



GRAFFITI ACTION PLAN 2021 - 2024

Acknowledgement of Country

Townsville City Council acknowledges the Wulgurukaba of Gurambilbarra and Yunbenun, Bindal, Gugu Badhun and Nywaigi as the Traditional Owners of this land. We pay our respects to their cultures, their ancestors, and their Elders, past and present – and all future generations.

Image front cover: Kennie Deaner, *Untitled* [Agora House] 2014 (Commissioned Art)

Image back cover: Leans, *Mother Earth* 2017 (Commissioned Art)

Mayoral Foreword

Townsville is a wonderful place to live and visit, with natural and built assets that are the envy of cities across the globe. I am particularly proud of the collection of commissioned street art across our city. It looks great and really adds to the amenity of our home.

Unfortunately, there are some in our community who think it's okay to deface and destroy these assets and artworks with graffiti. Graffiti is a scourge on our community. Not only does it detract from our private and public property and spaces, but it also costs ratepayers to remove and repair.

From 2016-2020 the cost of removing illegal graffiti from Townsville City Council assets alone was more than \$265,000. The cost to the community is far beyond the price of removing more than 1,500 pieces of destructive graffiti, but rather means less money is able to be spent on more proactive and community-based programs throughout our city.

Townsville City Council's Graffiti Action Plan has been developed to provide a clear direction in the prevention and management of illegal graffiti across our city. Working closely with our community and in conjunction with an array of stakeholders, Council aims to take action on illegal graffiti in our public spaces and encourage our community to actively report illegal activity, while still contributing heavily to the arts and cultural aspect of our city.

As a Council we look forward to working hand in hand with our community to reduce the amount of illegal graffiti throughout our city in line with the Graffiti Action Plan and endeavour to work with stakeholders to set a trend of reducing this behaviour into the future.

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Introduction

The Townsville City Council *Graffiti Action Plan 2021 – 2024* has been developed to provide Council with a clear direction in the prevention and management of illegal graffiti. This prosocial response will work in conjunction with community and organisations to facilitate better outcomes for all parties.

This Action Plan aims to:

- Increase awareness and reporting of illegal graffiti in our public spaces.
- Encourage proactive and positive initiatives around graffiti.
- Increase partnerships with Community and Agencies to reduce illegal graffiti.
- Streamline Council governance around the management of graffiti that are cost and resource effective.

In 2020, Council published the Townsville Liveability Study, which showed that the top three care factor values for Townsville residents are Elements of the natural environment, Sense of neighbourhood safety and General condition of the public space (Townsville City Council, 2020a). With these top three care factors in mind, Townsville City Council is committed to ensuring that the Graffiti Action Plan addresses these priorities.

The Graffiti Action Plan has four priority areas with associated actions, milestones and key performance indicators which will assist Council to provide long term and effective strategies for addressing illegal graffiti in Townsville.



Woolcock Street artwork (Commissioned Art)

Methodology

A project leadership team (PLT) was developed with representatives from different sections of Council with touch points in the reporting, management or removal of illegal graffiti, including the delivery of street art.

The PLT met monthly to discuss and provide feedback in relation to the formation of the Graffiti Action Plan. Individual consultation meetings also occurred with the identified sections of Council to create a mapping system for the management of graffiti.

A stakeholder engagement strategy identified groups with significant links in areas such as prevention and enforcement.

The stakeholders identified included:

- Officers in Charge of Townsville Police Stations (City, Deeragun, Stuart, Kirwan, Mundingburra).
- Department of Transport and Main Roads.
- Townsville Youth Council.
- Townsville Schools – School Captains.
- Headspace Townsville.
- Police Citizens Youth Club (PCYC).
- Townsville Street Artists.

These stakeholders were identified due to their subject matter expertise and as an opportunity to develop collaborative and effective approaches to managing illegal graffiti and addressing the underlying causes. During the engagement process, surveys were completed by some stakeholders relating to the following areas:

- Individuals' general perception of illegal graffiti.
- The challenges for catching and convicting illegal graffiti offenders.
- Individuals' perception of what is 'offensive' illegal graffiti.
- Ideas for graffiti prevention programs and or projects.
- The difference between legal street art and illegal graffiti.



