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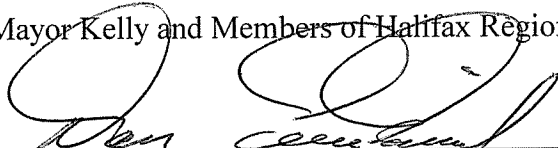


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Halifax Regional Council
August 1, 2006

TO: Mayor Kelly and Members of Halifax Regional Council

SUBMITTED BY:



Dan English, Chief Administrative Officer



Wayne Anstey, Deputy Chief Administrative Officer

DATE: July 28, 2006

SUBJECT: **Draft HRM Graffiti Management Plan**

ORIGIN

1. February 15, 2002 - Information report entitled Graffiti Eradication Preliminary Report which outlines Toronto's approach to graffiti management.
2. February 25, 2003 - Information report entitled Graffiti Strategy outlining HRM's graffiti eradication activities
3. April 17, 2003 - Information report entitled Graffiti Action Plan outlining HRM's graffiti eradication activities.
4. March 28, 2006 - Council motions CAO to engage highest level of corporate partners on a focussed plan of action to eradicate graffiti in cooperation with the various business associations.

RECOMMENDATION

It is recommended that Regional Council:

1. Adopt the proposed Graffiti Management Plan as contained in Attachment 1; and
2. Approve the priority actions for 06/07 as outlined in the body of this report.

BACKGROUND

Council is concerned with the ever increasing amount of graffiti throughout HRM. In fact, the prevalence of graffiti has been an issue of Council's for sometime now. Council is particularly concerned about HRM's considerable financial outlays in prevention initiatives and removal schemes, and with the increasing apprehension among residents about criminal activity and their perception that Council and the municipality could do more to foster community well-being.

In terms of HRM's approach to date, since 2002, when Council first launched a graffiti eradication program, several actions have been taken to eradicate graffiti from HRM including:

A) ERADICATION

1. HRM acquired a community mobilization unit and equipment and is now cleaning graffiti from HRM owned assets;

B) EDUCATION

1. HRM launched a Graffiti Eradication education program.
2. RCMP launched a Graffiti Awareness Program targeting school age children;
3. HRP conducted modules on anti-graffiti aimed at Junior and High School Students
4. HRM developed a Graffiti Information Brochure and a child's flyer

C) ENGAGEMENT

1. HRM continues to conduct community meetings on social dynamics of graffiti and how to prevent and report graffiti incidences;
2. HRM continues to assist communities with community safety audits

E) ENFORCEMENT

1. RCMP have made 10 arrests since 2002
2. HRP have made 27 arrests since 2002
3. 22 offenders have entered restorative justice

Despite these efforts, some councillors have expressed concern that HRM still does not have the necessary legislation, such as a graffiti bylaw, to ensure HRM is as effective as it can be respecting graffiti prevention and enforcement. Further, Council is concerned that the business community is heavily burdened with graffiti vandalism and that HRM is not adequately supporting these important stakeholders. Council also recognizes that the corporate partners are not at the table and need to be to effectively reduce the prevalence of graffiti in HRM. In fact, at the March 28, 2006 meeting of Regional Council, the CAO was directed to engage highest level of corporate partners on a focussed plan of action to eradicate graffiti.

Prior to Council's motion, the CAO had launched a review of HRM's existing approach to graffiti management. The CAO was aware that gaps with the existing service existed, that coordination and collaboration between business units needed improvement, and that the role and responsibilities of external partners needed clarification and formal agreements.

DISCUSSION

Upon completion of best practices research, and discussions with representative from various corporations (ie. Aliant, NSP, CN, CP, HRSB etc) it was apparent that one of the key factors missing from HRM was a Graffiti Management Plan. This was highlighted by the fact that not once did any of the corporate representatives deny that a problem existed, nor that they needed to be part of the solution. Rather, what became abundantly clear, and this sentiment is supported through the best practice research, was the need for HRM to provide leadership and coordination, and to define a graffiti management approach that is inclusive, pragmatic and feasible for all stakeholders.

Consequently, over the last several months a draft Graffiti Management Plan has been developed and is provided as *Attachment 1* for Council's review and approval. The Plan is intended to provide a comprehensive, multifaceted, whole-community approach to graffiti. It provides a long term strategic approach to managing and coordinating responses to graffiti involving a range of stakeholders and actions. Its goal is to **reduce the prevalence** of graffiti in HRM and to generate lasting changes in attitudes and behaviour toward graffiti.

A) Understanding the Gaps - An Analysis of HRM Existing Graffiti Eradication Program

A key step toward the development of the draft Plan was to gain a good understanding of the strengths and weaknesses of HRM's existing program. Staff evaluated HRM's existing program against the best practices of communities around the world, including Melbourne, Sydney, London, Toronto and Vancouver. The following is an overview of the key findings:

1. No Tolerance Areas

HRM has not identified priority "no tolerance areas" for graffiti clean-up and prevention. The most successful communities at graffiti management tend to identify specific areas that are most meaningful to the public, and focus efforts in these.

2. Graffiti Removal Service Standards

A graffiti removal service standard does not currently exist in HRM. A service standard is important so that the public clearly understands what to expect in service from HRM and is needed for staff to adequately resource the graffiti removal program.

3. Graffiti Business Process

Currently there is one Hansen problem code which addresses graffiti incidents on HRM property. Yet, a large number of properties tagged are not owned by HRM (ie. Aliant phone boxes, Nova Scotia Power utility boxes, and Canada Post mail boxes). If graffiti is not removed quickly, it may invite more graffiti into that area. HRM needs to ensure coordination among all corporate stakeholders for "rapid removal".

4. Understanding the Full Scope of the Problem

To be most effective at managing graffiti, an accurate assessment of the true prevalence and cost of graffiti is required. To date, HRM has not maintained an inventory of graffiti, and as such, cannot accurately quantify the amount. The amount of graffiti will need to be measured in the future if Council is to understand and measure the effectiveness of this Plan.

