of complaints and effective performance measurement. However, according to the City of San Diego's Department of Information Technology, the City's current IT security protocols do not allow vendors to access the City's systems. Therefore, if the City were to divide responsibility for field abatement by geographic area between City crews and a vendor, each group would likely need to use a different work order system. As described in detail above, the use of different work order systems by each group causes inefficiencies in graffiti complaint routing and inhibits comprehensive data collection and performance reporting.

In order to produce the most effective program design and achieve maximum operational efficiency, the City should determine which group – either Street Division crews or a third-party vendor – can provide field graffiti abatement services most efficiently and effectively, and centralize all graffiti field operations within that group. If the City determines that graffiti removal will be conducted by a third-party vendor, the scope of services performed by the vendor should include the provision of an electronic work order management system to facilitate effective routing of complaints between the City and the vendor and to facilitate collection and monitoring of performance information by the City.

In order to ensure that the City's graffiti abatement program is designed to achieve maximum efficiency and effectiveness, we recommend:

Recommendation #4   The Mayor should determine whether field graffiti abatement activities can be performed most efficiently and effectively by Street Division crews or a third-party vendor. Once a determination is made, the Chief Operating Officer should take action to centralize field abatement crews by utilizing either Street Division crews or a vendor to perform all field activities. (Priority 2)

Recommendation #5

If the City will continue to utilize a vendor to perform graffiti abatement, the Chief Operating Officer should ensure that adequate resources continue to be provided for contract administration. In addition, the scope of services performed by the vendor should include the provision of an electronic work order management system to facilitate effective routing of complaints between the City and the vendor and to facilitate collection and monitoring of performance information by the City. The Transportation and Storm Water Department should provide training to the vendor to ensure that all data is collected and recorded consistent with Transportation and Storm Water Department standards, developed pursuant to Recommendation #6. (Priority 2)

Graffiti Abatement Performance Metrics Should Be Established and Some Intake and Data Collection Improvements Are Needed

As described above, the Street Division's current operational characteristics are best aligned with the City's graffiti abatement program needs. However, we found several areas where the Street Division's operations could be improved in order to ensure program effectiveness.

The Street Division Should Utilize Existing Performance Reporting Capabilities

Although the Street Division's SAP work order system collects sufficient data to produce performance reports, the Street Division does not currently utilize these capabilities to manage existing graffiti abatement operations. Also, the Street Division has not established performance metrics to measure graffiti abatement program effectiveness. The Street Division should establish performance metrics, such as response times, number of graffiti incidents abated, and square footage of graffiti abated in order to monitor program performance and provide performance information to decision makers and the general public.

The Street Division Can Improve Data Collection

We found that the majority of the Street Division's graffiti abatement data were reliable, but some inconsistencies were noted between data captured in SAP and information logged on paper work orders by field crews. Supervisors stated that field crews may use different methods of recording data, which causes some of these inconsistencies to occur. For example, when crews are recording the size of graffiti abated, some crews may record only the square footage of the graffiti itself, while others may record the size of the total area that the crew painted over (which is usually larger). Finally, intake staff normally uses the date a complaint is finalized when recording the complaint date, instead of the actual date the complaint was made (which is occasionally earlier).

As a result, using the date the complaint is finalized would cause errors reporting actual response times in some cases. While these issues appeared to be relatively minor, collectively they could cause problems in producing accurate performance statistics. The Street Division currently lacks documentation directing staff how to log information of this nature; creating a directive would ensure that information collected is accurate and standardized.

The Street Division Can Improve Report Intake   We found several areas where the Street Division can improve report intake. Specifically, we found that: 1) some smartphone apps may not always successfully upload complaints into SAP, which causes complaints to get lost; 2) some reporting channels do not allow anonymous complaints; and 3) some reporting channels may not be equipped to respond to complaints made in Spanish.

According to the San Diego Police Department, some customers may want to remain anonymous when reporting graffiti, especially if the graffiti appears to be gang-related. To encourage reporting, anonymous complaints should be permitted through all reporting channels. In addition, because many neighborhoods within the City of San Diego have large Spanish-speaking populations, all reporting channels should be capable of receiving complaints in Spanish.

In order to improve data collection, performance reporting, and customer service, we recommend:

Recommendation #6   The Transportation and Storm Water Department (TSWD) revise its existing Standard Operating Procedure (SOP) for graffiti removal to include performance measures for graffiti abatement and include those performance measures in quarterly reporting to the City Council. Performance measures should include target response times for graffiti removal as well as total instances of graffiti removed and square footage. The SOP should also include direction on how to track work order information and log the information into SAP. The SOP should describe how to determine and record the following:

- The date the request was submitted to TSWD (the 'Report Date')
- The date the request was entered into SAP (the 'Notification Date')
- The start and end date/time for graffiti removal in the field
- Whether the graffiti was removed using paint or hydroblasting
- How to measure and record quantity of graffiti removed (Priority 2)

Recommendation #7   The Transportation and Storm Water Department (TSWD) should work with the Department of Information Technology and third-party providers of graffiti reporting channels (such as the Street Report app) to ensure that graffiti complaint reports reach TSWD, and all customers are provided service request tracking information. (Priority 2)

Recommendation #8   The Transportation and Storm Water Department should ensure that graffiti reporting channels accept anonymous complaints and complaints made in Spanish. (Priority 2)

Finding 2: *The City Lacks a Comprehensive Approach Necessary to Achieve Graffiti Control Policy Goals*

The San Diego Municipal Code (SDMC) establishes the City's graffiti control policy with the purposes of reducing blight and deterioration, protecting public health and safety, avoiding detrimental impacts of graffiti, preventing the further spread of graffiti, and strengthening the City's efforts against gang activity.[26]

While the SDMC sets forth both abatement and enforcement provisions in order to achieve these purposes,[27] our research indicates that a comprehensive and successful graffiti control program includes three components: (1) community outreach, (2) enforcement of criminal laws, and (3) rapid abatement of graffiti. We found that the City can develop a more comprehensive approach to graffiti control by:

1. Adopting outreach efforts considered effective by other jurisdictions and the United States Department of Justice (DOJ);

2. Strengthening enforcement by ensuring that abatement crews document graffiti for law enforcement use, and by bolstering the Spray and Pay incentive program for reporting graffiti vandalism; and

3. Increasing abatement and decreasing response times by coordinating efforts with the other parties conducting abatement in San Diego, such as utility companies, Caltrans, and the Metropolitan Transit System (MTS).

Many of the efforts above can be accomplished at little additional cost to the City, as discussed in more detail below. Furthermore, we found that the City currently dedicates far fewer resources to graffiti control than most other cities we reviewed. Increasing resources to graffiti control efforts may be necessary to achieve policy goals and adhere to graffiti control best practices.

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[26] San Diego Municipal Code §54.0401
[27] San Diego Municipal Code §54.0405 (b), §54.0406, §54.0410 (b), §54.0401 (c), and §54.0405 (a)

The Outreach Component of the City's Graffiti Control Program Is Limited

Outreach efforts once comprised a significant part of the City's graffiti control program, and former program managers believe that outreach efforts were successful. However, most of these outreach efforts were discontinued in recent years, and the City's graffiti control program currently does not employ several outreach or prevention strategies that other jurisdictions and the DOJ consider to be effective at preventing graffiti vandalism. Consequently, the City is missing opportunities to inform the public and leverage community resources in graffiti control efforts.

The Graffiti Control Program Lacks a Public Information Campaign

The DOJ recommends conducting publicity campaigns targeting parents, schools, businesses, civic groups, transit system users, and the general public in order to ensure residents are aware of anti-graffiti efforts. These campaigns can include posters, public service announcements, flyers, brochures, or other media that inform the public of the harms and costs of graffiti, how to detect a graffiti vandalism in-progress, and how to report graffiti for abatement.

Aside from maintaining a website that shows how to report graffiti and how to submit a Spray and Pay reward claim, and providing limited information on brochures available at NCC's downtown offices, the City does not currently provide any public information about the graffiti control efforts. As a result, some of the City's residents may be unaware of how to report graffiti or detect graffiti vandalism while it is occurring.

According to the DOJ, public information campaigns can lead to increased reporting of graffiti and help to deter graffiti vandalism. The City could greatly increase the information available to the public by publishing more materials on the program website or by periodically publishing reports on graffiti control activities to increase awareness of anti-graffiti efforts.

The City Can Increase Currently, the City promotes community involvement in graffiti
Community Involvement in control efforts by providing free paint that residents can use to abate
Graffiti Control Efforts graffiti and by having City staff, such as San Diego Police Department
(SDPD) officers, attend community meetings to provide information
on law enforcement efforts. The City could expand community
involvement by adopting some efforts that other jurisdictions have
found effective, including:

- Organizing volunteer paint-outs;

- Soliciting donations from community organizations,
  businesses, and residents;

- Coordinating school presentations by City graffiti control staff
  and other anti-graffiti groups;

- Requiring the City's graffiti abatement vendor to perform
  outreach;

- Partnering with community organizations; and

- Forming an anti-graffiti task force to coordinate community
  efforts.