Example of illegal graffiti in Ogden Street

The responses to the surveys highlighted the following trends:

- A need for the development of graffiti prevention programs and projects to reduce illegal graffiti.
- A need for positive collaborations between stakeholders to address illegal graffiti.
- Recognition that offensive graffiti can take a variety of different forms.
- A need for the provision of legal avenues for graffiti artists to undertake street art (Townsville City Council, 2021b).

A detailed risk assessment was undertaken using Council's risk assessment framework. Council manages risk in accordance with *ISO 31000:2018 Risk Management principles* and if effectively implemented, the principles are designed for risk management to provide value creation and protection to Council and the community.

A Risk Management Plan was developed, mitigation strategies and actions to reduce the severity of the risks identified were documented. Monitoring, reviewing, communicating, and consulting are continuous processes of the Graffiti Action Plan risk profile.

Understanding Graffiti

Council defines graffiti as the destruction of property caused by spraying, writing, drawing, marking or otherwise applying paint or another marking substance, or scratching or etching, which has been done without the consent of the owner of the property (Townsville City Council, 2012c).

For Council, graffiti has a significant impact on resourcing and the general aesthetics of our public spaces and assets. A space may be more vulnerable to graffiti due to its location, types of infrastructure, level of maintenance and accessibility.

One of the primary methods for the prevention of illegal graffiti in public spaces that Council adopts is to remove the incidences as quickly as possible. Theories that subscribe to this approach include the Broken Window Theory which states that visible signs of crime, anti-social behaviour, and civil disorder create an urban environment that encourages further crime and disorder (Wilson et al., 1982). The theory goes on to say that methods that target the minor representation or beginning of an issue tend to reduce the likelihood of further issues or the escalation of that issue occurring (Wilson et al.,1982).

Council is also adopting and implementing the concept of Crime Prevention Through Environmental Design (CPTED) which is a multi-disciplinary approach of crime prevention that uses urban and architectural design and management of built and natural environments, to reduce victimization, deter offenders and build a sense of community (The International Crime Prevention Through Environmental Design Association, 2021).

Council undertakes both proactive and reactive Community Safety Audits in public spaces as a way of identifying potential CPTED issues and to reduce antisocial behaviours and opportunistic crime. The Townsville City Plan also includes considerations for the implementation of CPTED principles.

WHAT IS ILLEGAL GRAFFITI?

Often there can be confusion around the difference between legal street art and illegal graffiti – both can occupy a public space and can have artistic value however, permission has been identified as the main point of difference.

Generally legal street art has been commissioned or the artist has been given permission to undertake artwork in the space and the art can be about sharing concepts or starting conversations. Illegal graffiti may be more focussed around ownership and territoriality or as an antisocial behaviour and no permission from the asset owner is sought (Legal Vision, 2018).