5. Graffiti Reporting

The public is not clear on the process of reporting graffiti. Many residents do not realise that graffiti in progress is worthy of a call to police. HRM needs to do a better job on informing the public on how to report graffiti, as well as ensuring all incidents are recorded to ensure the police have a full understanding of the full scope and degree of activity.

6. Diversion Techniques

Crime Prevention through Environmental Design (CPTED) principles are applied indiscriminately at present. HRM needs to consider a more formal application of CPTED principles through the community design.

7. The illusiveness of graffiti bombers

The public or police officers rarely see graffiti in action. Rather, the subversive underground nature of graffiti culture fosters this illusiveness. HRM needs to continue to study the subculture and to develop enforcement strategies appropriate to the culture. For instance, in some communities, the graffiti tools, such as spray paint and markers, are not permitted for display and can only be sold to persons more than 19.

8. Community Surveillance

HRM has a limited number of policing resources available and although police conduct local patrols, their ability to provide the level of community surveillance that is required to catch perps is limited. Although some communities have turned to installation of electronic camera surveillance, the equipment is very costly and cost prohibitive for many communities. HRM needs to develop enforcement strategies that are not police resource intensive, nor cost prohibitive, and focus more on partnerships with the community.

9. Graffiti Legislation

Of the graffiti management programs reviewed from other municipalities, all contain legislation to manage graffiti, including either a bylaw or unsightly premises law. At present, HRM does not have a Graffiti bylaw, nor does the unsightly premises definition reference graffiti. Consequently, staff has begun to develop a Graffiti Bylaw for Council's consideration at a later date. As well, HRM has made an official request to amend the MGA so that the unsightly definition includes reference to graffiti.

10. Graffiti Database

Data collection, monitoring and reporting practices need to be improved so as to ensure more accurate assessment of the impact and prevalence of graffiti in HRM and to enable the development of appropriate responses and programs. For instance, at present, only graffiti on HRM owned assets is recorded through Hansen, and a digital data base of tags is not gathered before cleaning.

11. Civic Accountability

Local retailers are providing graffiti writers with the tools of their trade - discontinued paints, spoiled samples, etc. Moreover, local academic institutions often turn a blind eye to the anti-social behaviours in which their students are engaged under the sensibility of “freedom of expression” Even parents are unaware of some of the anti-social behaviours in which some of their children may be engaged. Efforts need to be focussed on raising HRM social conscience and sense of civic responsibility.

12. An active graffiti sub-culture exists in HRM

Graffiti vandalism is celebrated within sub-culture in fact it is viewed by some youth as a right-of-passage. HRM needs to continue to build an in-depth understanding of the culture and to provide alternatives choices for those that may be attracted to the culture.

13. Graffiti Removal from Private Property

HRM does not currently provide graffiti removal from private property, although in the first year of the eradication program a limited service was provided. Best practice research suggests that a municipality has a role to play in supporting private properties in the removal of graffiti. In fact, experience suggests that private property owners are more willing to clean-up their properties when a municipality provides some level of removal. Of the communities reviewed, most offer a graffiti removal program which provide the public with graffiti removal kits (paint, solutions etc.) as well the municipality conducts regular clean-up blitzes.

14. Formal Partnerships

With the exception of the Quinpool Road BIDC, HRM has not typically developed formal agreements around the role of community stakeholders in the overall management of graffiti. Best practice research suggests that large corporations, and groups like Business Improvement Districts are important partners for managing graffiti. HRM needs to build on the success of models like Quinpool Road.

B) The Graffiti Management Plan’s Strategic Focus

The Plan comprises a series of policies organized around several key strategies that aim to address many of the gaps outlined above as well as to build upon the strengths of HRM’s existing program and initiatives.

- 1. No Tolerance Graffiti Areas-** the Plan defines areas where graffiti will not be tolerated and where removal will be a priority including regional and major streetscapes, the Capital District, HRM gateways and transportation nodes (ferry terminals), and areas of high pedestrian use (ie. parks, playgrounds).
- 2. Rapid Removal and Monitoring** - the Plan introduces a new service standard of a maximum of 3 days for graffiti removal on all HRM owned assets within the “no tolerance areas” and 5 days beyond these.

3. **Community Awareness and Education** - the Plan proposes a revised communication campaign including web, print, and radio and television to improve overall awareness and to reduce anti-social behaviours.
4. **Prevention and Diversion** - the Plan acknowledges and provides for a renewed focus on preventive techniques, such as environmental design measures that minimize opportunities of graffiti vandalism and social diversionary measures which concentrate on providing more acceptable outlets for “bombers” as a means for diverting graffiti vandalism.
5. **Active Enforcement** - the Plan takes a holistic view of enforcement recognizing that apprehending, prosecuting and obtaining restitution from offenders is a key element of success while given consideration to the availability of policing resources and to the value of legal tools (ie. Graffiti bylaw) to discourage graffiti vandalism.
6. **Community and Corporate Partnerships** - The Plan is based on a whole-community approach and provides for greater support and encouragement to local communities to develop innovative and sustainable local approaches to graffiti management and to become more accountable in preventing young people from becoming involved in graffiti.

The Plan also focusses on creating more formal partnerships and widespread involvement of other government partners, agencies and corporations. As per Council’s motion, the CAO office has actively engaged many representatives from Aliant, Nova Scotia Power, Halifax Regional School Board, Canada Post, Canadian National, and NS Department of Transportation to explore potential roles. The outcome of these discussions has been very positive with an expressed commitment from most to help reduce the prevalence of graffiti in HRM. *Attachment 2* provides a copy of letters from various partners outlining their level of commitment. The CAO office will continue to build relationships with these partners to advance the goals of the Plan.

