

2009

**THE LEGISLATIVE ASSEMBLY FOR
THE AUSTRALIAN CAPITAL TERRITORY**

GOVERNMENT SUBMISSION

***Standing Committee on Planning, Public Works and Territory
and Municipal Services***

**INQUIRY INTO THE
CRIMES (BILL POSTING) AMENDMENT BILL 2008**

What is Bill-posting?

Bills were originally public notices used for advertising, public information or public agitation. The ancestor of the modern bills were handbills, usually with woodcut illustrations, which were posted up in public places.

The first recorded complaint about posting bills without consent available on the internet was published by the Dalles Chronicle, an Oregon newspaper, in September 1892¹.

It was noted that awning posts, fences, door sills and electric light poles were being targeted by tramps nailing up bills. The letter urged that if no adequate laws were in place to prevent such vandalism then legislators should make one.

Today, bill posting is generally taken to be the affixing of advertising and/or promotional

material on buildings, street furniture, utility signal boxes or utility poles without the consent of the owner and contrary to the law.

Where bill posting does occur illegally, it acts as a drain on government and private resources. Affected urban areas may also start to feel run down and even threatening to residents who live in the vicinity.

Bill posting can be broadly divided into three types, each with their own characteristics and problems of control:

- Advertisements for local events. These posters are often produced 'in-house' by the person responsible for erecting the poster. These posters may advertise a band playing at a local venue, garage sales taking place within a reasonable range from where the poster was erected, room vacancies in the vicinity or lost pets. Often these posters may be attached to light poles, traffic lights, electricity power boxes, street furniture (such as bus shelters or seats) or pasted or taped onto buildings.
- Posters advertising products or events prepared by large professional organisations. These posters are usually large, high quality, colour posters promoting large commercial music events. These posters may be erected multiple times on both legal and illegal sites to get as much 'brand-recognition' happening in a short time. Areas that allow for the poster to be erected multiple times aids in getting the artwork and branding out into the public sphere.
- Posters displayed by pressure groups or political bodies for promoting specific political campaigns. These types of posters are generally ad hoc and sporadic with no discernable pattern for their location. However, the timing of these campaigns usually relates to local or federal election

**New Colony
OF SOUTH
AUSTRALIA**
A Bill having been brought into Parliament
under the sanction of His Majesty's Govern-
ment for founding a Colony in South Australia,

**A PUBLIC
MEETING**
Will be held in the GREAT ROOM at
EXETER HALL
STRAND
On Monday NEXT,
The 30th of JUNE, at 11 o'clock in the Forenoon
for the purpose of explaining the Principles, Objects, Plan, and
Prospects of the New Colony.

W. Wolryche Whitmore,
Esq. M.P. will take the Chair at 12 o'clock precisely.
SEATS WILL BE RESERVED FOR LADIES.

¹ Traveling Bill Posters Vandalise City - <http://searches2.rootsweb.ancestry.com/th/read/ORWASCO/2007-05/1179844243>

² Exeter Hall Poster (made up copy by K. Crilly) from a facsimile produced in *The Proceedings of The Royal Geographical Soc.* V.36 Supp p53 original copy supplied courtesy of Mr. Travers Borrow to the South Australian Association

campaigns. Provisions of the *Electoral Act 1992* regulate some aspects of this behaviour.

What Isn't Bill-Posting?

In the ACT there are some types of printed advertisements which can be legally displayed that are not considered as bill posting. These advertisements are not affixed to a surface and are usually stand alone information panels. These types of signs include A-framed business signs, real estate signs and signs promoting candidates during elections. These types of signs are covered by the *Code of Practice for Removable Signs* (Signs Code of Practice) which is declared under Section 12A of the *Roads and Public Places Act 1937*.

The Signs Code of Practice promotes responsible and safe placement of such signs. As such, it is a requirement under the Signs Code of Practice that the name of the business, estate agency, charity, and school or community group responsible for placing the movable sign in the public space must be displayed on the sign for identification.

The Signs Code of Practice also requires that the business, estate agency, charity, school or community group responsible for placing the movable sign in a public place must have a current public liability insurance policy for at least \$10,000,000 limit of liability. This ensures that any compensation claim for an injury or accident that is directly attributed to the positioning of the removable sign will be adequately addressed by the organisation or business that erected the sign.

The Roads and Public Places Act also requires a person who places or keeps a movable sign in a public place is liable to indemnify the Territory for any liability the Territory incurs as a result of the sign being kept or placed in the public place.

Why People Post Bills?

Bills were the first form of printed advertisement and arguably the first way of getting 'brand recognition' into the public domain. Nowadays, for bands, local clubs or associations, printed posters can be a cost-effective method of informing the public of a particular product or event.

Posted bills can have a high impact and be regarded as creating or reflecting a particular image for the advertised product or event. However they are limited in their effectiveness if used solely as the only method of advertising. Little research has been conducted on the effectiveness of a promotion campaign done solely by bill-posting which does not incorporate other legal avenues of advertising, such as profiled spots on radio or television stations, or advertisements placed within newspapers or magazines.

Bills remain a relatively inexpensive way for gaining publicity for a local event. With the technology available today, the majority of posters can be produced 'in-house' by the organisation or person promoting the event without the need to involve any professional printing business.



The immediacy and effectiveness of posting bills has resulted in the emergence of businesses that will install bills on poles and other places. Some of these businesses in Sydney advise that their aim is to ensure that all posters remain in place for a period of seven days unless removed by the council or elements beyond their control. This is despite NSW legislation passing legislation to prohibit bill posting in provisions contained within both the *NSW Graffiti Control Act 2008* and the *NSW Protection of the Environment Operations Act 1997*.

In some cases, bills will be affixed to poles in such a way as to only be read by passing traffic. The result of using poles to display posters means that reading and comprehending the

information provided within the timeframe for passing in a car would be extremely difficult. It can be argued that such bills are not an effective means to ensure the information provided is understood.

These distractions can end up resulting in motor vehicle accidents. A Crash Index Survey undertaken by AAMI in 2005 identified that 50% of drivers surveyed found roadside advertisements to be a major distraction when driving.³

Some marketing managers consider that bill posting has lost its effectiveness over the years as other forms of electronic information services, viral marketing and social interacting networking sites take a greater hold of the valuable 'word of mouth' market.⁴



Nonetheless, despite this form of advertising potentially not being effective by itself it remains an issue that all governments and councils Australia-wide and internationally have to address.

Billboard advertising in the ACT

Flowing from Canberra's role and historical development as the National Capital, there has been a long-standing policy position that signage within the ACT should be controlled to ensure that it does not detract from the visual amenity of buildings and the general character of both urban and rural areas. Controls on signage in designated area (including the Central National Areas, the Inner Hills and the Main Avenues and Approach Routes) are set out in Appendix H of the National Capital Plan.