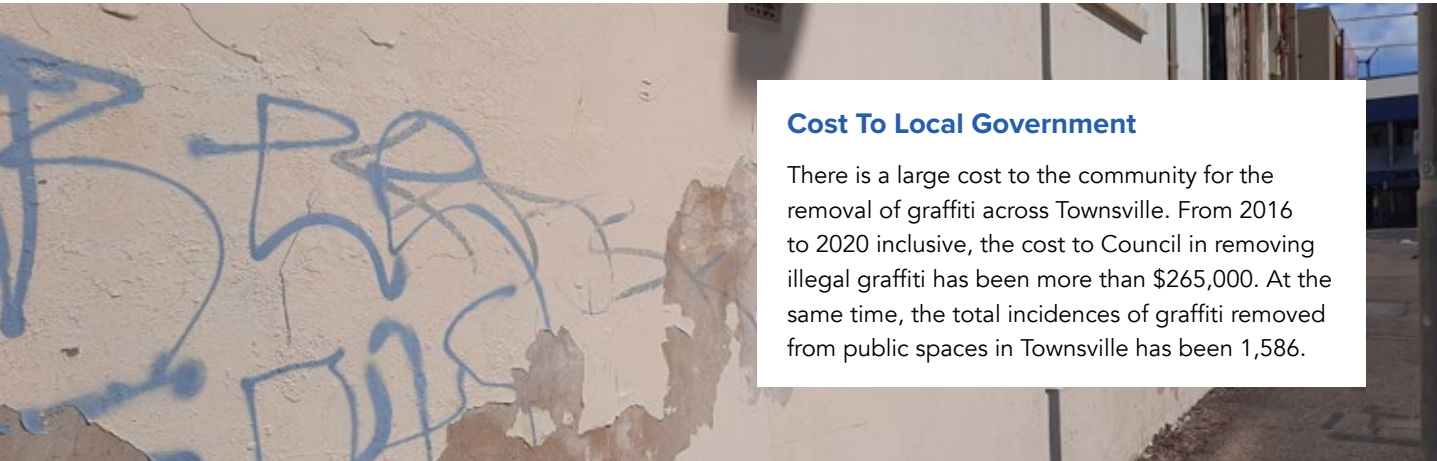
The Queensland Government identifies graffiti as a crime when there is damage to property caused by:

Spraying, writing, drawing, scratching or etching, marking or applying paint or another marking substance to a person's property without their consent (Queensland Government, 2021).

In Townsville, some of the primary illegal graffiti types include tags (usually the artists name or identifier), scratching or etching on a surface and throw ups (different colours used).

From 2016 – 2020, the top five graffitied public assets in Townsville were:

Public Asset	# Incidences	Financial Burden
Toilet Block	417	\$57,590.99
Park Vicinity	226	\$30,853.92
Building	179	\$31,683.69
Road	165	\$35,390.34
Bridge	90	\$23,956.72



Example of illegal graffiti in Ogden Street

Cost To Local Government

There is a large cost to the community for the removal of graffiti across Townsville. From 2016 to 2020 inclusive, the cost to Council in removing illegal graffiti has been more than \$265,000. At the same time, the total incidences of graffiti removed from public spaces in Townsville has been 1,586.

Community & Cost

The cost of addressing illegal graffiti in public spaces has both financial and social impacts.

There are several reasons why graffiti provokes community concern, including:

- It is a visual type of crime and can denote a sense of disorder in a community.
- It is untidy and unsightly and detracts from a community's general positive aesthetics.
- It has a significant cost attached to managing and removing (Morgan & Louis, 2009).

QUEENSLAND POLICE SERVICE DATA

The following QPS data represents the number of wilful damage offences in Townsville reported from 2016 to part of 2020. Wilful damage includes acts of graffiti within its category.

There is a financial and a human cost associated with these offences including the cost of courts, police resourcing, sentencing and the cost to the individual.

2016	2017	2018	2019	2020
2,046	1,883	2,039	1,966	1,745

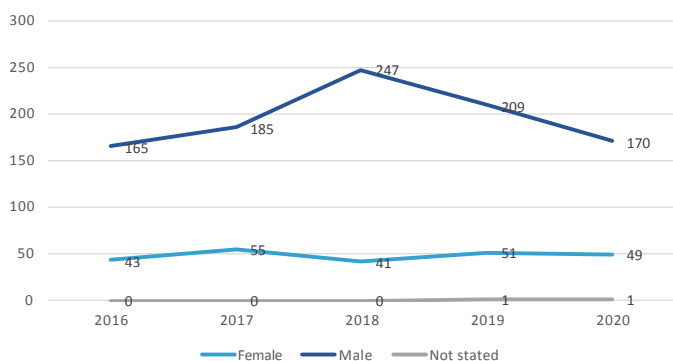
TOP 10 SUBURBS WITH HIGHEST INCIDENCE OF GRAFFITI