7. **Understanding and Engaging Graffiti Sub Culture** - the Plan provides for continued investigation around the factors that influence antisocial behaviours and creates opportunity for targeted intervention strategies to encourage more positive social outcomes.
8. **Governance and Implementation** - the Plan provides for the establishment of a new governance structure in the form of a Graffiti Management Task Force. HRM’s Community Response Team (CRT) will be responsible for establishing and coordinating activities of the Task Force which will comprise staff, Council, and corporate partners representatives.

C) The Priority Actions for 2006

HRM has a critical leadership role to play in the successful management of graffiti. The following outlines the key actions that each Business Unit will undertake over the next year to advance the Graffiti Management Plan:

Community Response Team

CRT will continue in its existing capacity and role as the coordinating body for HRM's response to managing graffiti. Specific responsibilities of CRT will include the following:

1. Establish a Graffiti Task Force;
2. Provide regular support and coordination to the Graffiti Task Force;
3. Continue to provide education concerning social impacts of Graffiti;
4. Continue to conduct research on graffiti sub-culture;
5. Share intelligence with police; and
6. Coordinate and deliver an annual report and action plan.

Halifax Regional Police/RCMP:

The role of HRP/RCMP will focus primarily on the strategic areas of enforcement, prevention and diversion, community education and partnerships, and understanding graffiti subculture. Specifically, HRP/RCMP will be responsible for the following actions:

1. Active participation on the Graffiti Task Force;
2. Development of an HRM Graffiti Bylaw;
3. Identify, collate and analyse intelligence from CRT, HRP and RCMP.
4. Perform directed patrols to high incident locations;
5. Pro charge policy;
6. Provide ongoing feedback on the plan and future direction;
7. Continue with crime prevention and education initiatives;
8. Coordinate the Divisional Commanders and Community Response Officers to track and highlight graffiti as an HRM issue; and
9. Continue with a Graffiti Coordinator Staff Sergeant R. Lane.

Transportation and Public Works

The role of TPW will essentially focus on rapid removal of graffiti from HRM owned assets. However, in order to be most effective and efficient TPW will undertake the following measures:

1. Adopt new graffiti removal service standards;
2. Adopt an integrated service delivery model;
3. Increase staff dedicated to graffiti removal;
4. Acquire an additional graffiti removal truck and equipment;
5. Operationalise a new graffiti monitoring function;
6. Participate in annual community clean-up blitzes in "no tolerance areas"; and
7. Assist HRP and RCMP, where feasible, with surveillance in communities repeatedly hit with graffiti.
8. Actively participate on the Graffiti Task Force;

Community, Culture and Economic Development (CCED)

CCED has sound relationships with a number of stakeholders, including the local business community, youth and neighbourhoods associations across HRM, and have acquired a high degree of expertise in the area of art, urban design, community capacity building, research and social behaviour. Consequently, CCED will focus the following actions in support of the Plan's strategic directions around graffiti prevention and diversion, community partnerships, and research:

1. Actively participate on the Graffiti Task Force;
2. Develop and coordinate a community art/mural program;
3. Continue to facilitate and support neighbourhood groups or organizations to increase citizen accountability for taking local actions against antisocial behaviours;
4. Continue to build upon expertise and research in the area of youth and antisocial behaviour modification;
5. Develop graffiti removal program for private property owners in the "no tolerance" areas, including graffiti removal kits; and
6. Coordinate local clean blitzes in the BIDCs and other "no tolerance areas".

CAO Office and Corporate Communications

1. Coordinate development of a Graffiti Web-page and professional communications on the causes, impacts and how to prevent graffiti occurring and recurring;
2. Collaborate with the HRSB on the development of a professionally designed graffiti prevention education program which will be available to staff, the Mayor and Councillors when visiting school classrooms;
3. Support establishment of a community art and mural program; and
4. Continue to foster positive working partnerships with major corporation, public agencies and other level of governments.

4. Resourcing the Plan

The proposed Graffiti Management Plan requires a significant resources to be successfully implemented, yet realistically staff recognize that an infusion of new resources is unlikely, and would not be sustainable over the long term. Consequently, with the exception of new funding (\$50,000) allocated through CAO Special Projects, resourcing the Plan will require staff to create new efficiencies and to realign, refocus and redirect existing resources. That said, it should be pointed out that the Plan advocates a "whole community approach", meaning there is an expectation that corporate, community and other level of governments will resource specific activities on their own to advance the overall goals and objectives of the Plan.

With respect to the \$50,000, the following outlines its proposed allocation for 2006/07:

- design and development of web-page and new communications;
- mural program;
- community grant for graffiti removal from private property(seniors and challenged residents);

- education program design and development (this will be a joint initiative with the HRSB);
- community clean-up blitzes (other business units including Capital District and PWT will contribute and fund this initiative)

5. Measuring the Plan's Success

It is important to evaluate and monitor the progress of the Plan and to keep the Council and the community informed. The effectiveness of the Graffiti Management Plan will be evaluated regularly and improvements made to the Plan where required. Evaluation will enable staff and Council to understand 'what works' in graffiti management and builds an evidence base for future programs.

In terms of monitoring, the focus will be on the impacts of the program against its objectives, and the benefits and costs of the intervention. The Plan includes several performance measures to accurately assess the success of this Graffiti Management Plan. For instance, cases of successful removal of graffiti from private property; and the time taken to remove graffiti from HRM property are two of several measures.

BUDGET IMPLICATIONS

Within the 2006/07 Business Plan and Budget, under the CAO and Administration Business Plan, there is a reference to graffiti management. Approximately \$50,000 from E500 Special Projects will be directed to support specific initiatives for 06/07 business cycle that will advance the Plan.

FINANCIAL MANAGEMENT POLICIES / BUSINESS PLAN

This report complies with the Municipality's Multi-Year Financial Strategy, the approved Operating, Capital and Reserve budgets, policies and procedures regarding withdrawals from the utilization of Capital and Operating reserves, as well as any relevant legislation.

ALTERNATIVES

Council may chose to defer adoption of the Proposed Plan. Staff does not recommend this option.