³ AAMI (2005): *Crash Index Annual Road Safety Index*; www.aami.com.au

⁴ Analysis: Are Street Campaigns A Dead End? Anila Azhar, 30 October 2007 - <http://www.bandt.com.au/news/69/0c051569.asp>

Elsewhere in the ACT, signage is controlled through the Signs General Code of the Territory Plan (<http://www.legislation.act.gov.au/ni/2008-27/copy/56699/pdf/2008-27.pdf>) and the Territory's *Planning and Development Act 2007*.

While recognising the positive impact that signage can provide in the urban environment, the policies in the Territory Plan have been framed to ensure that the potentially adverse impacts are minimised.

This has led to strict controls on advertising, particularly third party advertising on large signs, such as billboards, because of their potential to adversely impact on and clutter the visual environment. The policies as currently framed were substantively reviewed in 1998 and were the subject of a Legislative Assembly Committee inquiry at the time.

Perceptions of fear—the Broken Windows theory

Many national and international policies and strategies relating to littering, graffiti, bill-posting and dumping are based on the 'Broken Windows' theory. This theory commenced life as an article written in 1982 by James Wilson and George Kelling and published in the *Atlantic Monthly Magazine*.



A key focus of the Wilson/Kelling concept was the ways in which routine 'minor' incivilities and disorder (such as vandalism, graffiti, bill-posting and litter) are the basis of a vicious circle. The theory generalises that an increased fear of crime related to disorder leads to a growing reluctance among many citizens to use a public space. This in turn

reduces the natural surveillance in local areas, which then heightens the risk of further increases in disorder and eventually, of more serious crimes.

This thesis provided the justification for public resources in many jurisdictions to be targeted upon problems that had traditionally received less attention than 'serious crime'.

In 2008 this theory was verified by University researchers in the Netherlands⁵. Their hypothesis considered that signs of disorder or 'incivilities' in a neighbourhood can escalate if left unchecked. Neighbourhood incivilities were characterised by signs of physical disorder (such as abandoned cars, derelict buildings, litter, bill-posting and graffiti) or signs of social disorder (such as loitering teenagers, street drinking, drug taking, drug dealing, homelessness and rowdy behaviour).

⁵ Dr Kees Keizer, Dr Siegwart Lindenberg and Dr Linda Steg - Faculty of Behavioural and Social Sciences, University of Groningen, Netherlands

Perceptions of such disorder and neighbourhood incivilities within an area can lead to a fear of escalating neighbourhood crimes. As established by the Netherland researchers, if evidence of such disorders is left unchecked, there is a measurable increase of crime within that area. Community disregard breeds more community disregard.

As theorised by Wilson and Kelling, if neighbourhood incivilities are not dealt with quickly, residents tend to interpret the neighbourhood decline as being worse than it actually is. Residents can perceive more social problems within their area than actually exists and those residents can lose confidence in local authorities.

This public perception can instigate a spiral where residents' fears grow, restricting behaviour and weakening informal social controls. Consequently, neighbourhood incivilities can increase, offenders can gain confidence and criminals from surrounding areas can be drawn to the neighbourhood.

Street harassment from dirty, broken and disorderly areas can lower morale and contribute to increasing any fears. The existence of what could be described as 'street harassment' in the form of graffiti, litter and illegal bill-posting can also indicate to people that the government or local authority does not take an interest in their environment. Such an apparent lack of interest then gets extrapolated into a general indifference to community well-being.⁶

Control of potential areas of decay within an urban environment falls within what might be described as a jurisdiction's civility laws. These laws will prohibit undesirable activities such as camping in parks and other public spaces, graffiti, littering and urinating and/or drinking in public.

Netherlands work on the Broken Windows theory

As identified in the work by Wilson and Kelling, people become more disobedient in environments plagued by litter and graffiti, research has shown. They can be tempted to trespass, drop litter, and even steal money if they perceive from their environment that such actions are permissible.

Dr Kees Keizer, from the University of Groningen in the Netherlands was the first to confirm that disorder and disobedience grow in neighbourhoods where rules are openly flouted, as described in the untested "Broken Windows" theory. Despite this theory dating from 1982, no research had been conducted to conclusively prove it to be true, until Dr Keizer and colleagues Dr Siegwart Lindenberg and Dr Linda Steg set up a series of practical experiments to put it to the test.

In each of the experiments, the researchers set up real-life situations in Groningen in which random citizens would be tempted to do something unruly, illegal, or antisocial. Then, they discreetly watched what happened, without the passers-by realising they were under observation.

In the most striking experiment, Dr Keizer left a €5 note protruding from a fully addressed envelope that itself was poking out of a mailbox. The team discovered that people were less likely to steal the money if there was no graffiti on, or litter on or around, the mailbox. With no litter or graffiti, 13% of the passers-by stole the money. Thefts doubled to 27% when the mailbox was daubed with graffiti or to 25% when it was surrounded by litter.

⁶ Associate Professor Alison Young, Dr Mark Halsey and Helen Forster 2005—Graffiti Strategy: City of Melbourne

In another experiment, motorists returning to collect their cars were three times more likely to trespass through an illegal, 200-metre short-cut to the car park if bicycles had been illegally locked to railings next to the forbidden entrance. A massive 87% took the short cut when they saw the illegally parked bicycles, despite a police sign saying "No Trespassing". This compared with 27% trespassing when the bicycles were not locked to the fence.

The researchers concluded that one type of antisocial behaviour leads to others, because people's sense of social obligation to others is eroded. Although this research is the first to explain and demonstrate experimentally the "broken windows theory", the researchers advise that it would be a mistake to see it as vindication of "zero-tolerance" policies, such as those deployed by (New York) Mayor Giuliani as zero-tolerance policies can be counterproductive as people see them as a "declaration of war" and carry on with the offensive behaviours.

International Experience

Fly posting—United Kingdom

Bill posting is known as "fly-posting" in the United Kingdom where it is seen as a far greater financial problem for councils and government to address than it is in Australia. Flyposting in the UK is more aggressive and this type of advertising gained its shady reputation of existing on the margins of society with its documented links to violence and intimidation. Much of this reputation was achieved in the mid-1990s when there was the shooting of a person erecting posters in Manchester⁷ and a machete attack on another poster person in London⁸ then a turf war occurred between two rival gangs of flyposters⁹.

Flyposting is fuelled by promoters and marketers who see the posters as giving a product edginess and irreverence.

As in Australia, it has been difficult for UK authorities to catch and prosecute the individuals who carry out flyposting and just as difficult to catch and prosecute the companies who gain financial benefit from it.

In the UK a company whose product or event is advertised in a poster had previously been able to use the legal defence of ignorance or lack of consent when confronted with the offence of flyposting. However the UK now has implemented legislation that targets the beneficiary of a fly-posting campaign.