2016	2017	2018	2019	2020
Kirwan	Kirwan	Kirwan	Kirwan	Kirwan
Vincent	Townsville City	Aitkenvale	Aitkenvale	Townsville City
Kelso	Aitkenvale	Townsville City	Garbutt	Aitkenvale
Aitkenvale	Kelso	Kelso	Townsville City	Garbutt
Townsville City	Vincent	Condon	Kelso	North Ward
Rasmussen	Garbutt	Thuringowa Central	Heatley	Kelso
Garbutt	Rasmussen	Heatley	North Ward	Condon
Wulguru	Heatley	Garbutt	Rasmussen	Rasmussen
Heatley	North Ward	Rasmussen	Thuringowa Central	Heatley
Condon	Condon	North Ward	Pimlico	South Townsville

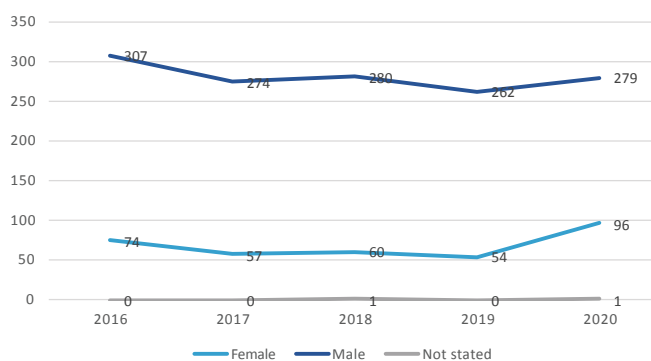
(M. Barker, personal communication, April 4, 2021) - The data represented above has been obtained by Queensland Police Service, under the offence of 'Wilful Damage' and does not only represent graffiti instances in Townsville.

The graphs below represent the number of reported offenders by age and sex, graffiti and wilful damage (not elsewhere classified) offences, in the Townsville Local Government Area (LGA).