Employing these practices would enable the City to more effectively
leverage community resources. Some of these efforts can be done at
little cost, such as conducting monthly task force meetings with
community groups and other groups that abate graffiti in order to
better coordinate outreach and abatement efforts. School visits by
program staff would give the City an opportunity to connect with a
demographic more likely to commit graffiti offenses and potentially
dissuade them. At least one organization interested in graffiti-free
neighborhoods, WriterzBlok, already conducts school visits in San
Diego. The City could partner with this organization and others like it
to increase its outreach efforts without substantially increasing
required resources.

There may also be other opportunities for the City to partner with
outside organizations interested in promoting graffiti-free
neighborhoods. Phoenix's graffiti program works with Hands Across
America, Keep America Beautiful, and the Boy Scouts of America.
Anaheim partners with Anaheim Beautiful, which contributes to the
fund for Anaheim's vandal-reporting reward program. Anaheim also
formed the Anaheim Community Anti-Graffiti Effort (ACAGE), a
committee of officials from different city agencies including Code
Enforcement, the Police Department, the City Attorney, the school
district, and External Affairs. ACAGE focuses on "education,
protection of property, prompt removal, applicable justice efforts,
and collaborating with local programs to keep Anaheim a beautiful

place to live and work." The City should similarly look to involve other groups in graffiti control efforts.

Opportunities Exist to Strengthen the City's Enforcement of Graffiti Laws

According to the DOJ, increasing the risk of detection for graffiti vandals is an important component of graffiti control because it deters offenders. The City's efforts to apprehend and prosecute graffiti offenders are generally effective, but could improve. The City should increase participation in Graffiti Tracker and also bolster the Spray and Pay program by advertising it and identifying potential reward recipients proactively.

The City Should Ensure that All Abatement Crews Utilize Graffiti Tracker to Assist Law Enforcement Efforts

The SDPD Gang Unit's Graffiti Strike Force handles graffiti cases, including investigation of graffiti crimes and compilation of case information for prosecution. The Graffiti Strike Force relies heavily on a third-party software and service system called Graffiti Tracker, which allows graffiti abatement crews to photograph graffiti before they abate it and upload the photographs to a central database that law enforcement utilizes for investigative purposes. When SDPD arrests a graffiti vandalism suspect, the Graffiti Strike Force searches Graffiti Tracker for all instances of graffiti that SDPD believes the suspect committed and compiles the information for prosecutors. The photographs serve as evidence used to document the extent of the crimes committed and determine how much the suspect should owe in restitution.

According to SDPD, Graffiti Tracker significantly reduces the amount of officers' time required to compile graffiti vandalism case information, which frees up time for other investigative purposes. In addition, a 2012 study by SANDAG found that jurisdictions using Graffiti Tracker can make stronger cases for prosecution and obtain higher restitution awards.[28] According to SDPD statistics, Graffiti Tracker was instrumental in closing 322 cases in FY 2013, which allowed the City to win more than $250,000 in court-ordered restitution. Restitution is based on the City's estimated abatement costs, which are currently determined by NCC. For the current cost schedule used to develop restitution requests, see **Appendix H.**

While Graffiti Tracker is effective, the City is not utilizing the system to the greatest extent possible. Currently, only Urban Corps abatement crews upload photographs of the graffiti they abate to Graffiti Tracker; City crews stopped participating in Graffiti Tracker in September 2012, when funding previously provided by the

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[28] *Graffiti Tracker: An Evaluation of the San Diego County Multi-Discipline Graffiti Abatement Program.* San Diego Association of Governments, June 2012.

Redevelopment Agency of the City of San Diego expired. Since then, City crews have been abating graffiti without photographing it – a practice that does not preserve evidence for law enforcement.[29] The Downtown San Diego Partnership (Downtown Partnership), which abates graffiti in the downtown area, also does not have a Graffiti Tracker account.

The City should ensure that all abatement crews participate in Graffiti Tracker. According to the vendor, the City could provide abatement crews with standard digital cameras to take and upload photographs, and there would likely be no additional charge for the increased quantity of photos uploaded. Alternatively, the City could purchase specialized Graffiti Tracker cameras that assign geographic data to the photographs, which makes later analysis of Graffiti Tracker data easier. Furthermore, the City could partner with other groups that abate graffiti, such as the Downtown Partnership, by providing access to the City's Graffiti Tracker account in order to bolster law enforcement efforts.

The City Should Strengthen the Spray and Pay Reward Program to Encourage More Residents to Report Graffiti Vandals

The SDMC establishes a reward of up to $500 for information that leads to the arrest and conviction of a graffiti offender. This reward program, known as the Spray and Pay program, provides an incentive for residents to report graffiti offenders to law enforcement. Funding for the program is generated through fines assessed to convicted graffiti vandals. However, we found that rewards are uncommon, with only 16 rewards for a total of $4,025 given out in the last three fiscal years. According to SDPD, in FY 2013, SDPD closed 322 graffiti vandalism cases but only one reward was distributed. As a result, it appears that the reward program is minimally effective in prompting residents to report graffiti vandalism. **Exhibit 9** shows the number of reward recipients and the total amount paid for the last three fiscal years.

Exhibit 9

Spray and Pay Rewards Paid, FY 2011–2013

	FY 2011	FY 2012	FY 2013
Rewards Paid	8	7	1
Total Reward Amount	$2,375	$1,475	$175

Source: OCA generated from DSD information.

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[29] As discussed in the Background section of the report, City abatement crews were located in NCC prior to FY 2014 and are now located in the Street Division.

Currently, the City only promotes the reward program on its website and on brochures available at DSD, and makes rewards available only to those who independently submit an application. According to the City of Anaheim, which operates a similar reward program, the city issues rewards proactively by notifying residents who report graffiti vandalism that they are eligible for an award. Anaheim also publicizes rewards at public events such as City Council and community group meetings. Overall, Anaheim has issued 20 awards in the last three years – 25 percent more than the City of San Diego, which has a population approximately four times that of Anaheim.

Limited public knowledge of the Spray and Pay program and the current practice of making Spray and Pay rewards reactively likely reduce the effectiveness of the program. According to the DOJ, this may prevent the City from increasing graffiti vandals' perceived risk of being caught, so vandals are not deterred from committing acts of graffiti vandalism. The City should promote Spray and Pay to increase public awareness of the program and should proactively identify potential reward recipients.

The City Should Coordinate the Efforts of the Various Groups Conducting Graffiti Abatement in San Diego

The City's coordination of graffiti abatement efforts with the many groups that abate graffiti, such as San Diego Gas and Electric (SDG&E) and the Downtown Partnership is very limited. In addition, residents likely do not know that different groups are responsible for graffiti removal on certain types of property. As a result, graffiti may be left unabated for extended periods of time, and residents may be confused as to where to report graffiti on certain types of property.

Lack of Coordination Causes Graffiti to Remain Unabated

The City's lack of coordination among the various groups conducting abatement in the City causes graffiti to remain unabated for longer periods of time. Among the groups conducting graffiti abatement in San Diego are:

City Groups:

- TSWD Street Division
- Urban Corps of San Diego
- City departments other than TSWD (Park & Recreation, Library, etc.)

Non-City Groups:

- Downtown Partnership
- SDG&E
- AT&T

- Cox Cable

- Time Warner Cable

- Metropolitan Transportation System (MTS)

- Caltrans

- United States Postal Service

All of these groups are responsible for abating graffiti on their assigned property only, but in some instances this creates inefficiencies. For example, a Street Division crew could be assigned to abate graffiti on a traffic light post at a street corner where there is also a utility box with graffiti. The Street Division crew only abates the graffiti on the traffic light post. The same inefficiency occurs when the utility company sends a crew to abate graffiti on the utility box, but not on the traffic light post. In fact, we reported graffiti on three adjacent utility boxes to NCC; a week later, a code enforcement officer was sent to the site to determine responsibility for abatement, and referred one box to Cox Cable, one to AT&T, and one to SDG&E. The time and resources the City spent to conduct the code inspection and refer the complaints to the utility companies could have been used to immediately abate the graffiti instead. The graffiti on these utility boxes is shown in **Exhibit 10**.

Exhibit 10

The City Referred Graffiti on Three Adjacent Utility Boxes to Different Utility Companies Instead of Immediately Abating It

Note: The graffiti on the left was referred to Cox Cable, the center graffiti was referred to AT&T, and the graffiti on the right was referred to SDG&E. All three utility boxes are within a few yards of each other and a City-funded crew could have abated all three incidents in a few minutes.

Source: OCA.

This separation of responsibilities does not help the City achieve the best practice of abating graffiti as quickly as possible, which is central to a successful anti-graffiti strategy. Graffiti that remains unabated does not discourage further graffiti since vandals perceive that their graffiti will remain visible. Graffiti also contributes to community disorder, which many criminologists and law enforcement agencies, including SDPD, believe leads to additional disorder and crime.

In other jurisdictions we reviewed, the city takes responsibility for all graffiti abatement, which eliminates questions about who does what and assigning accountability to a single group. Centralizing the City's graffiti control program would streamline graffiti abatement in San Diego, but in some cases may require that city officials meet with other groups to work out agreements. For example, Anaheim recognized that it could abate freeway graffiti more quickly than Caltrans, so the city negotiated an agreement with Caltrans that allowed Anaheim's vendor to abate the freeway graffiti. The City should similarly identify opportunities to consolidate graffiti abatement responsibilities so that abatement occurs more quickly.