Camden Council in the UK has taken a well-publicised stand against such postings by applying to the courts for Anti-Social Behaviour Orders (ASBOs¹⁰) against Sony Music, BMG Music Company and Diabolical Liberties¹¹. Diabolical

⁷ The Independent News (UK) *Tuesday, 26 March 1996* - <http://www.independent.co.uk/news/flyposter-was-shot-by-partner-1344112.html>

⁸ The Observer (UK), *Sunday, 13 June 2004* - <http://www.guardian.co.uk/media/2004/jun/13/crime.society>

⁹ Mediaweek (UK), 11 January 2005 - www.mediaweek.co.uk/news/515392

¹⁰ An ASBO is a statutory creation, and carries legal force and may involve an acceptable behaviour contract. It is a type of intervention aimed at stopping the problem behaviour, rather than punishing the offender. ASBOs were introduced by section 1 of the UK *Crime and Disorder Act 1998* and first used in 1999. UK Home Office research published in 2002 found that the orders had delivered real improvement in the quality of life to communities around the country.

<http://www.crimereduction.homeoffice.gov.uk/asbos/asbos9.htm>

¹¹ Hampstead and Highgate Express (UK), 25 March 2005 -

<http://www.hamhigh.co.uk/content/camden/hamhigh/news/story.aspx?brand=NorthLondon24&category=Newshamhigh&tBrand=northlondon24&tCategory=newshamhigh&itemid=WeED24%20Mar%202005%2016%3A26%3A09%3A160>

Liberties is a company which facilitates fly-posting by bridging the gap between companies who want to advertise and the individuals doing the posting.

Its web-site advises that they will use guerrilla marketing techniques to promote campaigns¹². It was recently reported as having an annual turnover of around \$20,000,000.

It was estimated in 2006 that removal of posters cost Camden Council's taxpayers just under \$500,000 a year. Despite this Council running 50 successful prosecutions in respect of this activity in two years, many of them against BMG Music Company, the activity continued unabated. It costs companies at least \$80,000 for a legal, mainstream advertising campaign in Camden. By contrast, the fines they receive for flyposting have never been more than \$1500. So they regard flyposting as well worth the risk of prosecution.

Comparison between Australian jurisdictions

All Australian states and territories have legislation that restricts the affixing of bill-posters to unauthorised places without appropriate permission being obtained.

Penalties for a person caught bill posting in an unauthorised area range from \$200 to \$2,500 or six months imprisonment.

Legislation implemented in the Northern Territory also provides for a lawful citizen's arrest to be made by a member of the public to take into custody, (without warrant), any person found committing any such offence within view of that person.



Example of posters erected along Sydney streets

New South Wales, South Australia, Tasmania, Victoria and Western Australia have also enacted provisions that require the person who authorised the distribution of the bills and/or the promoters of events to ensure that all reasonable precautions have been taken to not post the bills unlawfully. Penalties for being found guilty of this offence range from \$200 to \$10,000 or six months imprisonment.

Legislation that controls bill posting in other jurisdictions can be found the following Acts and subordinate legislation:

- *Summary Offences Act 1953*—s48 (SA)
- *Litter Act 1979*—s24A, s24B, s24C (WA)
- *Graffiti Control Act 2008*—s6 (NSW)
- *Protection of the Environment Operations Act 1997*—s146A (NSW)
- *Litter Act 2007*—s13, s14 (Tas)
- *Summary Offences Act*—s75 (NT)
- *Summary Offences Act 1966*—s10 (Vic)
- *Recreation Areas Management Regulation 2007*—s34 (Qld)
- *Traffic Regulation 1962*—s126 (Qld)

¹² www.diabolical.co.uk/flash.php

- *Forestry Regulation 1998*—s16 (Qld)
- *Land Regulation 1995*—s8 (Qld)
- Council by-laws in relation to the *Signs and Advertisements*—(Various Qld Councils)

ACT Snapshot

Public perceptions of the problem

Following the *Crimes (Bill Posting) Amendment Act 2008* being referred to the Standing Committee on Planning, Public Works and Territory and Municipal Services, the Department of Territory and Municipal Services (TaMS) undertook a survey of 1,000 ACT residents to establish the views of the Canberra community towards bill posting. A copy of the survey is at Attachment A of this submission.

The survey identified that close to three in five Canberrans (57%) believe that illegal bill posting is, at least, a minor problem within Canberra with 6% of people surveyed believing it to be a major problem.

Of those people surveyed that saw bill posting as a major problem, 4% wanted a total ban altogether on bill posting. The primary reasons identified for bill posting being a major problem was that it was found to be:

- unsightly, unattractive and unappealing;
- polluting or littering; and
- threatening or making them feel less safe.

Of the 51% of Canberrans that saw bill posting as a minor problem to the community, the primary reason given was that they found it to be unsightly, unattractive or unappealing.

When looking at the demographics of the respondents who found bill posting to be at least a minor problem to the community, the majority of respondents were within the 18 - 39 year age group. Residents in the Inner South also were significantly more likely to find bill posting as, at least, a minor problem.

Around four in ten Canberrans (43%) would like to see the number and range of approved bill posting sites throughout the city increased, a similar number would like them to be maintained at the current level (45%), 5% would like them reduced in number and 2% would like them eliminated altogether.

From the 43% who would like to see the number and range of approved bill posting sites throughout the city increased, almost four in ten would like to see a lot more sites and six in ten would like to see a few more sites.

Of interest from the comments received from people who didn't see bill posting as a problem was that the bill posters themselves had limited impact as they were cleaned up quickly. This would support the work undertaken by TaMS in ensuring that posters are rapidly removed from government assets and posters on private assets are promptly brought to the attention of the property owner.

These statistics broadly correlate with a national survey conducted by the Australian Institute of Criminology in 2007 has shown that 49.3% of people within the ACT believe there is a problem with graffiti, bill-posting and other property damage within their neighbourhood. This is an increase of 1.1% from the survey undertaken the previous year.

Complaints received

An analysis of reports on property damage to government assets between 1 April 2006 to 1 April 2009 shows that contract cleaners have had to attend 15,426 reports of property damage to those assets. Although the majority of the property damage reported was in the form of graffiti incidents, 2,261 cases related to posters stickers and glue.

During this same period, 43 letters of complaint were written to the Minister for Territory and Municipal Services on issues relating to property damage such as graffiti and bill posting.

ACT Policing advise that they received 317 reports of property damage arising from graffiti and bill posting for the period of 1 January 2007 to 30 September 2008.

Cost to the community

Removing a poster from a public asset will take a contract cleaner approximately 10 to 15 minutes. The cost to remove posters per square metre is approximately \$10.00, although this varies depending upon the way in which the poster was affixed.

To remove the 2,261 cases of posters reported for the three year period ending 1 April 2009, took contract cleaners between 377 hours and 565 hours. These hours equate to one person working between 2½ months and 3¾ months to remove these posters over this three year period.

The hourly rate paid to contract cleaners employed by TAMS is \$45.00. The ACT Government has spent between \$16,965 and \$25,425 over three years to remove this type of illegal semi-permanent littering.

These poster removals only account for the posters that were affixed to public assets. No figures are available to quantify the amount of time and money spent to remove posters by owners of private premises. It does not include travel time for the contract cleaners to arrive on site.

In some cases poster removal will be more difficult and problematic than when removing them from street furniture. Some substances used by people to affix posters in place remain in place after the poster has been removed. Even utilitarian items that can take heavy duty industrial cleaning have been left with glue deposits with paper debris attached. Over time this glue build up will become dirty and detract from the ambiance of the area due to the shabby appearance.