Offenders aged 10 to 17



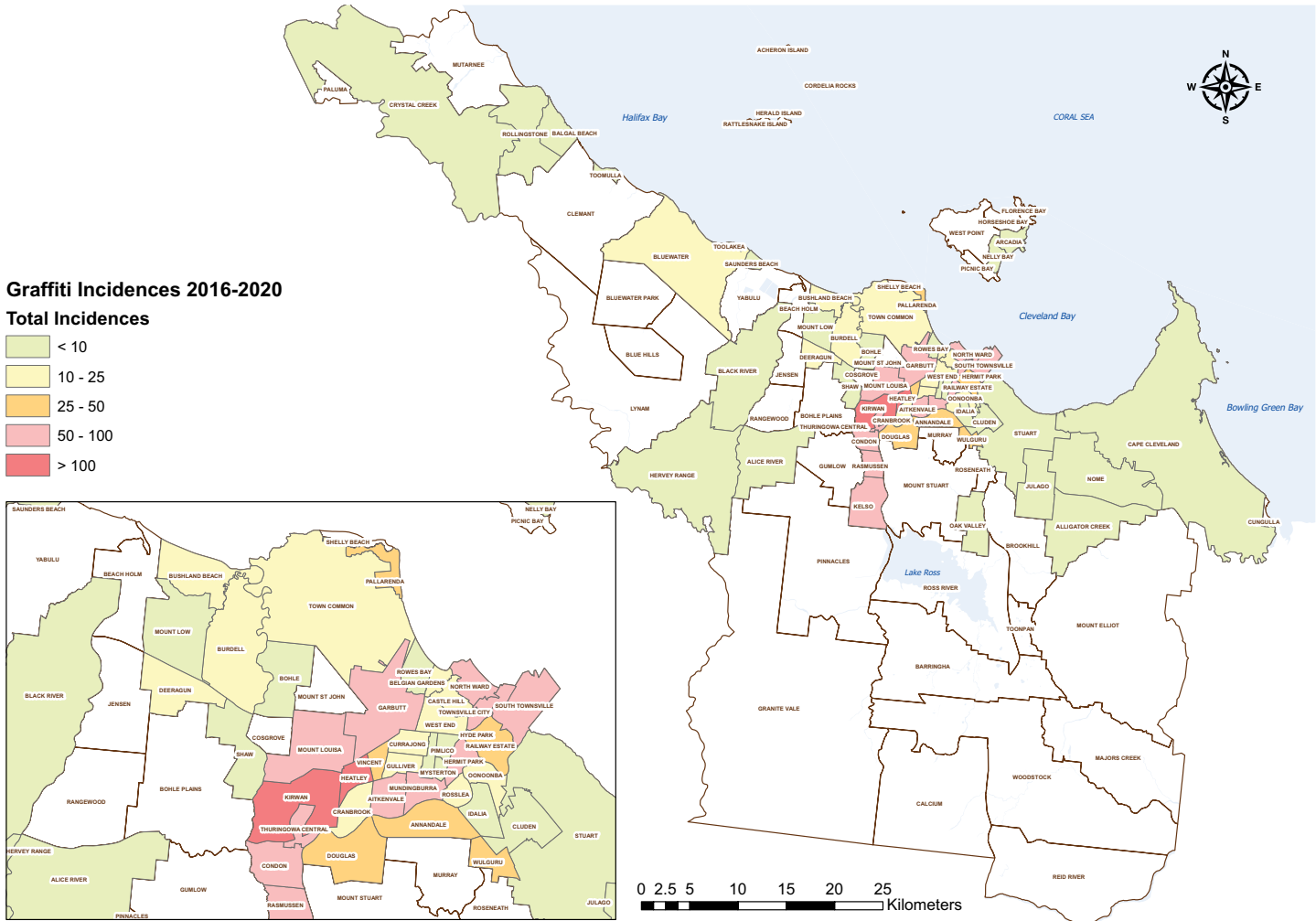
Offenders aged 18+



Townsville City Council analysis of Queensland Police Service Data

LOCAL GOVERNMENT DATA

Illegal Graffiti Incidents



Data sourced from Townsville City Council Property Services, map created March 2021.



Example of illegal graffiti in Ogden Street

Roles & Responsibilities

Following is a table that outlines the roles and responsibilities in relation to the management of graffiti.

RESPONSIBILITIES	Federal Government	State Government	Local Government	Community Organisations, Groups & Clubs	Community Members	Commercial Groups and Businesses
Creation of National Legislation and Laws in relation to graffiti management	•					
Enforcement of illegal graffiti legislation, state laws and local laws	•	•	•			
Management of illegal graffiti reparation projects – Community Service Orders and Restorative Justice Conferencing	•	•				
Participate in illegal graffiti reparation projects – Community Service Orders and Restorative Justice Conferencing			•	•		•
Reporting of illegal graffiti behaviours/actions to Police, Policelink or Crimestoppers			•	•	•	•
Reporting of instances of illegal graffiti on public, government, or commercial assets		•	•	•	•	•
Correct/remove illegal graffiti from residences, businesses, or private commercial assets				•	•	•
Correct/remove illegal graffiti from public spaces and assets and road infrastructure	•	•	•			
Provision of online graffiti prevention resources	•	•	•			
Offers graffiti prevention and intervention programs to the community			•	•		
Provision of grant and partnership opportunities for addressing illegal graffiti	•	•	•	•		•

Council engages in proactive programs and projects which foster community connectedness, positive ownership of public spaces, avenues for reporting problems and working with the community to problem solve. Programs Council run to assist in reducing instances of illegal graffiti are:

- Neighbour Day programs (including Christmas Together)
- Snap, Send Solve and iCouncil apps
- G'day Neighbour campaign
- Love your park information cards
- Community Safety Audits
- Townsville Dashboards
- Grants and Partnerships

Action Plan

Priority Area 1: A prosocial response to graffiti in Townsville

OUTCOME: Community responds quickly to illegal graffiti incidences

ACTION 1.1: Residents are encouraged to use reporting avenues such as Snap Send Solve for incidences of illegal graffiti on public assets