ATTACHMENTS


Attachment 1 - Graffiti Management Plan

Attachment 2 - Partnership Letters of Agreement

A copy of this report can be obtained online at <http://www.halifax.ca/council/agendasc/cagenda.html> then choose the appropriate meeting date, or by contacting the Office of the Municipal Clerk at 490-4210, or Fax 490-4208.

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HRM's Graffiti Management Plan

Prepared By: Andrew Whittemore
Submitted: August 1, 2006

INTRODUCTION

HRM's Mayor and Council are committed to providing a clean, vibrant, safe and welcoming atmosphere for all residents, workers and visitors. As part of this commitment, HRM has created its first Graffiti Management Plan

Since 2002, HRM has dedicated resources towards the removing and advising how to reduce the likelihood of property from being targeted by graffiti vandals. Unfortunately, the issue continues to grow and pose serious challenges.

The Graffiti Management Plan encapsulates a whole of community approach meaning it recognises that graffiti occurs on a range of public and private property and affects the whole community. Accordingly, the responsibility for managing graffiti will be most effective when all the stakeholders participate and a multi-faceted approach is applied.

CHAPTER ONE

THE BACKGROUND

1.1 What is Graffiti

Graffiti is a form of vandalism (property damage) where property is marked or defaced through the use of spray cans, markers or any form of paint without the permission of the property owner. The word 'graffiti' derives from the ancient Greek (*graffo*, meaning 'to write') and from Latin (*graffito*, 'scratch'). There are a number of forms of graffiti. The most commonly seen are "tags" and "throw-ups" which usually appear on highly visible areas such as buildings and railway sidings.

A) Tagging – style of calligraphy writing that is an identification mark representing the name of an individual or group

B) Throw-ups – 'fat' bubble style outline of a word (usually a tag name) drawn quickly.

C) Political or social comments – slogans used to signal concern about particular issues

D) Piece– generally a more complex work involving some form of 'artistry'. They are usually a highly stylized and colourful version of a tag or crew name

E) Etching - scratching of a surface through use of rock, etching tools and or sharp objects.

1.2 Who is Writing Graffiti?

People who write graffiti are often named "graffiti bombers", "graffitists", "graffiti vandal", "graffiti artist", "graffers" or simply "writers". In HRM, there does not appear to be a typical demographic for writers. While many teenagers are involved, many bombers continue well into their twenties and thirties.

1.3 Why is Graffiti a Problem?

There are many people in HRM, particularly graffiti bombers, who do not view graffiti to be a problem. Rather, they strongly support graffiti as a form of expression. However, most of HRM's residents and many business owners view graffiti, particularly tags, as a criminal offence that is a blight on HRM's environment. The problems with graffiti can be generally categorised into the following:

a) Physical danger

Graffiti is often performed in dangerous and difficult to access locations, such as beside railway lines and on high buildings. Graffiti bombers who manage to tag

in higher and more difficult locations achieve a higher stature amongst the graffiti subculture.

b) Community perceptions of “disorder”

Graffiti adds to community perceptions of “disorder”, fear of criminal activity and feelings of general “lawlessness” in our society. Graffiti leads to social decline including alcohol, drugs, litter, broken glass.

c) Graffiti may involve young people in cross offending behaviour.

Young people who are involved with graffiti may also be involved with other minor offences such as shoplifting for materials, fighting between crews or individuals, vandalism and forceful entry to private property.

d) The costs to the community

The financial costs of graffiti are significant including the resources of staff-police, legal systems, corrections, graffiti removal, administration and management expenses, insurance premiums, and treatment of properties for prevention.

1.4 HRM’s Graffiti Experience

The experience of graffiti in HRM is not unlike that experienced by many other municipalities. Graffiti is found on a variety of public and privately owned property throughout the municipality. There is not necessarily any particular pattern to where it appears, although some places have become popular and regular canvasses for graffiti. These places include but are not limited to:

- Railway lines
- Capital District Retail Core
- Regional and Major Commercial Streetscapes
- Community Recreation Centres and Schools
- Parks and Playgrounds
- Highway overpasses/bridges
- Fences
- Street furniture and equipment (ie. light poles, mailboxes, traffic signs, and bus shelters)
- Utilities (electrical boxes and pumping stations etc.)

1.5 The History of HRM’s Graffiti Initiative

In 2002 the Community Response Team (CRT) was established. The CRT was created to respond to community safety issues, including coordinating HRM responses to graffiti.

As a first step, the CRT retained Staff Sergeant Kuck from the Toronto Police Service, a

well known expert in Graffiti, to conduct training and education workshop sessions. The workshops were intended to provide HRM staff a good understanding of Toronto's approach to graffiti management, which focuses on:

- eradication,
- education,
- empowerment,
- enforcement and
- economic development.

In 2003, the CRT formally launched HRM's Graffiti Eradication Program, which was based on Toronto's approach. The program recommended several key actions including:

- establish and train staff in removal of graffiti
- coordinate education
- maintain equipment for removal
- liaise with corrections in the placement of people for community service
- catalogue and file all incidents of graffiti
- coordinate cleanup in a timely fashion
- coordinate CPTED audits
- promote anti graffiti program
- liaise with other BUs

1.6 HRM's Progress

Since the launch of the eradication program, HRM has removed approximately 300,000 sq ft of graffiti. Last year HRM received and responded to approximately 200 calls. Upon receipt of graffiti, a 2 person graffiti removal crew is dispatched to clean the graffiti. The cost of removing graffiti from HRM owned assets is approximately \$150,000 annually, which includes the cost of staff, equipment, and vehicle expenses.

Beyond the 2 person graffiti removal crew, a number of HRM staff regularly deliver education programs about graffiti. The RCMP currently deliver a Graffiti Awareness Program targeting school aged children, while HRP conducts modules on anti-graffiti aimed at Junior and High School Students. A Graffiti Information Brochure and a children's flyer was produced to educate the public, and community meetings are regularly conducted by CRT to educate residents on how to prevent and report graffiti incidences .