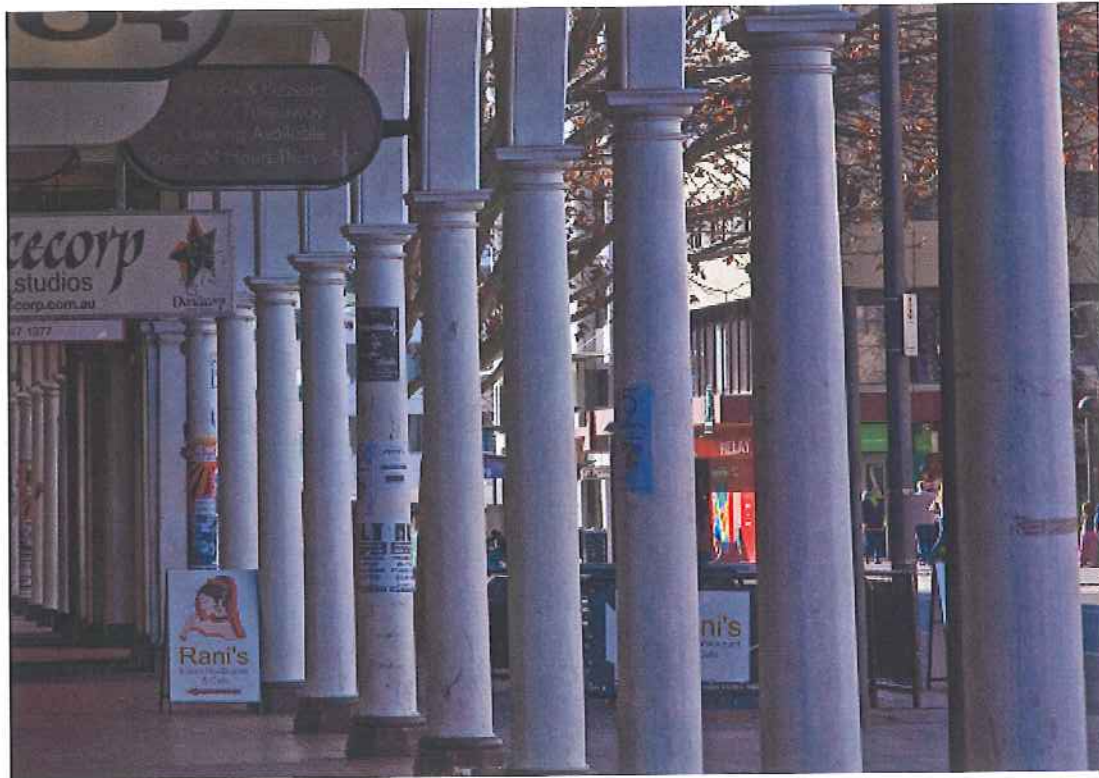


Before poster removal.



*After poster removal.
Glue and poster detritus remain*

Heritage listed buildings in Civic, such as the Melbourne or Sydney building, require cleaners to employ sensitive cleaning regimes as traditional methods of removing posters could fundamentally damage the facia of these buildings.



Management of the issue

In the ACT, bill-posting has been tackled by employing a number of methods to prevent posting in illegal areas.

Formalised Sites: Presently there are five bill poster silos in Canberra. These are located at:

- The intersection of Bunda Street and Petrie Plaza
- Mort Street between Alinga Street and Bunda Street
- Alinga Street between Northbourne Avenue and East Row
- The intersection of Garema Place and Bunda Street; and
- Woden Town Square

Over the next two financial years, TAMS will be increasing the numbers of poster silos by installing an additional 20 silos in areas assessed as suitable for community advertising space.



Poster silos will be installed at Emu Bank foreshore (Belconnen) and Belconnen skate park, Jamison Shopping Centre (Macquarie), Hawker shops, Gungahlin Town Centre, Kippax Shopping Centre (Holt), Charnwood shops, Florey shops, Yerrabi Ponds skate park (Gungahlin), Canberra City Centre (up to 3 additional silos), Dickson shopping centre (up to 2 silos), Lyneham shops, Woden Town Centre (up to 2 silos), Tuggeranong Town Centre, Manuka shops, Kingston shops, Cooleman Court Shopping Centre (Weston Creek) and Southlands Shopping Centre (Mawson).



Each poster silo provides between 7.5 metres² and 9 metres² of available space for posters to be installed. Currently poster silos provide a total of 42 metres² of available free advertising space. This will increase to 207 metres² of available free advertising space once all the silos have been installed.

In addition to the poster silos, there are 35 community notice boards in suburban shopping centres throughout Canberra.

TAMS will ensure that each authorised bill-posting place (silos and shopping centre notice boards) is identified with a small sign to clarify that it is an authorised poster and information site.

Education: TAMS has established a web-page with information relating to bill posting and legal options that can be considered by people wanting to get information to the general community at no charge. This can be by way of using the legal poster pillars and community notices boards that already exist in Canberra to providing information on other fee-free advertising that is currently promoted by popular radio stations.

The web-site identifies where the poster silo sites are located and also provides information on posting etiquette for any potential silo users. Information is also provided on the current cleaning regime for silos to ensure posterers are aware of when their information is likely to be removed.

Removal: Contract cleaners remove all illegal posted bills from public assets. Bills posted on private assets are the responsibility of the asset owner to remove.

Prevention: Using surface treatments on areas that are continually targeted by bill posters to make the plastering of posters difficult has been employed in certain areas.

Currently contract cleaners are trialling a waxed based coating which they apply to assets such as bin shrouds which will make applying bill posters harder and the product also allows easier removal with less damage to the asset.

Current ACT Legislative Situation

Presently, section 119 of the *Crimes Act 1900* (the Act) provides an offence for someone to affix a placard or paper, or makes a mark with chalk, paint or any other material on premises without permission. The maximum penalty upon conviction of this offence is \$5000, imprisonment for 6 months or both. However this provision requires court prosecution.

Section 120 of the Act currently provides a strict liability offence for a person to mark premises with chalk, paint or any other material without permission. This provision allows for an infringement notice to be given pursuant to the Magistrates Court (Crimes Infringement Notices) Regulation 2008 to any person found marking premises without permission with chalk, paint or any other material.

The infringement penalty for committing such an offence is \$200. This provision currently does not apply to bill-posting.

Currently there are no provisions that make it an offence for an individual or corporation to arrange for other people to bill-post. Current provisions in the Criminal Code dealing with conspiracy are insufficient.

ACT proposed legislative changes

First, the Bill proposes to include bill-posting as a strict liability offence under section 120 of the Act. The Magistrates Court (Crimes Infringement Notices) Regulation 2008 already contains an 'on-the-spot' fine arrangement which will also apply to bill-posting if the proposed legislation is passed by the Assembly. This will remove the need for anyone caught bill-posting to be prosecuted through the courts with a potential criminal conviction being recorded against them if found guilty of the offence under the Act. This action sees this provision to have parity with similar graffiti offences that cause property damage.