It is possible that some groups would continue to abate graffiti independently. SDG&E may not want City crews to paint SDG&E utility boxes and the Downtown Partnership would likely continue to abate graffiti in the downtown area. Where the City is unable to consolidate abatement responsibilities, the City should organize a task force that includes all remaining parties to coordinate their graffiti abatement efforts.

Residents Likely Do Not Know Where to Report Graffiti on Certain Types of Property

In addition to creating inefficiencies in abatement efforts, the uncoordinated division of responsibilities among the various groups abating graffiti in the City complicates the graffiti reporting process. Residents may not be aware that graffiti on different types of property should be reported through different channels, such as utility company service lines, and may simply look to report graffiti through City channels. In addition, as **Exhibit 10** on the previous page demonstrates, it is likely difficult for residents to determine ownership of utility boxes; according to SDG&E's graffiti abatement vendor, there are approximately 50 different varieties of utility boxes in the City.[30]

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[30] When residents report graffiti to NCC, they hear a lengthy recorded message that directs residents to report graffiti on grey utility boxes to the Street Division, and to report graffiti on green utility boxes to SDG&E. However, abatement crews sometimes paint over graffiti on utility boxes in colors that do not match the original color, which makes it difficult for residents to determine the party responsible.

When residents do report graffiti to the City and the graffiti is not City responsibility, the City attempts to refer the customer to the correct group. However, referring residents elsewhere may potentially cause some to balk from reporting graffiti if they perceive the process to be too time-consuming or troublesome. For example, when residents attempt to report graffiti through NCC's graffiti hotline they receive a recording that lists five other numbers to call for graffiti on various types of property, such as to call SDG&E for graffiti on green utility boxes. If the graffiti they are reporting does not apply to any of the other listed numbers, residents can leave a message at the end of the recording.

Lack of coordination also leads the City to misinform residents in referring them to report graffiti to other groups. We reported several instances of graffiti to the City and noted two situations in which the City gives wrong information in directing residents to report graffiti to other groups. First, NCC's graffiti hotline instructs residents to report graffiti on green utility boxes to SDG&E, but gives the wrong phone number. Second, when TSWD refers residents to report graffiti to AT&T they give a general customer service line, not a maintenance line. Increasing coordination with other groups that perform graffiti abatement would help ensure that customers receive good customer service and are directed to the correct reporting channel when necessary.

In order to ensure that the City's graffiti control efforts effectively leverage community resources and are coordinated with other groups performing graffiti abatement in the City, we recommend:

Recommendation #9   The City Administration should ensure that all abatement crews have access to and utilize Graffiti Tracker to better coordinate efforts with law enforcement. (Priority 2)

Recommendation #10   The Chief Operating Officer should increase publicity of the Spray and Pay rewards program and make Spray and Pay awards proactively to residents who provide information on graffiti vandalism that leads to a conviction. (Priority 2)

Recommendation #11   The Chief Operating Officer should direct the San Diego Police Department, Neighborhood Code Compliance, Transportation and Storm Water Department, and the City Attorney's Office to coordinate regular task force meetings with Urban Corps, San Diego Gas and Electric, AT&T, the Metropolitan Transit System, Downtown San Diego Partnership, and other groups responsible for graffiti abatement. This task force should identify ways to leverage existing graffiti control resources to enhance and coordinate graffiti abatement, law enforcement, and outreach and education efforts targeting residents and community organizations. (Priority 2)

The City's Graffiti Control Program Is Not as Robust as Those in Other Jurisdictions   The City currently dedicates significantly fewer resources to graffiti control than most of the other jurisdictions we reviewed. Over the past several years, budget reductions have resulted in the elimination of several Utility Worker positions (which perform abatement of graffiti in the field), a Public Information Officer position, and the Graffiti Control Program Manager position. As a result, capabilities for program oversight, public outreach, and abatement of graffiti have been reduced. While the structural program changes recommended in Finding 1 and the enhancements in coordination described above will improve abatement efforts, the City should evaluate its current allocation of resources to graffiti control to assess whether resources are sufficient to meet policy goals. **Exhibit 11** on the following page shows the budgets and personnel for graffiti control in San Diego and eleven other cities.

Exhibit 11

Graffiti Control Program Expenditures and FTEs in Other Cities and in San Diego*

City	Population	Graffiti Control Budget	Budget Dollars per Resident	Graffiti Control FTEs	FTEs per 100,000 Residents
San Francisco	825,863	$3,700,000	$4.48	-	-
Riverside	313,673	$1,300,000	$4.14	-	-
Phoenix	1,445,632	$4,308,940	$2.98	32.5	2.2
Fresno	505,882	$1,500,000	$2.97	10.0	2.0
Anaheim	336,265	$920,000	$2.74	14.4	4.3
Long Beach	467,892	$1,077,600	$2.30	-	-
Denver	634,265	$1,374,519	$2.17	17.0	2.7
Los Angeles	3,857,799	$7,200,000	$1.87	85.0	2.2
Chicago	2,695,598	$3,311,783	$1.23	40.0	1.5
San Jose	984,299	$1,120,000	$1.14	-	-
Bakersfield	358,597	-	-	14.0	3.9
Sacramento	475,516	-	-	4.5	0.9
San Diego**	**1,307,402**	**$795,654**	**$0.61**	**13.5**	**1.0**

* Blank areas in the table indicate information that we were not able to obtain through interviews or available budget documents. Similar to the City of San Diego, the budgetary information for the cities we reviewed typically includes funding for graffiti abatement and outreach, but not associated law enforcement efforts. In addition to the jurisdictions listed, we reviewed the graffiti control operations for Oakland. This jurisdiction was excluded from this table because no budgetary information was available for analysis.

** These totals represent the combined resources between Urban Corps and TSWD. It does not include the resources spent by the other parties conducting abatement in San Diego, such as SDG&E, AT&T, MTS, etc.

Source: OCA generated from census data, budget documents, and interviews.

As **Exhibit 11** shows, other jurisdictions tend to allocate significantly more resources per capita to graffiti control than the City of San Diego – with San Francisco and Riverside spending approximately seven times as much. This translates to increased staffing – most of these jurisdictions employ more the twice as many graffiti control staff than the City of San Diego on a per capita basis. Because the City dedicates comparatively few resources to graffiti control, the quickness with which the City can respond to graffiti incidents and the amount of graffiti the City can abate is limited, and staff resources may not be sufficient to conduct adequate outreach.

Given that the City's goal is to abate graffiti to avoid its detrimental impact and to prevent more graffiti from appearing, the City may

need to consider bolstering the resources it provides for graffiti control. Increased resources would enable the City to employ more abatement crews, which would translate into faster responses to graffiti incidents and a greater amount of graffiti abated, especially if abatement responsibilities were consolidated to fewer groups or one group. In addition, while many of the additional outreach and law enforcement efforts described above can be conducted at little cost to the City, the graffiti control task force recommended above may determine that additional resources are required to effectively implement improved outreach and law enforcement efforts.

In order to ensure that resources are sufficient to achieve the City's graffiti control goals, we recommend:

Recommendation #12   If the results of the task force recommended previously in this report indicate that additional resources are required to achieve the City's graffiti control policy goals, the Chief Operating Officer should direct the San Diego Police Department, the Transportation and Storm Water Department, Neighborhood Code Compliance, and the City Attorney's Office to prepare a unified proposal to allocate greater resources to graffiti control efforts, including outreach, law enforcement, and abatement. This proposal should be presented to the City Council for consideration. (Priority 2)

Finding 3: *The City Can Improve Management and Oversight of the Graffiti Abatement Vendor Contract*

We found that oversight of the City's contract with Urban Corps of San Diego County (Urban Corps), a third-party vendor, is minimal, and does not conform to City standards or industry best practices. In addition, the City is in the process of finalizing a new contract for graffiti abatement services with Urban Corps that does not contain measurable performance goals for the vendor to achieve. As a result, the City cannot ensure that contract requirements are fulfilled, performance statistics provided by the vendor are meaningful and accurate, and clear performance expectations are defined.

Contracts Should Contain Performance Standards

Best practices in contracting out government service delivery, such as graffiti abatement services, call for contracts to include measurable performance metrics, and necessitate active contract oversight to ensure that performance standards are being achieved. For example, the Federal Government has promoted the use of performance measures in contracting for several decades. While the City's Purchasing Manual currently includes only minimal guidance regarding how departments should manage and oversee contracts, the City's Managed Competition Guide requires the City to develop a Quality Assurance Surveillance Plan to monitor the vendor's conformance with performance standards outlined in the Statement of Work and to identify deficiencies.[31]

Additionally, the City of Anaheim, which uses a third-party vendor to perform graffiti abatement services, requires the vendor to complete most graffiti abatements within 24 hours from the time the report was received. Anaheim also requires the vendor to utilize the city's Anaheim Anytime work order management system, which allows the city to track vendor performance and calculate response times on a monthly basis.

NCC Has Not Required the Vendor to Document Compliance with Performance Standards

The 2006 contract outlining Urban Corps' graffiti abatement responsibilities contains several performance measures. For example, the contract requires Urban Corps to remove most graffiti within three business days of receiving the request, and to remove any obscene or racist graffiti within 24 hours. However, since Neighborhood Code Compliance (NCC) lost the ability to utilize a

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[31] The Purchasing and Contracting Department plans to improve contract management guidance provided in the Purchasing Manual. A timeframe for completion has not yet been established.

common work order system with Urban Corps after migrating to Development Services Department's Project Tracking System in 2011, NCC has not required Urban Corps to provide information on conformance to these standards. Instead, Urban Corps is only required to provide monthly totals of graffiti abatement work completed by source of complaint and property type. These reports contain only aggregate numbers, and do not contain information about individual work orders completed, which makes it impossible to determine response times. See **Appendix I** for an example of a monthly report provided by Urban Corps.