The CRT also works directly with community members to assist them with community safety audits and to develop local strategies for preventing anti-social behaviour, crime and vandalism. The CRT also assists the community to mobilize.

HRM is also focussing on engaging the graffiti bombers, and their parents, as part of the overall eradication program. For instance, upon laying of charges HRM conducts mediation sessions with the offenders, parents and Community Justice representatives. These sessions are intended to raise the level of awareness among the violators and parents of the true impact of graffiti.

In terms of enforcement, since the launch of the graffiti program, the number of reported incidents of graffiti crime and criminal charges laid have steadily increased. A major factor in the success can be attributed to the surveillance camera equipment that was purchased by HRM and used by police and the business community. Additionally, staff's research on the sub-culture of graffiti over the last several years has allowed them to gain more insight and become more effective at enforcement.

	2002	2003	2004	2005
RCMP	3 arrests 3 to Restorative Justice	31 reports made 3 arrests 3 to Restorative Justice	50 reports made no arrests	62 reports 4 arrests
HRP	18 reports 8 arrests	89 reports 15 arrests	87 reports 1 arrest	51 reports 3 arrests 8 to Restorative Justice

1.7 Why is a Graffiti Management Plan Necessary?

Despite HRM's progress on many fronts, graffiti remains to be a considerable challenge for our municipality. Graffiti is viewed as blight on the urban landscape perpetuating feelings of a community that is dangerous and uncared for.

The cost of graffiti is considerable for HRM in terms of removal from assets and dealing with the complaints of graffiti on private property, who are burdened with the costs and effort to remove graffiti. Even more challenging are the immense number of buildings and assets owned by public utilities and other governments to which HRM has no direct control.

This Plan is required because there is a need for a more coordinated, multifaceted approach to graffiti management. There needs to be a clear message to all citizens that graffiti is unwanted, unwelcome and will not be tolerated. In HRM The Plan must articulate Council's commitment to getting tough on graffiti and to generate lasting change in attitudes and behaviour towards graffiti.

1.8 What Best Practices Research Says?

Communities worldwide continue to grapple with graffiti and in response have adopted graffiti management strategies. Given that HRM still has much to do in the area of managing graffiti, the best practice research may provide added insight into areas for improvement. The following is a brief overview of some of the key findings of a best practice research. These findings have been considered in the overall context of the policies contained within the graffiti management plan

- Communities are looking to HRM for leadership on the graffiti issue, and to work with communities to address the problem;
- HRM is seen as having an essential financial role to play in supporting private properties in the removal of graffiti. There is no clear direction, however, as to the extent or nature of the perceived financial responsibility;
- The prompt removal of graffiti is widely seen as an effective deterrent to further hits;
- Many view private property owners as victims of graffiti who should not simply be punished for having graffiti on their properties. However, private property owners would be more willing to clean up their properties if HRM would provide some level of removal;
- There is quite broad tolerance for legitimizing as artists the creators of artistic graffiti, and supporting them by providing designated spaces as sanctioned canvasses for their art;
- Creators of urban art are generally very critical of the tagging, hateful messages, etching, etc., which they consider simple vandalism. Most graffiti bombers indicate that they would not target other properties if legitimate spaces were made available, but also recognize that taggers and vandals may not be dissuaded by legitimate spaces;
- Education is seen by many as a key to reducing graffiti:
 - Education of property owners, business owners and communities as to how to prevent and cost-effectively deal with graffiti;
 - Education of perpetrators and their parents regarding the damage graffiti bombers cause and the penalties they may face is also key to managing graffiti;
 - Education of the legal system as to the importance of prosecutions and deterrent penalties is also required to understand the significance of the issue;

- There is support for more aggressive policing for apprehending and charging graffiti perpetrators and requiring them to remove graffiti as part of their punishment;
- Business improvement associations are viewed as important mechanisms for fighting graffiti on retail properties;
- Working with private property owners to encourage removal of graffiti from assets they own, including offering graffiti removal kits/paint vouchers where appropriate and clean blitz in retail core and high profile pedestrian areas throughout the municipality;
- Providing information and advice on how to prevent graffiti targeting their property is important

CHAPTER TWO

THE POLICY

The Graffiti Management Plan is a municipal wide approach to graffiti management that incorporates a range of actions to be implemented over the next several years that will not only prevent and clean-up graffiti but improve our engagement with the people who are doing graffiti. While Council are providing leadership to this Plan, its ultimate success will come from all stakeholders – residents, businesses, institutions, graffiti bombers and property owners participating in graffiti management.

2.1 The Goal

The **goal** of the Graffiti Management Plan is:

To reduce the prevalence of graffiti in HRM through a coherent set of initiatives while simultaneously strengthening our community capacity, and increasing civic responsibility.

2.2 The Objectives:

- To adopt best practice initiatives deployed in comparable government settings;
- To remove graffiti as quickly as possible as a deterrent;
- To encourage preventative techniques as a deterrent to graffiti;
- To involve the business community, community organizations, individual residents, youth and graffiti bombers as partners in reducing graffiti;
- To ensure a good understanding of the factors that motivate individuals to commit illegal activities and anti-social behaviours;
- To ensure legal instruments necessary for discouraging and responding to graffiti are in place

2.3 The Guiding Principle Statements

While it is not possible to eliminate graffiti altogether, the policies contained herein are intended to reduce the prevalence of graffiti. The approach to graffiti management is guided by a series of statements which will guide all decisions and policy directions.

GP1 HRM recognizes that to reduce graffiti a range of strategies and a 'whole-of-community' approach is required;

- GP2 HRM recognizes a need to clearly distinguish between graffiti and urban street art;
- GP3 HRM recognizes that there is great value in programs which focus on the prevention of graffiti before it occurs;
- GP4 HRM acknowledges that as far as possible, measures taken to remove graffiti need to be cost effective and environmentally friendly;
- GP5 HRM recognizes graffiti to be a serious issue that must be addressed through a persistent approach to enforcement;
- GP6 HRM is committed to working at the community level to address graffiti issues.;
and
- GP7 HRM recognizes that there needs to be an equitable balance between roles and responsibilities in graffiti removal.