YEAR ONE	YEAR TWO	YEAR THREE
1 x Promotional activity highlighting the use of Council Apps	1 x Promotional activity highlighting the use of Council Apps	1 x Promotional activity highlighting the use of Council Apps

KEY PERFORMANCE INDICATOR:
Illegal graffiti reported through Council apps

OUTCOME: Community has clear avenues for addressing illegal graffiti

ACTION 1.2: Council will work with Community Organisations to support activities with young people and emerging street artists to promote a healthy outlet for street art

YEAR ONE	YEAR TWO	YEAR THREE
1 x Promotional activity to inform the community of the Galleries toolkit and measure download activity of Galleries toolkit	1 x Promotional activity to inform the community of the Galleries toolkit and measure download activity of Galleries toolkit	1 x Promotional activity to inform the community of the Galleries toolkit and measure download activity of Galleries toolkit
2 x Community Organisation partnerships developed	4 x Community Organisation Partnerships Developed	4 x Community Organisation Partnerships Developed
2 x Promotional activity to inform community organisations of grant opportunities to address illegal graffiti	2 x Promotional activity to inform community organisations of grant opportunities to address illegal graffiti	2 x Promotional activity to inform community organisations of grant opportunities to address illegal graffiti

KEY PERFORMANCE INDICATOR:
Downloads of the Galleries toolkits from the public website
Grants applied for, to address illegal graffiti

OUTCOME: Community has access to resources to assist in reducing illegal graffiti

ACTION 1.3: Provide graffiti removal kits and make available to individuals and businesses to aid in the removal of illegal graffiti

YEAR ONE	YEAR TWO	YEAR THREE
2 x promotional activities	2 x promotional activities	2 x promotional activities
Kits dispersed	Kits dispersed	Kits dispersed

ACTION 1.4: Provide volunteer opportunities for the community to remove graffiti using Council's graffiti removal kits

YEAR ONE	YEAR TWO	YEAR THREE
Facilitate 2 x Community Graffiti Clean-up Sessions	Facilitate 2 x Community Graffiti Clean-up Sessions	Facilitate 2 x Community Graffiti Clean-up Sessions

ACTION 1.5: Council will maintain a series of graffiti management resources (including videos, checklists, and printable information) on its public website

YEAR ONE	YEAR TWO	YEAR THREE
Create 1 x 'how to' video	1 x review of webpage and resources	1 x review of webpage and resources
Development of graffiti resource webpage		
3 x Promotion of resources to Community on website		
KEY PERFORMANCE INDICATOR: Number of graffiti removal kits distributed Number of graffiti removal programs undertaken Number of visitors to Council's community safety webpage		

Priority Area 2: Utilising partnerships to address illegal graffiti

OUTCOME: External funding secured to assist with graffiti management and removal

ACTION 2.1: Council will apply for relevant graffiti management funding as it becomes available

YEAR ONE	YEAR TWO	YEAR THREE
Council applies for any appropriate funding opportunities that relate to graffiti management	Council applies for any appropriate funding opportunities that relate to graffiti management	Council applies for any appropriate funding opportunities that relate to graffiti management
KEY PERFORMANCE INDICATOR: Relevant Council sections are signed up to Townsville Funding Finder Increase in external funding to support Council's removal of graffiti		

OUTCOME: Council supports other groups/agencies in their efforts to reduce illegal graffiti

ACTION 2.2: Work with organisations / groups to build capacity to establish or run programs associated with reducing illegal graffiti

YEAR ONE	YEAR TWO	YEAR THREE
Work with all organisation and groups who request support to reduce illegal graffiti	Work with all organisation and groups who request support to reduce illegal graffiti	Work with all organisation and groups who request support to reduce illegal graffiti
ACTION 2.3: Solidify and formalise relationships with identified agencies and organisations (Queensland Police Services (QPS), Ergon, Telstra, Community Corrections, Restorative Justice Representatives etc) on reporting and managing illegal graffiti		
YEAR ONE	YEAR TWO	YEAR THREE
1 x meeting with identified organisations to formalise arrangements	Quarterly check-ins with identified organisations	Quarterly check-ins with identified organisations
		Review formalised arrangements
KEY PERFORMANCE INDICATOR: Number of graffiti programs run by community Funding applied for through Council's Grants and Partnerships Program Number of partnerships formalised with external agencies		