Without the work order system previously provided by the City, Urban Corps only logs individual complaint records on paper forms. While NCC performs field spot checks of work referred to Urban Corps, NCC has never reviewed the log forms to check response times or verify that monthly work totals are accurate. We reviewed all log forms for four separate months – January 2012, July 2012, October 2012, and April 2013 – and found that information is not recorded consistently, which makes it impossible to determine overall response times. Furthermore, we found that the graffiti abatement totals reported by Urban Corps to NCC were consistently higher than the totals reflected in the log forms. Actual totals averaged 14.7 percent fewer work orders completed than reported. Our results are presented below in **Exhibit 12**.

Exhibit 12

Comparison of Vendor-Reported Totals to Log Sheets for Selected Months

	January 2012	July 2012	October 2012	April 2013	TOTALS
Totals Reported by Urban Corps	702	983	604	869	3158
Totals on Urban Corps Log Sheets	667	755	487	786	2695
Difference	-5.0%	-23.2%	-19.4%	-9.6%	-14.7%

Source: OCA generated from Urban Corps information.

While the difference between reported and actual work completed appeared to be the result of poor recordkeeping by Urban Corps, rather than a deliberate attempt to report artificially high performance figures, periodic City review of this documentation would help ensure that the amount of work completed by the vendor is reported accurately and records are kept to allow the City to determine key performance metrics such as response times. Furthermore, if the City will continue to utilize a vendor to perform graffiti abatement services in the future, the scope of services should require the vendor to establish of a work order management system to allow the City to efficiently generate performance statistics for total work completed and other performance measures such as response times. (This is discussed in detail in Finding 1.)

In order to ensure that graffiti abatement work is performed according to specified standards, we recommend:

Recommendation #13   If the City will continue to utilize a vendor to perform field graffiti abatement services, the Transportation and Storm Water Department should revise the existing Standard Operating Procedure for graffiti removal to include quality assurance procedures, including sampling and spot checks of work performed and periodic review and verification of the vendor's compliance with performance standards developed pursuant to Recommendation #6. (Priority 2)

New Vendor Contract Lacks Adequate Performance Standards   As noted previously, the City's 2006 contract with Urban Corps contained quantifiable performance measures, including a requirement for the vendor to remove graffiti within three working days after receiving a service request, and to remove any obscene, racist, or extremely threatening graffiti within 24 hours. However, the City is in the process of finalizing a new contract with Urban Corps that eliminates these performance standards, and only states that graffiti removal should be completed "in a timely and efficient manner." In addition, several other requirements from the 2006 contract have been eliminated in the new contract. Specifically, while the 2006 contract required Urban Corps to maintain a 24/7 reporting hotline that is staffed by a live operator from noon to 4pm, Monday through Friday, the new contract does not require the hotline to be staffed. Additionally, the 2006 contract required Urban Corps to utilize Graffiti Tracker system to support law enforcement efforts, conduct community outreach efforts at the City's request, and meet with City graffiti control staff on a monthly basis to coordinate efforts. The new contract eliminates these provisions which, as discussed in Findings 1 and 2, are all important components of a comprehensive

program to combat graffiti. Although Urban Corps currently continues to conduct some of these activities, such as utilization of Graffiti Tracker, there is no guarantee these practices will continue if they are not included in the contract scope of work.

In order to ensure that the City's graffiti abatement vendor performs graffiti abatement work and community outreach in accordance with best practices, we recommend:

Recommendation #14   If the City will continue to utilize a vendor to perform field graffiti abatement services, the Chief Operating Officer should direct the Transportation and Storm Water Department and the Purchasing and Contracting Department to renegotiate the contract with the vendor to include performance standards for response times and require the vendor to staff the graffiti hotline, conduct community outreach, utilize Graffiti Tracker, and meet with City graffiti control staff on a regular basis to coordinate efforts. (Priority 2)

Conclusion

Graffiti vandalism creates a perception of blight and deterioration, reduces property values and retail sales, and increases residents' fear of gang activity. The City's graffiti control policy goals, as outlined in the San Diego Municipal Code, call for the rapid abatement of graffiti on public and private property, the enforcement of anti-graffiti laws, and the aggressive prosecution of graffiti vandals. The City's Graffiti Control Program has undergone significant restructuring and downsizing in recent years, and the current iteration of the program has several weaknesses that should be addressed in order to ensure that the City's graffiti control policy goals are achieved.

Specifically, the City's graffiti abatement operations are highly decentralized, with responsibilities for compliant intake, routing, field abatement, and data collection shared between the Transportation and Storm Water Department's Street Division (Street Division), the Development Services Department's Neighborhood Code Compliance section (NCC), and a third-party vendor whose contract is currently overseen by NCC. The decentralization of the program has resulted in inefficient routing of complaints and abatement in the field, service delays, inconsistent customer service, and a lack of adequate data collection and performance reporting.

Centralizing responsibility for graffiti complaint intake, routing, and performance measurement in the Street Division will improve the efficiency and effectiveness of graffiti abatement operations. Furthermore, centralizing responsibility for field abatement with either Street Division crews or a qualified vendor will also help ensure that graffiti is abated as quickly as possible. If a vendor will be utilized to perform field abatement services, contract management can be improved, and the City should require the vendor to provide an electronic work order management system to ensure efficient routing of complaints and adequate collection and monitoring of performance data.

In addition, we found that the City's outreach to residents and coordination with other groups that are involved in graffiti control is limited. Increasing outreach and coordination will help the City leverage existing graffiti control resources, improve community awareness of graffiti control issues, and enhance law enforcement's ability to apprehend and prosecute graffiti vandals.

Finally, we found that the City allocates comparatively few resources to graffiti control than most other jurisdictions we reviewed. While

centralizing graffiti abatement efforts and enhancing community outreach and coordination with outside groups will significantly improve graffiti control performance, dedicating additional resources to graffiti control may be necessary to ensure that the City's graffiti control efforts – including outreach, enforcement, and abatement – are adequate to achieve graffiti control policy goals.

Recommendations

Recommendation #1   The Chief Operating Officer should centralize all graffiti abatement intake, work order management, vendor contract administration, and data tracking operations in the Transportation and Storm Water Department's Street Division. This should include the provision of adequate staff resources to perform these functions. If the Chief Operating Officer determines that the program should be centralized in a different location, this determination should be based on a comprehensive assessment of the receiving department's capabilities for intake and routing of graffiti complaints, collection and tracking of data for performance reporting, and customer service. (Priority 2)

Recommendation #2   The Transportation and Storm Water Department (TSWD) should work with the Department of Information Technology to ensure that all online reporting capabilities transferred to TSWD are designed to enter graffiti complaint information directly into SAP in a manner similar to TSWD's existing online reporting channels. (Priority 2)

Recommendation #3   The Development Services Department's Neighborhood Code Compliance section (NCC) and the Transportation and Storm Water Department's Street Division should develop a process narrative establishing responsibilities and procedures for 1) NCC to report graffiti abatement requests to the Street Division; and 2) the Street Division and the vendor (if applicable) to refer private property with unabated graffiti to NCC to initiate code compliance cases. (Priority 2)

Recommendation #4   The Mayor should determine whether field graffiti abatement activities can be performed most efficiently and effectively by Street Division crews or a third-party vendor. Once a determination is made, the Chief Operating Officer should take action to centralize field abatement crews by utilizing either Street Division crews or a vendor to perform all field activities. (Priority 2)

Recommendation #5   If the City will continue to utilize a vendor to perform graffiti abatement, the Chief Operating Officer should ensure that adequate resources continue to be provided for contract administration. In addition, the scope of services performed by the vendor should include the provision of an electronic work order management system to facilitate effective routing of complaints between the City and the vendor and to facilitate collection and monitoring of performance information by the City. The Transportation and Storm Water Department should provide training to the vendor to ensure

that all data is collected and recorded consistent with Transportation and Storm Water Department standards, developed pursuant to Recommendation #6. (Priority 2)

Recommendation #6   The Transportation and Storm Water Department (TSWD) revise its existing Standard Operating Procedure (SOP) for graffiti removal to include performance measures for graffiti abatement and include those performance measures in quarterly reporting to the City Council. Performance measures should include target response times for graffiti removal as well as total instances of graffiti removed and square footage. The SOP should also include direction on how to track work order information and log the information into SAP. The SOP should describe how to determine and record the following:

- The date the request was submitted to TSWD (the 'Report Date')
- The date the request was entered into SAP (the 'Notification Date')
- The start and end date/time for graffiti removal in the field
- Whether the graffiti was removed using paint or hydroblasting
- How to measure and record quantity of graffiti removed (Priority 2)

Recommendation #7   The Transportation and Storm Water Department (TSWD) should work with the Department of Information Technology and third-party providers of graffiti reporting channels (such as the Street Report app) to ensure that graffiti complaint reports reach TSWD, and all customers are provided service request tracking information. (Priority 2)