2.4 The Strategic Focus

HRM has a critical leadership role to play in the successful engagement of government, the private sector and the broader community necessary to prevent and remove graffiti. To fulfill this role this Plan provides a comprehensive approach based on the following 7 strategic areas of focus.

1. Graffiti Tolerance
2. Rapid Removal and Monitoring
3. Community Awareness and Education
4. Prevention and Diversion
5. Active Enforcement
6. Community and Corporate Partnerships
7. Understanding & Engaging Graffiti Sub Culture

Part One

GRAFFITI TOLERANCE

Graffiti is a major concern for all of HRM. Over the last several years there seems to have been a steady rise in the number of incidents. Graffiti incidents in HRM's main commercial areas, pedestrian zones, the Capital District, and residential neighbourhoods are especially bothersome and for which a level of tolerance is increasingly diminishing.

To rid HRM completely of all its graffiti would be extremely difficult, requiring massive amounts of resources that are not feasible or sustainable over the long term. Assuming that the public will be more accepting of a graffiti when the areas important to them are kept clean and free of graffiti, HRM's approach to graffiti management will focus on specific priority areas.

The policy establishes "no tolerance graffiti zones" throughout HRM that will demarcate areas of priority. The establishment of "no tolerance zone" is intended to send a clear message that graffiti is not tolerated in specific areas of HRM and that HRM will be aggressive in a managing graffiti in these areas. Specifically, these areas will be the priorities for clean-up, monitoring and policing. They will also be the areas that the local business community and other government and corporate partners are encouraged to focus their efforts. Further, to redirect graffiti away from the "no tolerance graffiti zones" will be provide graffiti bombers with opportunities to express and showcase their creativity in a more positive manner.

Although HRM will continue to manage graffiti beyond the "no tolerance graffiti zones" as efficiently and effectively as possible, incidents in these areas will be considered of less priority.

No Tolerance Graffiti Zones

Policy 1 HRM will designate specific geographic areas or sites as "no tolerance" graffiti zones. These zones will include:

- HRM Regional Streetscapes,
- Major Commercial streets or areas;
- Capital District,
- HRM gateways,
- HRM transportation nodes (ferry terminal etc.) and
- Areas of high pedestrian use (ie. parks, playgrounds)
- Civic monuments

Policy 2 Pursuant to Policy 1, graffiti removal within areas designated "no tolerance" graffiti zones will be highest priority.

- Policy 3 Pursuant to Policy 1, recognizing that effective management of graffiti in no tolerance areas is complicated by the fact that much of the street furniture (ie. Post boxes, newspaper) is not HRM's responsibility, HRM will seek the commitment of corporate and other government partners to maintain their property free of graffiti.
- Policy 4 Pursuant to Policy 1, HRM will regularly monitor and patrol the "no tolerance graffiti zones" to proactively identify graffiti incidents.

Lower Priority Zones

- Policy 5 To redirect graffiti away from "no tolerance graffiti zones" HRM will identify new opportunity sites in lower priority areas for graffiti bombers to express and showcase their creativity in a more positive manner. Local communities shall be engaged before an opportunity site is identified and to establish the appropriate conditions and uses around each site including, but not limited to:
- a) temporary versus permanent displays
 - b) appropriate materials
 - c) subject matter
 - d) construction hoardings (removable)
 - e) street art
 - f) traditionally problematic sites (ie. derelict buildings, retaining walls etc.)
- Policy 6 Notwithstanding Policy 5, no graffiti opportunity site shall be located within a heritage conservation or streetscape area unless otherwise approved by the HRM Heritage Planner.

Part Two

RAPID REMOVAL AND MONITORING

Experience shows that quick removal of graffiti from the time of its occurrence is very important in the overall reduction of graffiti. This is due primarily to the fact that graffiti bombers tend to become easily discouraged and will not continue in a particular area where their work has been rapidly and repeatedly removed .

The challenge with rapid removal is that the degree of effectiveness depends on graffiti being removed from the entire area. This obviously is more complicated where graffiti is found on properties other than those owned by HRM.

To date, HRM has focussed graffiti removal on HRM owned assets. However, in order to break the cycle of ever-increasing incidents of graffiti, HRM will need to consider a better balance to public and private property in order to substantially eradicate graffiti in HRM.

Removal Service from HRM Owned Assets

- Policy 7 HRM will regularly monitor, report, record and assess the level of graffiti vandalism on public and private property.

- Policy 8 HRM will remove graffiti from HRM owned assets in no tolerance areas within 3 days of notification, and 5 days in areas beyond “no tolerance graffiti zones”.

- Policy 9 Notwithstanding Policy 8, HRM will remove graffiti from HRM owned assets that contains racist, obscene or offensive material immediately upon notification, not exceeding a maximum of 24 hours.

- Policy 10 All solvents, additives or products used by HRM for removing graffiti will be handled with ecologically sound practices to minimise harm to the environment and to comply with relevant environmental law and policies.

- Policy 11 HRM will ensure care is taken in removing graffiti from HRM owned buildings and structures of special significance (heritage buildings and monuments) so that prior to removal HRM’s Cultural Coordinator and Heritage Planner will be consulted on the proposed approach.

Integrated Removal Service

- Policy 12 Litter, illegal signs, postering and other community ephemera are intrinsically linked with graffiti in their negative impact on HRM’s environments. Therefore, stickers, posters, and litter found within the

vicinity of the graffiti will be removed as a component of the overall removal service.

- Policy 13 Pursuant to Policy 8, while removing graffiti, within a distance of at least 10 metres from the point of the incident as well as 10 metres back from where a side street intersects HRM will scan and remove other incidents of graffiti, litter, posters, stickers and and other community ephemera .