Priority Area 3: Public spaces that are aesthetically pleasing and well activated

OUTCOME: Council public spaces are well activated and free from illegal graffiti		
ACTION 3.1: Council will include illegal graffiti removal in public spaces as a Community Service Order (CSO) option for offenders and actively participate in Restorative Justice Conferencing.		
YEAR ONE	YEAR TWO	YEAR THREE
1 x program delivered where Community Service Order engaged in graffiti removal	2 x program delivered where Community Service Order engaged in graffiti removal	3 x program delivered where Community Service Order engaged in graffiti removal
Council attends all requests for Restorative Justice Conferencing	Council attends all requests for Restorative Justice Conferencing	Council attends all requests for Restorative Justice Conferencing
ACTION 3.2: Council will develop criteria for identifying illegal graffiti hotspots in public spaces with repeated and continuous issues and action as appropriate		
YEAR ONE	YEAR TWO	YEAR THREE
Criteria formulated	2 x data analysis on reported illegal graffiti to identify hotspots	2 x data analysis on reported illegal graffiti to identify hotspots
2 x data analysis on reported illegal graffiti to identify hotspots	Development Assessment applications have Crime Prevention through Environmental Design Principles considered	Review of process
Development Assessment applications have Crime Prevention through Environmental Design Principles considered		Development Assessment applications have Crime Prevention through Environmental Design Principles considered
ACTION 3.3: Council will commit to reporting illegal graffiti observed through CCTV to Queensland Police Services and monitoring the outcome from Policelink		
YEAR ONE	YEAR TWO	YEAR THREE
All Policelink referrals are closed with an outcome	All Policelink referrals are closed with an outcome	All Policelink referrals are closed with an outcome
ACTION 3.4: Development of a Community Adopt a Public Asset Pilot Program to engage community members to take ownership of public spaces		
YEAR ONE	YEAR TWO	YEAR THREE
1 x pilot program developed and marketed to community	10 x assets adopted	20 x assets adopted
ACTION 3.5: Activate identified illegal graffiti public hotspots by working with Community Organisations / Businesses / Artists to encourage increased usage		
YEAR ONE	YEAR TWO	YEAR THREE
Identification and promotions of hotspot locations	Identification and promotions of hotspot locations	Identification and promotions of hotspot locations
Match community organisations with identified hotspot	Match community organisations with identified hotspot	Match community organisations with identified hotspot
KEY PERFORMANCE INDICATOR: Usage of Council public spaces that are identified hotspots Amount of illegal graffiti in Council public spaces		

Priority Area 4: A streamlined governance approach to illegal graffiti

OUTCOME: An efficient and proactive response from Council to illegal graffiti		
ACTION 4.1: Formation of an Internal Community Safety Communications Group (ICSCG) or equivalent for including but not limited to, the ongoing review and management of the Graffiti Action Plan		
YEAR ONE	YEAR TWO	YEAR THREE
Group is formed	4 x communications undertaken	4 x communications undertaken
4 x communications undertaken		
ACTION 4.2: Educate all Council staff on the use of Snap, Send, Solve and iCouncil Apps to report illegal graffiti		
YEAR ONE	YEAR TWO	YEAR THREE
Internal communications created and implemented	Internal communications implemented	Internal communications implemented
ACTION 4.3: Establish criteria for what is considered offensive illegal graffiti including assessing the appropriateness for adding identified gang tags		
YEAR ONE	YEAR TWO	YEAR THREE
Define offensive and non-offensive graffiti criteria	Review offensive and non-offensive graffiti criteria	Evaluate impact of renewed criteria
ACTION 4.4: Review timeframes in which different levels/types of illegal graffiti is addressed to ensure efficiencies while maintaining current standards		
YEAR ONE	YEAR TWO	YEAR THREE
Timelines identified, updated and implemented	Review timelines and impacts	Evaluate timelines and impacts and revise as required
Proactive inspections carried out	Proactive inspections carried out	Proactive inspections carried out
KEY PERFORMANCE INDICATOR: Staff usage of apps Evaluation review reports are completed Timeframes for responding to graffiti met		