Secondly, the Bill provides a new offence targeting promoters of events that encourage indiscriminate plastering of advertisements. The Bill introduces the concept of "clean event promotion" where the event is taken to be promoted "cleanly", unless a placard or paper promoting the event is affixed in contravention of section 120, whether or not someone has been convicted or found guilty of an offence against that section.



This provision is similar to the schemes already in place in New South Wales, South Australia, Tasmania, Victoria and Western Australia.

How do the proposed changes affect the public?

It is currently an offence under section 119 of the Act for a person to affix a placard or paper on public property or on premises without consent of the owner. Should an individual be caught bill posting without permission of the property owner they could be prosecuted through the court system and potentially end up with a criminal record.

The Bill expands the matters under section 120 of the Act that can be considered for an infringement notice. The Bill proposes to include the affixing of posters or placards to premises without permission as a strict liability offence. This will allow for an on-the-spot fine to be given to someone caught in the act of bill-posting instead of needing criminal proceedings being instituted. However, the person still has to be witnessed by an authorised officer in committing the offence.

No distinction has been made in the Bill to distinguish between different forms of posters, placards or information being affixed without permission. Whether the advertisement has been erected by an individual looking for a lost pet or with something for sale, a charity advising of a fund-raising event, a business advertising services, a political statement by advocate group or a promotion of a 'for-profit' event, the issue of unsightliness remains the same regardless of the information contained in the notice. It remains inappropriate to affix posters or placards to premises or property without the permission of the owner.



In theory, posting a room for rent notice without permission or searching for a lost pet would be a matter that could attract an on-the-spot fine. However, with the strict liability offence, the person has to be caught in the act of putting the notices up – see section 8 of the *Magistrates Court (Crimes Infringement Notices) Regulation 2008*.

It is not sufficient to track the person down from the contact details in the notice. The most appropriate place for notices to be placed would be on community noticeboards in the general area.

It is important to consider the legal rule that the law is not interested in trivialities (the “*de minimus*” rule.) This is a common sense rule that recognises that trivial breaches of law are overlooked. Under the current criminal law regime, given that the courts will not convict on such a matter, it is highly unlikely that a police officer would undertake investigation of an offence, nor is it likely that the DPP would undertake a prosecution.

Under the proposed amendments (use of an on-the spot fine) the same consideration applies. If a person putting up a lost dog notice was caught doing so and issued with a ticket, and they chose to challenge the ticket in court, in all likelihood, the DPP would refuse to prosecute and the ticket would be withdrawn.

In addition to erecting posters and placards to inform the community of an event or service being offered, businesses, charities, schools, community groups, and political parties are also able to erect movable signs in public places under the provisions of the Signs Code of Practice as mentioned earlier.

The advantage of having organisations use this form of information dissemination is that the signs can be easily removed once the event has taken place. The signs can also be placed in areas that are likely to be seen by a greater percentage of the population thereby increasing public awareness of the event in a far more dynamic way than a poster glued around a public asset.

Free Expression

The *Human Rights Act 2004* protects the right to freedom of expression. That right to freedom of expression includes the freedom to seek, receive and impart information and ideas of all kinds, regardless of borders, whether orally, in writing or in print, by way of art, or in another way chosen by the individual.

The Bill seeks to balance the negative consequences of bill-posting at inappropriate locations and the perception of social disorder with the need to allow people to inform others of views or events.

The Bill does not remove a person's right to free expression as the act of bill-posting can still be undertaken, as it always has been able to, with permission of the owner of premises (or property) or at any of the legal poster silos and community notice boards throughout Canberra. People can also hand out leaflets, or carry placards, that promote the idea or event they want to inform the public about. Associations, charities and schools can also use the provisions within the Signs Code of Practice to display information to passing motorists and pedestrians.

The right of a person to free expression should not come with a continuing and lasting community cost. Fleeting 'expressions' can be permanently adhered to public or private property. The remnants of such posted bills can remain indefinitely on some structures as it can be too difficult, or harmful to the building's structure in some cases, to totally remove all traces of adhesives and glues.

The Government's position in relation to Human Rights aspects of the Bill are further addressed in the Explanatory Statement to the Bill as well as the Memorandum from the Human Rights Unit of JACS tabled with the Human Rights Compatibility Statement.

Bill-Posting on Campuses

During the Bill's debate, some members were unclear how the proposed legislation would apply to campuses of the Australian National University (ANU), the Australian Catholic University (ACU), the University of Canberra (UC), and the Canberra Institute of Technology (CIT).

Of these campuses, the ANU is a Commonwealth Authority, the ACU is a privately run university, the UC and the CIT are ACT Government institutions.

The ANU is established under the *Australian National University Act 1991* and as such it can declare statutes for the control of the property of the University should

it so decide. Presently, it does not appear that the ANU has not made any statute or by-law regarding the posting of bills in inappropriate areas.

It is understood by the Territory that all campuses provide appropriate notice areas for student groups and associations to post bills. All campuses have advised that they currently do not have a problem with posters being erected in inappropriate areas as bill posters are utilising the facilities provided for them.



In essence, university campuses are dealt with in the same manner as any privately leased property. Campuses employ their own security staff to attend to matters that would normally be the responsibility of authorised officers if it was in a public place. As with all privately leased land, it is very rare for authorised officers to be on site in the normal course of their business. However, should any university campuses find themselves being targeted by uncivil behaviours or actions that detracted from the amenity of the campus, the university can contact TAMS or the AFP to discuss what actions can be taken. Ultimately the choice of enforcement rests with the Universities.

Should the proposed amendments to the Crimes Act be passed by the Assembly and any of the campuses be targeted by a deluge of posters advertising a commercial event, the relevant university would be able to seek redress from the organisers of the event by contacting TAMS or the police.

Effectiveness of alternative advertising mediums

A survey conducted by PJ Danaher and JR Rossiter for the Department of Marketing for the University of Wollongong in 2006 identified that consumers were more likely to respond to advertisements placed on radio stations, followed closely by advertisements in newspapers, magazines and catalogs.

Today's electronic technologies allow for event organisers to contact and communicate with their key market by using a variety of methods to communicate event information.

"Push technology" describes a style of internet-based communication where the request for a given transaction originates with the publisher or central server. It is contrasted with "pull technology", where the request for the transmission of information originates with the receiver or client.

Push services are often based on information preferences expressed in advance. Whenever new content is available on one of those channels, the server would push that information out to the user.

Pull technology or client pull is a style of network communication where the initial request for data originates from the client, and then is responded to by the server. Pull requests form the foundation of network computing, where many clients request data from centralised servers.

Both push and pull technologies can be effectively used by marketers to get information to people who are interested in the subject matter and more likely to respond in a positive manner than a scattergun approach of plastering posters in areas which may not be frequented by the target audience.