Recommendation #8   The Transportation and Storm Water Department should ensure that graffiti reporting channels accept anonymous complaints and complaints made in Spanish. (Priority 2)

Recommendation #9   The City Administration should ensure that all abatement crews have access to and utilize Graffiti Tracker to better coordinate efforts with law enforcement. (Priority 2)

Recommendation #10   The Chief Operating Officer should increase publicity of the Spray and Pay rewards program and make Spray and Pay awards proactively to residents who provide information on graffiti vandalism that leads to a conviction. (Priority 2)

Recommendation #11   The Chief Operating Officer should direct the San Diego Police Department, Neighborhood Code Compliance, Transportation and Storm Water Department, and the City Attorney's Office to coordinate regular task force meetings with Urban Corps, San Diego Gas and Electric, AT&T, the Metropolitan Transit System, Downtown San Diego Partnership, and other groups responsible for graffiti abatement. This task force should identify ways to leverage existing graffiti control resources to enhance and coordinate graffiti abatement, law enforcement, and outreach and education efforts targeting residents and community organizations. (Priority 2)

Recommendation #12   If the results of the task force recommended previously in this report indicate that additional resources are required to achieve the City's graffiti control policy goals, the Chief Operating Officer should direct the San Diego Police Department, the Transportation and Storm Water Department, Neighborhood Code Compliance, and the City Attorney's Office to prepare a unified proposal to allocate greater resources to graffiti control efforts, including outreach, law enforcement, and abatement. This proposal should be presented to the City Council for consideration. (Priority 2)

Recommendation #13   If the City will continue to utilize a vendor to perform field graffiti abatement services, the Transportation and Storm Water Department should revise the existing Standard Operating Procedure for graffiti removal to include quality assurance procedures, including sampling and spot checks of work performed and periodic review and verification of the vendor's compliance with performance standards developed pursuant to Recommendation #6. (Priority 2)

Recommendation #14   If the City will continue to utilize a vendor to perform field graffiti abatement services, the Chief Operating Officer should direct the Transportation and Storm Water Department and the Purchasing and Contracting Department to renegotiate the contract with the vendor to include performance standards for response times and require the vendor to staff the graffiti hotline, conduct community outreach, utilize Graffiti Tracker, and meet with City graffiti control staff on a regular basis to coordinate efforts. (Priority 2)

Appendix A: Definition of Audit Recommendation Priorities

DEFINITIONS OF PRIORITY 1, 2, AND 3
AUDIT RECOMMENDATIONS

The Office of the City Auditor maintains a classification scheme applicable to audit recommendations and the appropriate corrective actions as follows:

Priority Class[32]	Description[33]	Implementation Action[34]
1	Fraud or serious violations are being committed, significant fiscal or equivalent non-fiscal losses are occurring.	Immediate
2	A potential for incurring significant or equivalent fiscal and/or non-fiscal losses exist.	Six months
3	Operation or administrative process will be improved.	Six months to one year

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[32] The City Auditor is responsible for assigning audit recommendation priority class numbers. A recommendation which clearly fits the description for more than one priority class shall be assigned the higher number.

[33] For an audit recommendation to be considered related to a significant fiscal loss, it will usually be necessary for an actual loss of $50,000 or more to be involved or for a potential loss (including unrealized revenue increases) of $100,000 to be involved. Equivalent non-fiscal losses would include, but not be limited to, omission or commission of acts by or on behalf of the City which would be likely to expose the City to adverse criticism in the eyes of its residents.

[34] The implementation time frame indicated for each priority class is intended as a guideline for establishing implementation target dates. While prioritizing recommendations is the responsibility of the City Auditor, determining implementation dates is the responsibility of the City Administration.

Appendix B: Objectives, Scope, and Methodology

Objectives   In accordance with the City Auditor's FY 2014 Work Plan, and per a request by Councilmember Sherman, we conducted a performance audit of the City's Graffiti Control Program. The City's current Graffiti Control Program comprises various outreach, enforcement, and abatement efforts conducted by several City departments, including the Development Services Department's Neighborhood Code Compliance section (NCC), the Transportation and Storm Water Department's Street Division (Street Division), the San Diego Police Department (SDPD), and the Office of the City Attorney. In addition, the City utilizes a third-party graffiti abatement vendor, Urban Corps, to conduct some abatement activities. Our review had the following objectives:

- Assess the extent to which the program's decentralized structure increases abatement response times, reduces completion rates and productivity, and impedes effective customer service;

- Evaluate the sufficiency and effectiveness of the City's education, outreach, and incentive programs to reduce graffiti vandalism;

- Determine whether the City parties responsible for graffiti abatement collect and disseminate adequate information to enhance law enforcement efforts to apprehend graffiti vandals and reduce graffiti vandalism;

- Evaluate whether the City follows best practices to encourage reporting of graffiti vandalism and ensures that those reporting graffiti are not subject to fear of reprisal; and

- Assess the effectiveness of the City's efforts to manage and oversee the vendor contract for graffiti abatement.

Scope & Methodology   In order to determine the program's regulatory and policy environment, we reviewed applicable laws, policies, and procedures relevant to the City's graffiti control efforts, including the California Penal Code, the San Diego Municipal Code, and departmental procedures relevant to the program. In addition, to establish best practices for graffiti control efforts, we reviewed studies of graffiti control published by the United States Department of Justice (DOJ) and the San Diego Association of Governments (SANDAG).

Additionally, we reviewed the graffiti control programs of thirteen other jurisdictions in order to gain additional information on best practices for graffiti control, and also to identify operational structures that other jurisdictions have found effective for graffiti abatement. Our review included 10 large jurisdictions in California, as well as Chicago, Phoenix, and Denver. The programs of Chicago and Phoenix have been used as models by other jurisdictions in the United States as well as internationally.

To study how the current decentralized structure of abatement operations affects graffiti complaint response times, completion rates, and customer service, we interviewed program managers and intake staff at NCC, the Street Division, and Urban Corps, and we also observed Street Division and Urban Corps crews abate graffiti in the field. In addition, we reported 16 incidents of graffiti in various City neighborhoods to NCC, the Street Division, and Urban Corps to observe how the complaints were responded to.

In order to assess the City's outreach, education, and incentive programs to reduce and report graffiti vandalism, we interviewed current program managers as well as other groups in the community that participate in graffiti control efforts, including the Downtown San Diego Partnership, San Diego Gas and Electric, and WriterzBlok to document current outreach and education efforts performed by the City. In addition, we interviewed previous graffiti control program managers and reviewed graffiti control outreach, education, and incentives programs considered effective by other jurisdictions and the DOJ.

To determine whether the City collects adequate information on graffiti vandalism for law enforcement purposes, we interviewed members of SDPD's Graffiti Strike Force regarding the use of the Graffiti Tracker system, observed how officers use the system to build cases, and documented which abatement crews currently do not utilize Graffiti Tracker. Further, to evaluate whether the City protects residents from fear of reprisal when reporting graffiti, we reviewed whether the City's graffiti-reporting channels allow residents to make complaints anonymously.

Additionally, we evaluated the City's current practices for management and oversight of the vendor contract for graffiti abatement, and compared them to management and oversight practices recommended by federal and City contracting authorities. In addition, we reviewed Urban Corps abatement records from FY 2012 and FY 2013 to determine whether vendor performance reporting is accurate.

We conducted this performance audit in accordance with generally accepted government auditing standards. These standards require that we plan and perform the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for our findings and conclusions based on our audit objectives. We believe that the evidence obtained provides a reasonable basis for our findings and conclusions based on the audit objectives.