Graffiti Removal From Private property

- Policy 14 HRM will provide assistance to public property owners with the removal and prevention of graffiti on private property through introduction of a public property graffiti removal program, focussing on, but not limited to:
- a) providing Graffiti Removal Tool Kits;
 - b) conducting targeted 'blitzes' in "no tolerance" zones for both public and private property;
 - d) intervening where graffiti is racist or obscene; and
 - c) provision of graffiti deterrents.
- Policy 15 HRM recognizes that older residents and/or person living with a disability may be unable to remove graffiti from their home. Therefore, where feasible, HRM will consider providing some support, such as a small community grant, to assist with removal.

Other Government, Agencies and Corporations

- Policy 16 HRM will seek the commitment of other governments, agencies and corporations, including but not limited to Aliant, Nova Scotia Power, CN, Canada Post, Halifax Regional School Board, NS Transportation and Public Works, to comply with HRM's graffiti removal standard set out in Policies 1 and 2.
- Policy 17 Notwithstanding Policy 3 and 4, HRM may consider establishing agreements with public authorities, other levels of government, agencies and commissions to remove graffiti where the costs can be recouped and where resources are available.

Part Three

COMMUNITY AWARENESS & EDUCATION

Education is absolutely key to a successful graffiti management program. A more informed community is more likely to adopt prevention measures and change from being passive victims to becoming active participants combatting graffiti within their community. The proposed policy aims to raise community awareness of the graffiti vandalism problem, its impact on the whole community, and the prevention and diversionary measures that are available.

Information

- Policy 18 HRM will minimize misconceptions around graffiti and community safety that arise from a lack of information and knowledge through the ongoing provision of information on a) the complex nature of graffiti, b) the causes, and c) the costs of graffiti to society.
- Policy 19 HRM will raise public awareness on the importance of reporting graffiti and how to report graffiti.

Messaging

- Policy 20 HRM will reinforce the message that graffiti is not acceptable in HRM through the development of high quality educational materials and communications.
- Policy 21 HRM will engage local media and corporate partners to assist in educating and informing the public on graffiti management and to reinforce the message that graffiti is not acceptable in HRM.

Social Marketing and Accountability

- Policy 22 HRM will aim to reverse anti-social behaviours such as graffiti, littering, etc through a sustainable social marketing campaign.

Part Four

PREVENTION AND DIVERSION

Prevention and diversion are an important component of any graffiti management plan. The rationale behind this preventative and diversionary techniques is to gradually change the attitudes and behaviours of graffiti bombers.

Preventative techniques refer mostly to environmental measures that are used to minimize the opportunity or occurrences of graffiti vandalism. For instance, urban and building design features, improved lighting, and electronic surveillance are all measures that can be very effective in preventing graffiti.

Alternatively, social diversionary measures concentrate on providing more acceptable outlets for graffiti bombers as a means for diverting graffiti vandalism. Social diversion focusses on engaging graffiti vandals to participate in positive community-based projects; developing a positive community image for youth; implementing education about graffiti at the primary, secondary and tertiary levels, and involving graffiti bombers in the development of graffiti management programs.

Preventative Measures

- Policy 23 HRM will consider the goal and objectives of the graffiti management plan and their relationship to community planning, public space, urban character and neighbourhood amenity.
- Policy 24 HRM will consider amending municipal permitting processes (ie. vending, construction, development) to ensure responsible graffiti management practices and CPTED principles are inherent.
- Policy 25 HRM will reduce the potential for creating environments that support criminal activity by giving consideration to the following environmental measures:
- a) use of good urban and building design and materials to reduce opportunities for graffiti vandalism;
 - b) use of graffiti resistant materials;
 - c) improved lighting;
 - d) good landscaping practices;
 - e) use of surveillance cameras and security guards to patrol properties;
 - f) improved opportunities for passive surveillance through good design and incorporation of interface areas between the private and public realms;

Opportunities for Positive Contributions

- Policy 26 HRM will aim to provide legitimate outlets for graffiti bombers which are acceptable to society including but not limited to:
- a) keeping potential graffiti vandals occupied through engagement in positive community-based projects;
 - b) raising the self-esteem of young people;
 - c) promoting a sense of responsibility for ownership of community resources;
 - d) graffiti education initiatives at the primary, secondary and tertiary level; and
 - e) involving graffiti bombers in the implementation of Graffiti Management Plan.

Situational Analysis

- Policy 27 HRM aims to deter offenders from continuing to engage in graffiti activity through ongoing situational management that involves analysing the 'risks and rewards' of graffiti to the graffiti writer

Restitution

- Policy 28 HRM will pursue opportunities for graffiti offenders to make reparation for their offences and to assist in rehabilitation.

Part Five

ACTIVE ENFORCEMENT

Apprehending, prosecuting and obtaining restitution from offenders is a key element of successful graffiti management. If graffiti vandals carry out their activities with impunity, there is little motivation for them to stop. Therefore, consideration must be given to policing and to the availability of legal tools to discourage such graffiti vandalism.

An important aspect of an overall approach to enforcement is a coordinated supply of graffiti evidence. While HRM collects data on both the prevalence and nature of graffiti, there is scope to improve the recording of incidents reported to police and the recording of data that links particular types of graffiti to offenders.

The involvement of residents and business owners within the neighbourhoods is critical to fighting the crime of graffiti vandalism. The commitment of residents and business owners to a community-police partnership will signal widespread disapproval of graffiti vandalism and support for police enforcement activities.

Legislation is also a useful for effectively addressing crime and public safety issues such as graffiti. A number of legislative options to enhance the graffiti reduction outcomes of this Plan, such as a graffiti bylaw, will be explored. New legislation will also facilitate greater coordination and partnership between HRM, statutory and voluntary organisations, and private business.