Push and Pull technologies are now able to be utilised on mobile phones in formats like Bluetooth. Advantages for promoters of events is that this type of technology:

- Allows interaction with customers in an innovative and engaging way
- Provides information to potential customers in a fast and cost efficient way - customers then have the details stored in their mobile phone
- Increases awareness of new products and provides opportunity for viral marketing
- Reinforces brand
- Is free to send and receive information via Bluetooth
- Is fully trackable – and provides reports on the number of files downloaded.

An AC Nielsen study identified that almost 25 % of mobile subscribers participating in that study had seen a mobile advertisement on their phone during the previous 30 days. Approximately half of those receiving the advertisement responded to the ad. Of the 25% of subscribers receiving the mobile advertisements, almost 50% of teenagers remembered the ads compared to only 29% of adults.

AC Nielsen also identified that a quarter of all mobile ad viewers had responded at least once by sending a SMS. A third of all users in the survey were open to mobile advertising if it reduced their phone subscription fee. 13% of those surveyed were open to mobile advertising if it improved the available media and content offer. 14% would continue receiving mobile advertisements if the advertisements were relevant to their personal needs.

Social networking sites are also becoming increasingly popular. The use of sites such as MySpace and Facebook allow entertainment promoters to get direct information to people who are likely to be interested in attending the event.

However while new platforms like the push/pull technologies are beginning to catch up with older media in terms of ad revenues; traditional advertising channels continue to retain the public's trust. AC Nielsen identified that outside of word-of-mouth, Australian consumers ranked advertisements in newspapers as their most trusted source of advertising, at 61 percent overall, while television, magazines and radio each ranked above 50 percent.

Conclusion

When considering the technological advances that have occurred since the first bill posters were erected, it is appropriate to maintain the current restrictions that have been in place since the 1930s. Technology has advanced to a point where promoters of events allowing targeted promotions to be sent to interested people. "Viral" electronic advertising is on the rise and proving to be effective and popular with the target markets.

There is a strong community desire for the government to maintain clean, tidy and orderly public spaces. In addition there is at least one study that confirms the

popular view that allowing “low-level” incivilities, such as unauthorised bill-posting, can encourage other social disorder.

Reliance on court prosecutions is not an effective means of controlling unauthorised bill-posting. The Government submits that the problem should be addressed in two ways. First, by increasing the amount of free advertising space, in the form of additional public poster silos and community notice boards; and secondly through the amendments proposed by the Crimes (Bill Posting) Amendment Bill 2008.

The application of established legal principles, such as the “de minimus” rule, together with the provisions of the *Human Rights Act 2004* provides a sufficient protection. There should be no distinction between the prosecution of unauthorised graffiti and unauthorised bill-posting, given the effect both activities have on structures and on the community.

The proposed offence of failing to take reasonable steps to appropriately advertise an event or activity (i.e. by avoiding illegal bill-posting) contains sufficient protection for event organisers by allowing them to demonstrate what steps they took to avoid illegal bill-posting of their event.

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May 2009

v.1

**Results to a Series of Questions
on Bill Posters**

**Conducted for
Parks Conservation and Lands
Territory and Municipal Services**

**Interviews conducted
1-3 May 2009**

**Reported
6 May 2009**

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Les Winton
Canberra and Region Social and Market Survey
Winton Sustainable Research Strategies Pty Ltd
PO Box 4170
Manuka ACT 2603
Telephone +61 2 6232 6264

1. Introduction:

Winton Sustainable Research Strategies Pty Ltd (WSRS) was commissioned by Parks Conservation and Lands of the ACT Department of Territory and Municipal Services to undertake a telephone survey the broad aim of which is to establish the views of the Canberra community towards bill posting and how it should be dealt with in future.

As agreed, the survey was mounted as part of our Canberra and Region Social and Market Survey (CRSMS), which is a regular survey tailored cost-effectively to meet the needs of a range of government, academic, not-for-profit and business clients. It is usually run monthly throughout the year.

Each wave of the CRSMS involves telephone interviews with a fresh, reliable sample of 1,000 people, representative of the 18+ years Canberra community in terms of gender, age and location. Questions are analysed by relevant socio-demographics and by region and compiled into a succinct tabular report.

The telephone interviews for this survey took place over the period 1 to 3 May 2009.

2. Summary of the Main Study Findings:

Close to three in five Canberrans (57%) believe that illegal bill posting is at least a minor problem, although only some 6% see it as a major problem. [See Tables 2.1 and 3.1].

When asked why they responded this way, those 6% seeing illegal bill posting as a major problem mainly saw it as unsightly, unattractive and unappealing (91%), followed by polluting or littering (30%) and tarnishing the city's image (21%). On the other hand, the 51% seeing it as a minor problem mainly suggested that it did not bother them (43%) or that they were not really aware of them (24%), with only one quarter regarding them as unsightly, unattractive and unappealing (26%). [See Tables 3.2a and 3.2b]. It should also be noted that political posters were mentioned spontaneously far more so than any others as a problem, especially when they are not removed when the election to which they refer is over.

Only 4% of Canberrans would like to see all bill posting in Canberra banned altogether, with nearly nine in ten saying there should be some exceptions. [See Tables 2.1 and 3.1].

Suggestions for posters that should be excluded from a ban included those about community events, charity appeals, government (not political) announcements, markets and stalls, bands and music, comedy shows, employment opportunities, movies, and lost animals and people. [See Table 3.6]

Around four in ten Canberrans (43%) would like to see the number and range of approved bill posting sites throughout the city increased, a similar number would like them to be maintained at the current level (45%), 5% would like them reduced in number and 2% would like them eliminated altogether. [See Tables 2.2 and 3.4].

Among the 43% who would like to see the number and range of approved bill posting sites throughout the city increased, around four in ten (39%) would like to see a lot more sites and six in ten (60%) would like to see a few more sites. [See Table 3.4].

Table 2.1:

Is illegal bill posting a problem in Canberra?	%	\ 57% /	Should all bill posting in Canberra be banned altogether?	%
A major problem	6		All should be banned altogether	4
A minor problem	51		There should be some exceptions	86
Not a problem	42		Unsure	10
Unsure	1			
[Q.A1a]			[Q.A3]	

Table 2.2:

The number and range of approved bill posting sites throughout the city should be:	%	
Increased	43	→ 39% of whom say there should be a lot more, 60% say a few more.
Maintained at current level	45	
Decreased	5	
Eliminated altogether	2	
Unsure	5	
[Q.A2a]		[Q.A2b]

3. Detailed Tabular Results:

Preamble:

Bill posting refers to the act of placing posters on public places and private places such as walls, poles, fences and hoardings. In Canberra it is illegal to put up such posters except on approved poster pillars, community notice boards and listings on popular free sites such as those provided by popular radio stations.

Table 3.1:

Q.A1a In your opinion, is illegal bill posting in Canberra a major problem, a minor problem, or not a problem at all?