Appendix C: Gang Graffiti, Tagger Graffiti, and Total Graffiti Abated by Neighborhood, FY 2011-2013
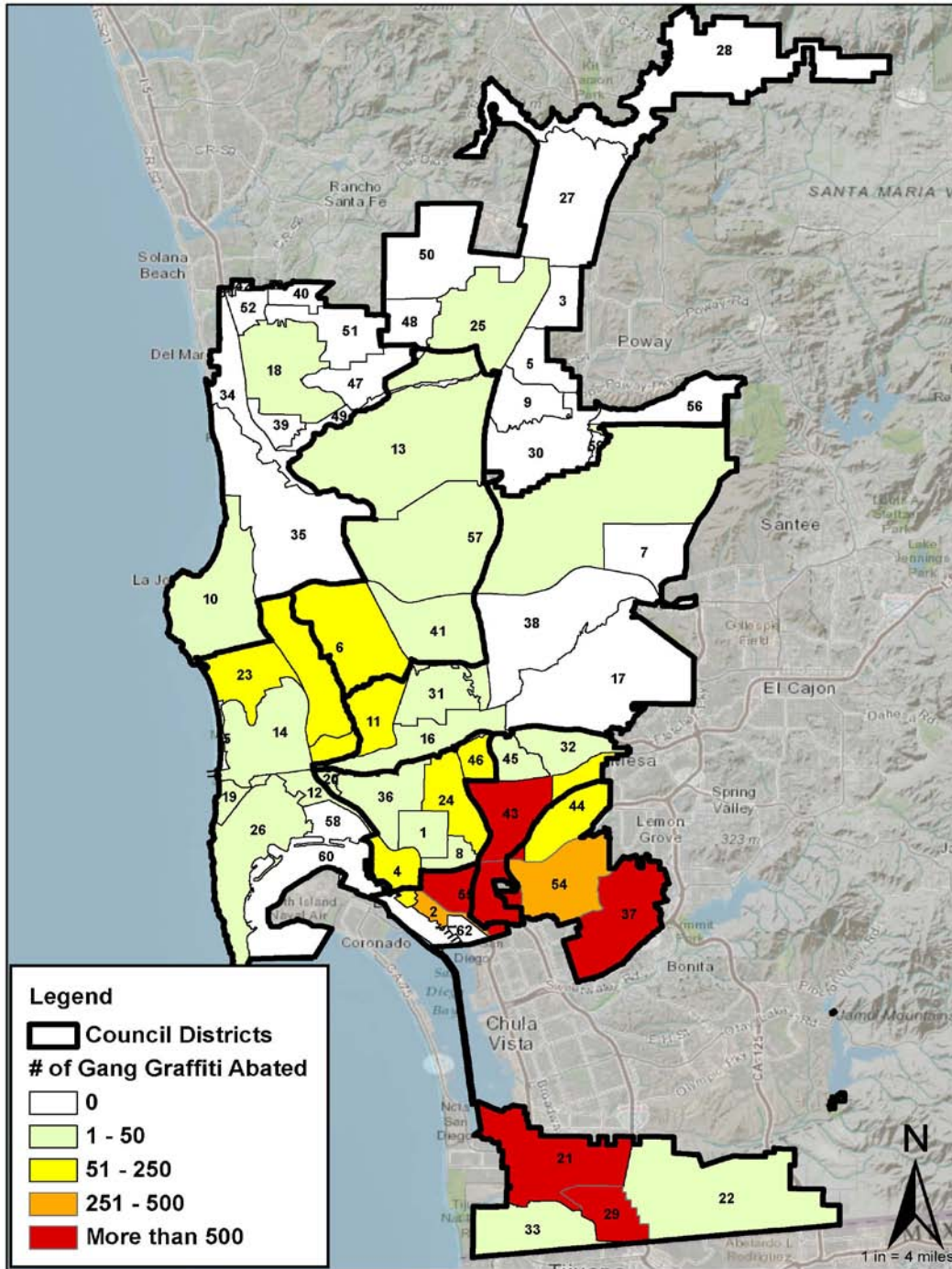
ID#	NEIGHBORHOOD	GANG GRAFFITI	TAGGER GRAFFITI	TOTAL GRAFFITI ABATED
1	Balboa Park	15	152	167
2	Barrio Logan	253	716	969
3	Carmel Mountain Ranch	0	8	8
4	Centre City	77	1,630	1,707
5	Sabre Springs	0	0	0
6	Clairemont Mesa	240	559	799
7	East Elliott	0	0	0
8	Greater Golden Hill	41	167	208
9	Miramar Ranch North	0	0	0
10	La Jolla	6	28	34
11	Linda Vista	87	218	305
12	Midway-Pacific Highway	14	300	314
13	Mira Mesa	3	19	22
14	Mission Bay Park	18	73	91
15	Mission Beach	0	7	7
16	Mission Valley	10	896	906
17	Navajo	0	56	56
18	Carmel Valley	3	1	4
19	Ocean Beach	4	190	194
20	Old San Diego	8	47	55
21	Otay Mesa-Nestor	1,105	3,909	5,014
22	Otay Mesa	15	205	220
23	Pacific Beach	108	319	427
24	Greater North Park	126	774	900
25	Rancho Penasquitos	1	12	13
26	Peninsula	13	52	65
27	Rancho Bernardo	0	24	24
28	San Pasqual	0	0	0
29	San Ysidro	666	865	1,531
30	Scripps Miramar Ranch	0	1	1
31	Serra Mesa	4	28	32
32	College Area	5	75	80

| ID#	NEIGHBORHOOD	GANG GRAFFITI	TAGGER GRAFFITI	TOTAL GRAFFITI ABATED
33	Tijuana River Valley	6	7	13
34	Torrey Pines	0	3	3
35	University	0	1	1
36	Uptown	4	335	339
37	Skyline-Paradise Hills	549	462	1,013
38	Tierrasanta	0	0	0
39	Torrey Hills	0	0	0
40	Fairbanks Country Club	0	0	0
41	Kearny Mesa	7	39	46
42	Via De La Valle	0	0	0
43	Mid-City:City Heights	1,164	3,638	4,802
44	Mid-City:Eastern Area	53	803	858
45	Mid-City:Kensington-Talmadge	12	117	129
46	Mid-City:Normal Heights	94	211	305
47	Del Mar Mesa	0	0	0
48	Torrey Highlands	0	8	8
49	Los Penasquitos Canyon Preserve	0	0	0
50	Black Mountain Ranch	0	0	0
51	Pacific Highlands Ranch	0	1	1
52	NCFUA Subarea 2	0	0	0
53	NCFUA Reserve	0	0	0
54	Southeastern:Encanto Neighborhoods	480	876	1,356
55	Southeastern:Southeastern San Diego	2,950	3,198	6,148
56	Rancho Encantada	0	0	0
57	Miramar Air Station	1	12	13
58	Lindbergh Field	0	3	3
59	Scripps Reserve	0	0	0
60	Harbor	0	1	1
61	Flower Hill	0	0	0
62	32nd Street Naval Station	0	0	0

Source: OCA generated from Graffiti Tracker, SANDAG, and SanGIS information.

Appendix D: Gang Graffiti Abated by Neighborhood, FY 2011-2013

Source: OCA generated from Graffiti Tracker, ESRI, SANDAG, and SanGIS data.

Appendix E: Tagger Graffiti Abated by Neighborhood, FY 2011-2013
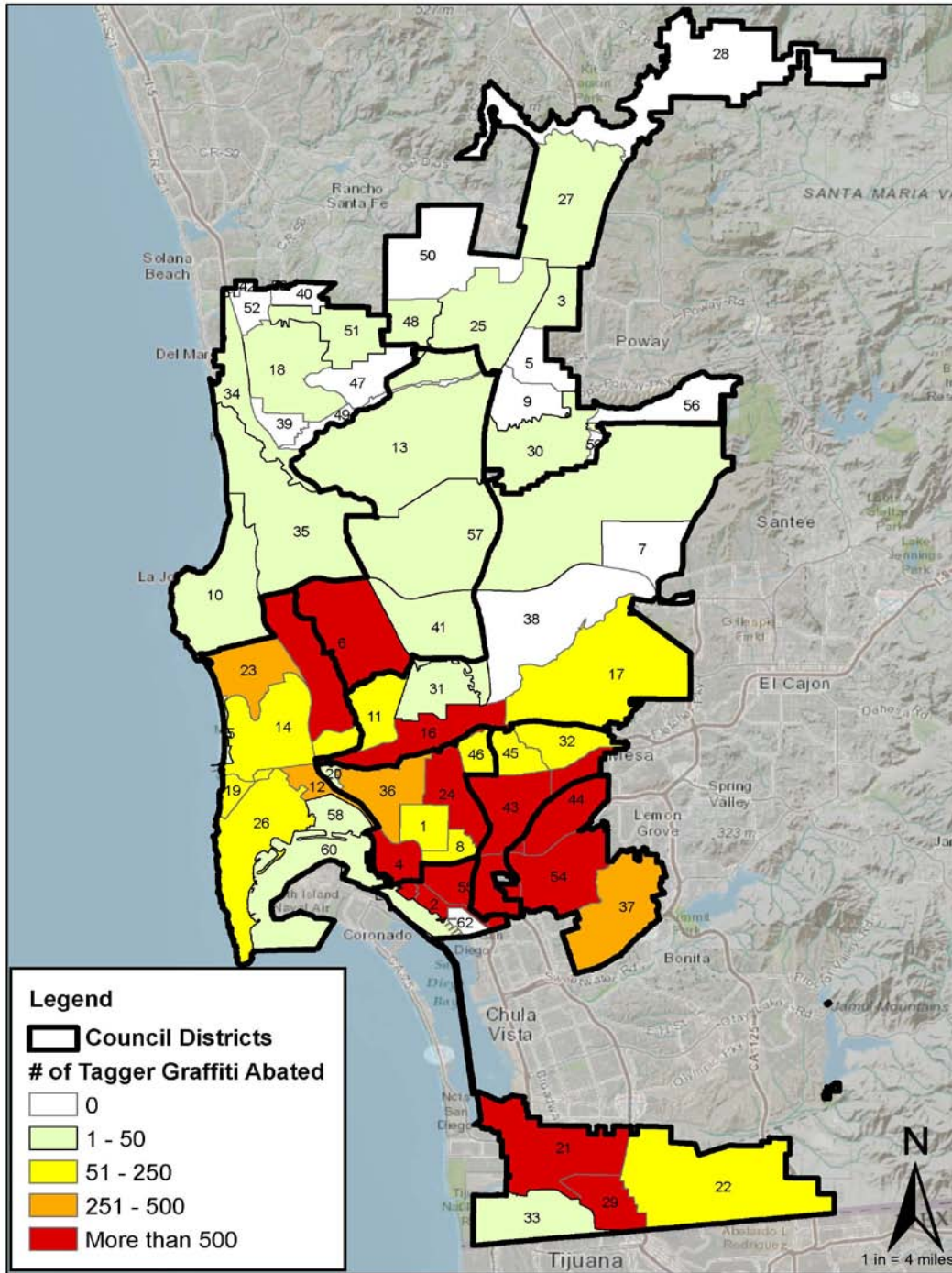
Source: OCA generated from Graffiti Tracker, ESRI, SANDAG, and SanGIS data.