OUTCOME: Graffiti processes and procedures that save time and are cost and resource effective

ACTION 4.5: Development of an internal process for triaging and responding to all reports of illegal graffiti throughout Townsville and promote this to broader community

YEAR ONE	YEAR TWO	YEAR THREE
Obtaining extended license for Snap, Send, Solve Application or development of alternative process	Review of process efficiencies	Review of process efficiencies
1 x promotion of renewed Council application process		
All reported non Council defects are referred to relevant agency	All reported non Council defects are referred to relevant agency	All reported non Council defects are referred to relevant agency

ACTION 4.6: Review, update and maintain existing Council documents related to management of graffiti

YEAR ONE	YEAR TWO	YEAR THREE
Relevant documents identified and reviewed	Update relevant documents	

ACTION 4.7: Development of an internal process for collating illegal graffiti data for future planning and analysis

YEAR ONE	YEAR TWO	YEAR THREE
Data process identified and implemented	Data collation and analysis	Data collation and analysis, including benchmarking against previous years
		Action data findings

ACTION 4.8: Budget allocation completed for financial years up to 2024 for graffiti management in terms of staffing, programs, and equipment

YEAR ONE	YEAR TWO	YEAR THREE
Relevant sections allocate appropriate budget for the removal and proactive approach to graffiti	Relevant sections allocate appropriate budget for the removal and proactive approach to graffiti	Relevant sections allocate appropriate budget for the removal and proactive approach to graffiti
	Analysis on previous year spend	Analysis on previous year spend

ACTION 4.9: Ensure that where available, Council recoups costs associated with illegal graffiti offences through insurance claims

YEAR ONE	YEAR TWO	YEAR THREE
Education sections on how and when to include Insurance Officer in relation to defects	Creation and dissemination of fact sheet for how and when we can claim on insurance for illegal graffiti	Monitor progress of referrals to insurance officers

ACTION 4.10: Continue to support art programs/projects and street artists through Council avenues including Galleries

YEAR ONE	YEAR TWO	YEAR THREE
1 x programs/projects aimed at reducing and preventing illegal graffiti	1 x programs/projects aimed at reducing and preventing illegal graffiti	1 x programs/projects aimed at reducing and preventing illegal graffiti

KEY PERFORMANCE INDICATOR:

Graffiti related insurance claims submitted

Relevant graffiti internal documentation reviewed and updated as required

Level of staff and community satisfaction with the new process

Evaluation & Review

IMPLEMENTATION & MONITORING

A Townsville City Council Internal Community Safety Communications Group (ICSCG) will be formed and will be responsible for the ongoing monitoring of the actions outlined in the plan. This group will monitor the plan to ensure that milestones are met. The ICSCG will issue updates to Council's executive team as required.

The plan allocates individual actions to identified leads and co-owners to ensure tracking of reporting on outcomes and progress.

The responsible sections of Council will be allocated the individual actions for review and completion and will provide updates directly back to the ICSCG quarterly.

A review of the milestones and key performance indicators will be undertaken every six months from the initiation of the plan. Every twelve months an evaluation will be coordinated by the Community Safety Officer and the ICSCG.

With a final full evaluation completed once the term of the plan has ended, results from the evaluation will be used to update and revise sections of the plan as required.

Associated Documents

[Graffiti Management Plan](#)

[Public Graffiti Management policy](#)

[Street Art Artist Toolkit](#)

[Street Art Property Owner Toolkit](#)

[Summary Offences \(Graffiti Removal Powers\) Amendment Act 2008](#)

[Art in Public Space Policy](#)

[Public Art Policy](#)

[Local Law 8 – Unsightly Buildings 2020](#)

[Street Art Activation Framework 2015](#)

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