	Total %	Sex		Age			Area					Education			
		Men %	Women %	18-39 years %	40-69 years %	70 + years %	Inner North %	Inner South %	Woden Weston %	Belconnen %	Tuggerahong %	Gungahlin %	Primary or Part Secndry %	Completed or Diploma %	
A major problem	6	9	3	4	5	12	6	8	15	0	0	0	0	8	6
A minor problem	51	49	52	56	49	47	51	63	43	50	51	59	46	54	50
Not a problem	42	42	43	38	45	41	43	29	43	50	49	31	50	37	44
Unsure	1	0	2	2	1	0	0	0	0	0	0	10	4	2	0
Total major+minor problem	57	58	55	60	54	59	57	71	58	50	51	59	46	62	56
Base [n=]	1000	495	505	227	610	163	165	124	206	230	167	108	129	358	513

Table 3.2a:

ASK ALL EXCEPT UNSURE:

Q.A1b Why do you say that, why is illegal bill posting in Canberra [INSERT Q.A1a RESPONSE]? PROBE: Any other reasons?

		Sex		Age			Area						Education		
	Total %	Men %	Women %	18-39 years %	40-69 years %	70 + years %	Inner North %	Inner South %	Woden-Weston %	Belconnen %	Tuggerahong %	Gungahlin %	Primary or Part Secndry %	Completed Seondry %	Degree or Diploma %
<u>Positive comments:</u>															
Don't offend/bother/concern me	52	46	56	61	54	27	48	58	52	42	54	70	55	54	50
Not aware of them/not seen many	30	32	28	26	33	22	31	22	31	43	24	8	26	23	34
Informative/instructional/interesting	7	10	4	8	6	8	4	0	11	12	4	0	0	6	9
Attractive/appealing/add flavor/style/texture to city	3	5	1	6	1	4	0	0	7	3	4	0	0	2	4
Other positives/neutral comments [* see below]	3	2	4	5	3	1	3	2	4	5	1	1	5	3	1
<u>Negative comments:</u>															
Unsigntly/unattractive/unappealing to see	18	16	19	15	15	36	14	27	17	21	15	15	25	18	17
Pollute the surrounding area/litter the pavement	5	4	6	4	4	13	0	9	7	8	4	0	14	6	3
Tarnish image of city/threatening/less safe/crime	2	3	2	2	0	12	0	4	5	3	0	0	5	2	2
Other problems/negatives [** see below]	6	8	5	2	6	13	11	9	5	0	8	10	5	6	7
Unsure/no reasons	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0

Table 3.2b:

	Total	Bill posting is:		
		A major problem m%	A minor problem %	Not a problem m%
Positive comments:				
Don't offend/bother/concern me	52	0	43	64
Not aware of them/not seen many	30	0	24	38
Informative/instructional/interesting	7	0	2	13
Attractive/appealing/add flavour/style/texture to city	3	0	0	7
Other positives/neutral comments	3	0	2	4
Negative comments:				
Unightly/unattractive/unappealing to see	18	91	26	0
Pollute the surrounding area/litter the pavement	5	30	7	0
Tarnish image of city/threatening/less safe/crime	2	21	2	0
Other problems/negatives	6	0	2	4
Unsure/no reasons	0	0	0	0

* Examples of other positive comments comments:

Not (very) visible or obvious:

- Haven't seen many up.
- Don't see many around.
- Haven't seen many around in Canberra.
- Haven't seen in suburbs.
- Only seen them in proper places.
- People put them up in right spot.

Support of free speech:

- Everyone has right to put up things.
- Free speech is a good thing.
- People shouldn't be stopped, it's unfair.
- Draconian government interference to stop them

Limited impact:

- They are cleaned up quickly
- Don't cause any problems

- Add as much as they detract
- Not offensive to many people

**** Examples of other negative comments:**

Political:

- Political posters
- Faces of politicians
- Politicians polluting our streets
- During elections becomes a major problem
- Politicians should be made to remove their own posters

Rude/offensive:

- If rude or lewd
- They are in your face
- Very offensive racist ones

Criminal:

- terrorist type posters
- encourages graffiti also
- It's a form of vandalism.

Out-of-date:

- Posters out of date
- Should be replaced more often

Distracting:

- Distracting from driving when signs are on footpath.

Table 3.2b:

Among those 57% seeing it as a (major or minor) problem	%
<u>Positive comments:</u>	
Don't offend/bother/concern me	43
Not aware of them/not seen many	24
Informative/instructional/interesting	2
Other positives/neutral comments	2
<u>Negative comments:</u>	
Unightly/unattractive/unappealing to see	32

Pollute the surrounding area/litter the pavement	9
Tarnish image of city/threatening/less safe/crime	4
Other problems/negatives (mainly political posters and out-of-datedness)	11

Table 3.2c:

Among those 43% seeing it as NOT a problem	%
<u>Positive comments:</u>	
Don't offend/bother/concern me	64
Not aware of them/not seen many	38
Informative/instructional/interesting	13
Attractive/appealing/add flavor/style/texture to city	7
Other positives/neutral comments	4

Table 3.3:

ASK ALL:

Q.A2a There are currently various approved sites in Canberra where posters can be legally posted, including four approved poster pillars located in the City centre and one at Woden Plaza, plus there are approved community notice boards and other free sites such as those provided by popular radio stations. Should the number and range of approved bill posting sites throughout the city be increased, maintained at the current level, decreased or eliminated altogether?

		Sex		Age			Area					Education			
	Total %	Men %	Women %	18-39 years %	40-69 years %	70 + years %	Inner North %	Inner South %	Woden- Westons %	Belconnen %	Tuggerahong %	Gungahlin %	Primary or Part Secndry %	Completed or Seondry Diploma %	
Increased	43	53	35	63	40	17	65	24	38	41	46	45	17	41	50
Maintained at current level	45	37	51	30	50	55	32	63	40	55	51	29	68	46	39
Decreased	5	6	5	2	4	15	0	8	10	5	0	5	8	4	5
Eliminated altogether	2	0	3	0	1	8	0	5	2	0	0	6	0	4	1
Unsure	5	4	6	4	5	4	3	0	10	0	4	16	8	5	4

Table 3.4:

IF INCREASED, ASK:

Q.A2b Should there be a lot more or a few more approved sites? IF A LOT/FEW MORE, PROBE: Where should the additional sites be located?

	Total %	Sex		Age			Area					Education			
		Men %	Women %	18-39 years %	40-69 years %	70 + years %	Inner North %	Inner South %	Woden- Weston %	Belconnen %	Tuggerahong %	Gungahlin %	Primary or Part Secndry %	Completed or Seondry Diploma %	
A lot more	39	37	41	47	33	50	33	82	49	40	34	11	4	35	44
A few more	60	60	59	53	65	50	67	18	44	60	66	89	96	65	54
Unsure	1	3	0	0	2	0	0	0	6	0	0	0	0	0	2

* Suggestions for more sites:

More in city

- Around shopping centres / community halls.
- More in city
- Civic could do with a lot more

- In city

Town centres/malls

- CBD / Woden / Tuggeranong / Belconnen / shops.
- In Gungahlin, Tuggeranong
- In all town centres.
- Gungahlin, Tuggeranong, Belconnen.
- Main areas – Civic, Belconnen
- High pedestrian areas.
- All/any shopping centres
- All shopping centres & town centres.
- Dixon / Gungahlin / Jamieson / both pillars, notice boards / local or major shops.
- Dixon / all shopping centres
- In all town centres & general community areas.
- Every shopping centre
- Local shopping centres
- In public places ie shopping centres, service areas, recreation areas.
- Major & local shopping centres.
- Community shops.
- Suburbs / shopping areas.
- In shopping centres
- Belconnen / Kippax / Hawker
- Dickson, Holt, Fyshwick

Community assembly points/facilities/halls/hospitals

- Around shopping centres / community halls.
- Community centres / hospitals.
- Anywhere where community assemblies.
- In community resources
- Public places.
- Hospitals.