Appendix F: Summary of Graffiti Abatement Program Structures Used by Other Jurisdictions

Jurisdiction	Report Intake and Work Order Management		Responsibility for Field Abatement of Graffiti			
	Centralized	Decentralized	Centralized	Decentralized Based on Geographic Location	Decentralized Based on Property Type	Abatement Conducted by City Crews or Vendor?
Chicago	✓		✓			City Crews
Phoenix	✓		✓			City Crews
Anaheim	✓		✓			Vendor
Los Angeles	✓			✓		Multiple Vendors
San Francisco	✓		✓			City Crews
San Jose	✓		✓			Vendor
Oakland	✓		✓			City Crews
Bakersfield	✓		✓			City Crews
Fresno		✓	✓			Both
Denver	✓		✓			City Crews
Sacramento	✓		✓			City Crews
Long Beach	✓		✓			Vendor
Riverside	✓		✓			City Crews
San Diego		✓			✓	Both

Note: Riverside uses city crews to perform almost all field abatements, but maintains a $32,000 annual contract with a vendor to perform complex abatements that the city crews are not equipped to handle. This is approximately 2 percent of the city's $1.3 million annual graffiti control budget. San Jose uses a vendor to perform an estimated 90 to 95 percent of graffiti abatements, but retains one city staff member to abate graffiti the vendor cannot handle due to safety reasons. Finally, Sacramento uses youth volunteers to abate some graffiti on weekends. We considered these abatement operations to be centralized for the purposes of our review.

Source: OCA generated from listed jurisdictions' information.

Appendix G: Sample City of Los Angeles Online Graffiti Abatement Service Request Status Report

Anti-Graffiti Request System

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Service Request No. 2032571

Request Information

Status:	Close	Assigned To:	West Valley Alliance
Address:	RESEDA BLVD AT ERWIN ST, 91335	Thomas Bro Grid:	530-7J
Comments:	SE corner on green LAMP post	Requested On:	Oct 04, 2013
Cleaning Method(s):	Paint removal Paint Color:green	Last Update On:	Oct 07, 2013
Surface Type:	METAL POLE(S)	Special Case:	

SR Resolution

Work Started:	Oct 07, 2013	Work Finished	Oct 07, 2013

City of Los Angeles
Anti-Graffiti Request System

Source: City of Los Angeles.

Appendix H: Neighborhood Code Compliance Estimated Abatement Costs Used for Restitution Requests

City of San Diego
Graffiti Abatement Cost

Painting Over Graffiti								
Area	< 10 sq. ft.	10-30 sq. ft.	30-60 sq. ft.	60-100 sq. ft.	100-199 sq. ft.	200-300 sq. ft.	300-400 sq. ft.	400-499 sq/ ft.
Estimated Time	1.25 hours	1.50 hours	1.75 hours	2.00 hours	2.25 hours	2.50 hours	2.75 hours	3.00 hours
Description								
Paint	2.00	4.00	7.00	11.00	22.00	33.00	44.00	55.00
Brush	2.50	2.50	2.50	2.50	2.50	5.00	5.00	5.00
Roller	4.25	4.25	4.25	4.25	4.25	8.50	8.50	8.50
Airless Sprayer*	8.75	8.75	8.75	8.75	8.75	8.75	8.75	8.75
Misc Paint Supplies	7.25	7.25	7.25	7.25	7.25	7.25	7.25	7.25
Truck Expense	11.00	14.00	16.00	18.00	20.00	23.00	25.00	27.00
Field Personnel	68.00	82.00	95.00	108.00	122.00	136.00	149.00	163.00
Administrative Staff	20.00	20.00	20.00	20.00	20.00	20.00	20.00	20.00
Shop Overhead	20.00	20.00	20.00	20.00	20.00	20.00	20.00	20.00
Safety Equipment	5.00	5.00	5.00	5.00	5.00	5.00	5.00	5.00
TOTAL	$148.75	$167.75	$185.75	$204.75	$231.75	$266.50	$292.50	$319.50

Graffiti Removal-No Painting								
Area	< 10 sq. ft.	10-30 sq. ft.	30-60 sq. ft.	60-100 sq. ft.	100-199 sq. ft.	200-300 sq. ft.	300-400 sq. ft.	400-499 sq/ ft.
Estimated Time	1.75 hours	2.00 hours	2.25 hours	2.50 hours	2.75 hours	3.00 hours	3.25 hours	3.50 hours
Description								
Chemicals	4.00	10.00	20.00	34.00	67.00	100.00	134.00	167.00
Pressure Washer	30.00	30.00	30.00	30.00	30.00	30.00	30.00	30.00
Truck Expense	16.00	18.00	20.00	23.00	25.00	27.00	29.00	31.00
Field Personnel	190.00	217.00	244.00	271.00	298.00	325.00	352.00	379.00
Administrative Staff	20.00	20.00	20.00	20.00	20.00	20.00	20.00	20.00
Water Recovery	60.00	70.00	80.00	90.00	100.00	110.00	120.00	130.00
Shop Overhead	20.00	20.00	20.00	20.00	20.00	20.00	20.00	20.00
Safety Equipment	5.00	5.00	5.00	5.00	5.00	5.00	5.00	5.00
TOTAL	$345.00	$390.00	$439.00	$493.00	$565.00	$637.00	$710.00	$782.00

Source: NCC.

Appendix I: Sample Performance Report City Requires from Graffiti Abatement Vendor

URBAN CORPS OF SAN DIEGO GRAFFITI DEPARTMENT

DATE: August 2013

	TOTAL MONTHLY
PRIVATE PROPERTY SR REFFERED BY THE CITY	**100**
PRIVATE PROPERTY SR REFFERED BY THE CITY NO GRAFFITI	**17**
PRIVATE PROPERTY SR FROM CONTRACTORS HOTLINE CALL	**89**
PRIVATE PROPERTY SR SELF GENERATED BY UCO CONTRACTOR	**220**
TOTAL PRIVATE PROPERTY	**426**

	TOTAL MONTHLY
PUBLIC PROPERTY SR REFFERED BY THE CITY	**109**
PUBLIC PROPERTY SR REFFERED BY THE CITY NO GRAFFITI	**10**
PUBLIC PROPERTY SR FROM CONTRACTORS HOTLINE CALL	**71**
PUBLIC PROPERTY SR SELF GENERATED BY UCO CONTRACTOR	**159**
TOTAL PUBLIC PROPERTY	**359**

TOTAL # OF HOTLINE CALLS FROM CONTRACTORS HOTLINE	**160**

TOTAL JOBS	**785**
TOTAL SQUARE FEET	**88,216**
LAST YEAR SQ. FT. TOTALS	

Source: Urban Corps.

THE CITY OF SAN DIEGO

M E M O R A N D U M
R E V I S E D

DATE: March 4, 2014

TO: Eduardo Luna, City Auditor

FROM: Tony Heinrichs, Deputy Chief Operating Officer, Infrastructure/Public Works

SUBJECT: Graffiti Control Program Performance Audit

This memorandum is in response to the Performance Audit of the Graffiti Control Program. The Audit provided fourteen (14) recommendations.

RECOMMENDATION #1: The Chief Operating Officer should centralize all graffiti abatement intake, work order management, vendor Contract administration, and data tracking operations in the Transportation & Storm Water Department's Street Division. This should include the provision of adequate staff resources to perform these functions. If the Chief Operating Officer determines that the program should be centralized in a different location, this determination should be based on a comprehensive assessment of the receiving department's capabilities for intake and routing of graffiti complaints, collection and tracking of data for performance reporting, and customer service. (Priority 2)

RESPONSE: Agree

Management agrees that consolidating the functions of the Graffiti Control Program under one department will improve the overall performance of the program. The Graffiti Control Program use to be budgeted in only the Development Services Department's Neighborhood Code Compliance Division for both private and public abatement. In Fiscal Year 2009 the program had grown to 12.5 FTE's at a cost of $1,035,042 for personal expense along with an abatement contract. Due to the extraordinary fiscal constraints the City was facing beginning in 2008 this was one of many citywide programs which were reduced and/or consolidated.

The TSWD will take the lead and work with staff from the Development Services Department to determine and develop new Standard Operating Procedures (SOP) for the intake and delegation of graffiti complaints, and the abatement procedures for both public and private graffiti removal. Staff will initiate a pilot in the latter half of FY15 on the new processes and SOP so that final

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decision(s) on staffing, budget and other operations needs can be considered for the FY16 budget process.

Timeline to Implement: Pilot within 8 months and full implementation in Fiscal Year 2016

RECOMMENDATION #2: The Transportation & Storm Water Department (TSWD) should work with the Department of Information Technology to ensure that all online reporting capabilities transferred to TSWD are designed to enter graffiti complaint information directly into SAP in a manner similar to TSWD's existing online reporting channels. (Priority 2)

RESPONSE: Agree

Currently, the TSWD collects similar types of data using a legacy version of SAP Asset Management. The legacy system will no longer be functional upon the completion of the citywide Enterprise Asset Management (EAM) system which is currently in development. TSWD is participating in the "blueprinting" process to determine what assets will be included in the new EAM development efforts and as such reconfiguring the legacy system while blueprinting for the new EAM development is not an efficient use of staff and resources. The timeline for completing EAM development is 2017.