Educational institutions

- Universities
- In all the colleges
- TAFE, schools

- Schools

At bus interchanges

- Bus interchanges.
- Major bus stops
- Bus depot

On (prominent) buildings

- On major buildings.
- Big buildings along Northbourne Avenue
- On Sydney and Melbourne buildings

On hoardings, barricades and building sites

- On hoardings also around building sites.

In car parks

- Around mall car parks.

Along the roadside/fences/telegraph poles

- Signs along the roadsides

Table 3.5:

ASK ALL:

Q.A3 Would you prefer all bill posting in Canberra to be banned altogether in the future, or should there be exceptions? IF EXCEPTIONS, PROBE: What should these exceptions be?

	Total %	Sex		Age			Area						Education		
		Men %	Women %	18-39 years %	40-69 years %	70 + years %	Inner North %	Inner South %	Woden-Weston %	Belconnen %	Tuggerahlin %	Gungahlin %	Primary or Part Secndry %	Completed %	Degree or Diploma %
All should be banned altogether	4	1	6	0	3	12	7	5	0	0	4	16	8	4	3
There should be some exceptions*	86	89	84	93	85	77	83	91	95	95	81	50	80	83	89
Unsure	10	10	10	7	11	11	10	4	5	5	15	35	12	14	8

Table 3.6:

* When the many exceptions mentioned are categorised, the following pattern emerges:		%
Community events/announcements		31
Charity appeals		21
Government announcements/public interest and awareness (not political)		15
Markets/stalls/bargains		14
Bands/music		13
Comedians/comedy shows		10
Employment opportunities		9
Movies/films/shows		7
Lost animals/people		6
Note: Some people mentioned exceptions in more than one category.		

* Examples of suggestions for exceptions:

Community events/announcements

- Community notice boards in shops
- Notification of important information.
- Community events.

- Local sporting events
- Community stuff.
- Should be informative for community / nothing like party-based.
- Community notices / get rid of advertising.
- Notice boards sense of community / community events.
- Suburban areas - community events
- Everyday people – advertising local community advertising / lost & found / classes.
- Advertising community events or entertainment.
- NGO & community event posters / not commercial.

Charity appeals

- Charity events
- For relevant charity promotions
- Something which is useful to people, like charities
- Anything to do with charity events.
- For charities / non offensive materials / organisations / community.
- Charity / special events.
- Charity events / small events.
- Advertising charity events / groups

Government announcements/public interest and awareness (not political!)

- Public interest & awareness programs
- Advertising – government & council.
- Government notices / local events / maps.
- Public meeting notifications / community services.
- Important posters / health issues & community issues.

Markets/stalls/bargains

- Belconnen markets
- Organic vegetable markets
- Car boot and bric-a-brac stalls
- Garage sales

Bands/music

- Advertising for bands
- Musical events.
- Good form of advertising for bands / community services.

- Local gigs advertising for local music / arts / not political.

Comedians/comedy shows

- Comedians
- Magic shows
- Comedy festivals

Employment opportunities

- People should have the opportunity to be able to find work through these notice boards.
- Ads for jobs
- Tear-off part-time job ads

Movies/films/shows

- Shows that are on
- Notices for theatres / visits from exhibitions / community information.
- Posters for movies outside the cinemas

Lost animals/people

- Housing stray cats and dogs
- Lost animals or lost children.
- If it helping to find runaway children

Appendix: Study Questionnaire

CRSMS2230 – April 2009 - 1 – Draft A 20090431



Introduction: Good morning/afternoon/evening, I'm from Winton Research, an independent market research organisation, and we are conducting a short study among residents of Canberra firstly:

Q. No. = Cols 1-4

A. BILL POSTERS SECTION:

Preamble:

Bill posting refers to the act of placing posters on public places and private places such as walls, poles, fences and hoardings. In Canberra it is illegal to put up such posters except on approved poster pillars, community notice boards and listings on popular free sites such as those provided by popular radio stations.

ASK ALL:

Q.A1a In your opinion, is illegal bill posting in Canberra a major problem, a minor problem, or not a problem at all?

		☐	
A major problem	1		Ask Q.A1b
A minor problem	2		Ask Q.A1b
Not a problem	3		Ask Q.A1b
Unsure/don't know	4		Go to Q.A2a

ASK ALL EXCEPT UNSURE:

Q.A1b Why do you say that, why is illegal bill posting in Canberra [INSERT Q.A1a RESPONSE]? PROBE: Any other reasons?

DO NOT READ OUT; ACCEPT MULTIPLES			
Problems/negative comments:			
Unightly/unattractive/unappealing to see	1		☐
Tarnish image of city/threatening/less safe/crime	2		☐
Difficult to remove/costly removal/won't come off/damage surface underneath	3		☐
Pollute the surrounding area/litter the pavement	4		☐
Pollute more widely/harm the environment/waterways	5		☐
Other problems/negatives [write in]	6		☐
Positives/neutral comments:			
Informative/instructional/interesting	7		☐
Attractive/appealing/add flavor/style/texture to city	8		☐
Don't offend/bother/concern me	9		☐
Other positives/neutral comments [write in]	0		☐
Unsure/no reasons	1		☐

ASK ALL:

Q.A2a There are currently various approved sites in Canberra where posters can be legally posted, including four approved poster pillars located in the City centre and one at Woden Plaza, plus there are approved community notice boards and other free sites such as those provided by popular radio stations. Should the number and range of approved bill posting sites throughout the city be increased, maintained at the current level, decreased or eliminated altogether?

		☐	
Increased	1		Ask Q.A2b
Maintained at current level	2		Go to Q.A3a
Decreased	3		Go to Q.A3a
Eliminated altogether	4		Go to Q.A3a
Unsure/don't know	5		Go to Q.A3a

IF INCREASED, ASK:

Q.A2b Should there be a lot more or a few more approved sites? IF A LOT/FEW MORE, PROBE: Where should the additional sites be located?

		☐	
A lot more (write in)	1		
A few more (write in)	2		
Unsure/don't know	3		

ASK ALL:

Q.A3 Would you prefer all bill posting in Canberra to be banned altogether in the future, or should there be exceptions? IF EXCEPTIONS, PROBE: What should these exceptions be?

	☐	
All should be banned altogether	1	
There should be some exceptions (write in)	2	
Unsure/don't know	3	