Prior to the EAM development staff will develop an interim process for reporting and streamlining the process of receiving and reporting graffiti complaints. This will be done during the pilot as referenced in Recommendation #1.

Timeline to implement: Pilot to begin within 8 months. EAM completion in Fiscal Year 2017

RECOMMENDATION #3: The Development Services Department's Neighborhood Code Compliance section (NCC) and the Transportation &Storm Water Department Street Division should develop a process narrative establishing responsibilities and procedures for 1) NCC to report graffiti abatement requests to the Street Division; and 2) the Street Division and the vendor (if applicable) to refer private property with unabated graffiti to NCC to initiate code compliance cases. (Priority 2)

RESPONSE: Agree

TSWD Street Division will work with the DSD Neighborhood Code Compliance Division to better understand current practices and will develop Standard Operating Procedures (SOP) establishing responsibilities and procedures to better respond to complaints of graffiti. Final recommendations will be presented to the Graffiti Task Force for consideration.

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Timeline for Implementation: First quarter of Fiscal Year 2016

RECOMMENDATION #4: The Mayor determines whether field graffiti abatement activities can be performed most efficiently and effectively by Street Division crews or vendor. Once a determination is made, the Chief Operating Officer should take action to centralize field abatement crews by utilizing either Street Division crews or a vendor to perform all field activities. (Priority 2)

RESPONSE: Agree

This review and assessment will be done prior to the final development for the pilot to begin in the latter half of FY15. Any decision associated with potential outsourcing of labor union work will need to be reviewed by Labor Relations staff and may require the City and the Labor Unions to participate in the meet and confer process.

Timeline for Implementation: First quarter of Fiscal Year 2016

RECOMMENDATION #5: If the City will continue to utilize a vendor to perform graffiti abatement, the Chief Operating Officer should ensure that adequate resources continue to be provided for contract administration. In addition, the scope of services performed by the vendor should include the provision of an electronic work order management system to facilitate effective routing of complaints between the City and the vendor and to facilitate collection and monitoring of the performance information by the City. The Transportation and Storm Water Department should provide training to the vendor to ensure that all data is collected and recorded consistent with Transportation & Storm Water Department standards, developed pursuant to Recommendation #6, below. (Priority 2)

RESPONSE: Agree

At the end of the pilot, as referenced above, staff will recommend the level of resources for the FY16 budget process. Additionally, all future scope of services performed by a vendor would include a provision to provide an electronic work order management system to facilitate effective routing of complaints between the City and the vendor and to facilitate collection and monitoring of performance data by the City. The TSWD would provide training to the vendor to ensure that all data is collected and recorded consistent with the developed standards, pursuant to Recommendation #6, below.

Timeline to Implement: First quarter of Fiscal Year 2016

RECOMMENDATION #6: The Transportation & Storm Water Department revised its existing Standard Operating Procedure (SOP) for graffiti removal to include performance measures for graffiti abatement and include those performance measures in a quarterly

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report to the City Council. **Performance measures should include target response times for graffiti removal as well as total instances of graffiti removed and square footage. The SOP should also include direction on how to track work order information and log the information into SAP. The SOP should describe how to determine and record the following:**

- **The date the request was submitted to TSWD (the 'Report Date')**
- **The date the request was entered into SAP (the 'Notification Date')**
- **The start and end date/time for graffiti removal in the field**
- **Whether the graffiti was removed using paint or other methods**
- **How to measure and record quantity of graffiti removed (Priority 2)**

RESPONSE: Agree

Timeline to Implement: First quarter of Fiscal Year 2016

RECOMMENDATION #7: The Transportation & Storm Water Department (TSWD) should work with the Department of Information Technology and third-party providers of graffiti reporting channels (such as the Street Report app) to ensure that graffiti complaint reports reach TSWD, and customers are provided service request tracking information. (Priority 2)

RESPONSE: Agree

Currently, the TSWD and DSD Departments utilize various intake methods which allow residents to report graffiti complaints. Staff will work to developed streamlined processes for reporting and tracking purposes. Final recommendations will be presented to the Graffiti Task Force for consideration.

Timeline to Implement: First quarter of Fiscal Year 2016

RECOMMENDATION #8: The Transportation & Storm Water Department should ensure that graffiti reporting channels accept anonymous complaints and complaints made in Spanish. (Priority 2)

RESPONSE: Agree

Staff will ensure complaints can be reported anonymously and in Spanish.

Timeline to Implement: 6 months

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RECOMMENDATION #9: The City Administration should ensure that all abatement crews have access to and utilize Graffiti Tracker to better coordinate efforts with law enforcement. (Priority 2)

RESPONSE: Agree

TSWD and the San Diego Police Department will work together to determine if Graffiti Tracker system is able to be used by all abatement crews for better coordination with law enforcement.

Timeline for Implementation: First quarter of Fiscal Year 2015

RECOMMENDATION #10: The Chief Operating Officer should increase publicity of the Spray and Pay rewards program and make Spray and Pay awards proactively to residents who provide information on graffiti vandalism that lead to a conviction. (Priority 2)

RESPONSE: Agree

San Diego Police Department will take the lead on this increased publicity.

Timeline for Implementation: 6 Months

RECOMMENDATION #11: The Chief Operating Officer should direct the San Diego Police Department, Neighborhood Code Compliance, Transportation and Storm Water Department, and the City Attorney's Office to coordinate regular task force meetings with Urban Corps, San Diego Gas and Electric, AT&T, the Metropolitan Transit System, Downtown San Diego Partnership, and other groups responsible for graffiti abatement. This task force should identify ways to leverage existing graffiti control resources to enhance and coordinate graffiti abatement, law enforcement, and outreach and education efforts targeting residents and community organizations.(Priority 2)

RESPONSE: Agree

TSWD will take the lead on creating a Graffiti Task Force comprised of various departments and agencies involved in graffiti abatement. This task force will begin in July 2014.

Timeline for Implementation: 6 months

RECOMMENDATION #12: If the results of the graffiti task force recommended above indicate that additional resources are required to achieve the City's graffiti control policy goals, the Chief Operating Officer should direct the San Diego Police Department, the Transportation & Storm Water Department, Neighborhood Code Compliance, and the City Attorney's Office to prepare a unified proposal to allocate greater resources to graffiti control efforts, including

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outreach, law enforcement, and abatement. This proposal should be presented to the City
Council for consideration. (Priority 2)

RESPONSE: Agree

See response to Recommendation #1

Timeline for Implementation: Pilot within 8 months and full implementation in Fiscal Year
2016

RECOMMENDATION #13: If the City will continue to utilize a vendor to perform field graffiti
abatement services, the Transportation & Storm Water Department should revise the existing
Standard Operating Procedure (SOP) for graffiti removal to include quality assurance
procedures, including sampling and spot checks of work performed and periodic review and
verification of the vendor's compliance with performance standards developed pursuant to
Recommendation #6 above. (Priority 2)

RESPONSE: Agree

If the City continues to use a vendor for graffiti abatement, TSWD will develop a Standard
Operating Procedure (SOP) for graffiti removal by a vendor, quality assurance, sampling, and spot
checks of work performed including the periodic review and verification of the vendor's compliance
with performance standards.

Timeline for Implementation: Fiscal Year 2016

RECOMMENDATION #14: If the City will continue to utilize a vendor to perform field
graffiti abatement services, the Chief Operating Officer should direct the Transportation &
Storm Water Department and the Purchasing and Contracting Department to renegotiate
the contract with the vendor to include performance standards for response times and
require the vendor to staff the graffiti hotline, conduct community outreach, utilize Graffiti
Tracker, and meet with City graffiti control staff on a regular basis to coordinate efforts.
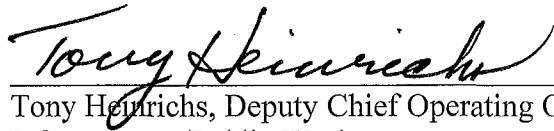
RESPONSE: Agree

Upon completion of the six (6) month Graffiti Pilot Program, if the City were to continue to
utilize a vendor to perform field graffiti abatement services, the Chief Operating Officer would
direct the Transportation & Storm Water Department and the Purchasing and Contracting
Department to renegotiate the contract with the vendor to include performance standards for
response times and require the vendor to staff the Graffiti Hotline, conduct community outreach,
utilize Graffiti Tracker, and meet with City graffiti control staff on a regular basis to coordinate
efforts.

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Final recommendations may vary depending on the results of the Graffiti Study, Graffiti Pilot
Program and recommendations and proposal presented by the Graffiti Task Force.

Timeline for Implementation: First quarter of Fiscal Year 2016

Tony Henrichs, Deputy Chief Operating Officer
Infrastructure/Public Works

cc: Scott Chadwick, Chief Operating Officer
        Stacey LoMedico, Assistant Chief Operating Officer
        Ron Villa, Deputy Chief Operating Officer
        Shelly Zimmerman, Chief, Police Department
        Mario X. Sierra, Interim Director, Department of Information Technology
        Robert Vacchi, Director, Development Services Department
        John Helminski, Deputy Director, Street Division
        Tina Williams, Sergeant, San Diego Police Department
        Marta Sullivan, Program Manager, San Diego Police Department
        Tony Khalil, Senior Civil Engineer, Development Services Department