Enforcement

- Policy 29 HRM will actively enforce all applicable laws as they relate to graffiti.
- Policy 30 Where resources allow, HRM will apply more aggressive and persistent enforcement practices in areas designated “no tolerance graffiti zones”.
- Policy 31 Notwithstanding Policy 30, HRM will shift from aggressive enforcement practices to targeted enforcement once adequate experience and understanding of effective enforcement is achieved.
- Policy 32 As available resources dictate, HRM will move towards a gradual focussing of police resources to the following areas:
- a) building on existing database to assist investigations and prosecutions
 - b) placing increased emphasis on arresting and charging suspects wherever possible
 - c) targeting prolific graffiti crews
 - d) supporting Crown Counsel in prosecuting offenders

- e) expanding the Neighbourhood Watch program to include activities such as recording, reporting and voluntary eradication
- f) involving Crime Stoppers in dealing with graffiti

Surveillance

Policy 33 Repeat graffiti is a problem that adds to the costs of removal and management of graffiti. Therefore, where feasible and resource allow, HRM will perform surveillance in areas known to be especially prone to repeat or prevalent graffiti vandalism.

Data Management

Policy 34 HRM will improve data collection, monitoring and reporting practices to more accurately assess the impact and prevalence of graffiti, to facilitate efficient prosecution, and to develop appropriate responses and programs.

Policy 35 Pursuant to Policy 34, HRM will retain dated photographic evidence of each case of graffiti that is the subject of a graffiti removal notice (clearly showing the graffiti and location) for evidence in support of the prosecution of graffiti vandals.

Policy 36 Pursuant to Policy 34, HRM will refine data collection methods to ensure the availability of statistics relating specifically to graffiti offences are readily available.

Policy 37 HRM will develop partnership with other policing agencies to encourage the exchange and communication of data.

Legislation

Policy 38 HRM will act as an advocate for legislative changes to give HRM greater power to deal effectively with graffiti vandalism.

Graffiti By Law

Policy 39 HRM will consider adopting a Graffiti Bylaw to provide Council with the power to:

- a) facilitate the removal of graffiti from private property;
- b) fine a property owner, manager or occupier if graffiti is not removed when directed to do so by an authorised officer; and
- c) prohibits retailers from displaying and selling graffiti implements

Policy 40 Notwithstanding, Policy 39, HRM will take all reasonable steps to avoid using the Graffiti Bylaw and its powers contained within by focussing on co-operative and constructive partnership arrangements with private property owners and occupiers to prevent, manage and remove graffiti.

Community Watchdog

Policy 41 HRM will explore establishing a graffiti rewards program (ie. crime stoppers) for eligible members of the public who report graffiti vandalism in progress or who provide information regarding graffiti vandalism to HRM.

Part Six

COMMUNITY & CORPORATE PARTNERSHIPS

Local communities have a significant role to play in graffiti management as they are best placed to understand their local environments and as such develop relevant solutions to local graffiti issues.

Local community organisations should be supported and encouraged to facilitate the development of innovative and sustainable local approaches to graffiti management. Engaging residents in a range of volunteer based activities including surveillance and patrol has been an effective management technique.

Parental involvement is also a key component in preventing the crime of graffiti vandalism through observation, child-parent communications and parental observation that may help detect the involvement of youth in graffiti vandalism activities.

Preventing young people from becoming involved in graffiti is also an important component of the multi-faceted approach to managing graffiti. HRM's youth face complex, hard-to manage challenges and demands. They are under constant pressure to make choices in their lives. Unfortunately, sometimes they may not be emotionally mature enough to make the right decisions. HRM needs to help youth structure their lives through on going education about the value of community and the importance of civic-mindedness and civic skills.

Widespread involvement of other government partners, agencies and corporations is also essential to addressing the complex issues associated with the effective management of graffiti. While corporations such as Aliant, and agencies such as the School Board continue to invest significant resources in prevention and clean-up of graffiti, considerable scope exists to engage other levels of government and private sector.

Civic Accountability

- Policy 41 HRM will foster a greater sense of civic-mindedness in HRM adults and youth through focussed education on the value of community and skills for value-oriented thought and action within a context of social responsibility.
- Policy 42 HRM will focus resources towards rebuilding social control and increasing citizen accountability for the actions by facilitating the establishment of neighbourhood advocacy groups or organizations, and support them in activities.

Community Capacity

- Policy 43 HRM will encourage feelings of well being, amenity and belonging within the community through active community engagement and community capacity building. Because young people need to be won over for civic engagement in the community, HRM will ensure that they are afforded opportunities to contribute in their own manner, interests and allowed to create their own solutions to problems.
- Policy 44 HRM will enhance community awareness about their roles and actions and initiatives which might be taken to reduce and prevent graffiti including but not limited to:
- a) Patrolling neighbourhoods to detect and report incidents of graffiti vandalism and identifying those responsible for the crime.
 - b) Delivering educational programs to inform youth and adult audiences of the impact of graffiti vandalism, its prevention, and the consequences related to graffiti vandalism
 - c) Helping with distribution of graffiti- clean up kits to help immediately wipe out the blight of this crime
 - d) Coordinating citizen efforts to combat graffiti vandalism.
 - e) Participating in neighbourhood graffiti clean-up days.
 - f) Participating in anti-graffiti vandalism efforts wherever needed and working with respective neighbourhood groups.
- Policy 45 HRM will continue to assist communities and neighbourhoods develop locally appropriate responses to graffiti prevention and management through ongoing education, information sessions, and community capacity building initiatives.

Corporate Partnerships

- Policy 46 HRM will continue to encourage private sector support for the development and implementation of initiatives to address graffiti.
- Policy 47 HRM will pursue a formal agreements with private sector and other governments including CN, Canada Post, Aliant, Nova Scotia Power, HRSB, and NSTPW, to enter partnerships on joint graffiti management initiatives.
- Policy 48 HRM will pursue funding from other levels of government in support of establishing strong community partnerships and developing innovative responses to graffiti in high priority areas that can be replicated elsewhere.
- Policy 49 HRM may provide opportunities for private sector contributions through direct funding and or/in kind support for strategies to address graffiti at the local level.

Part Seven

UNDERSTANDING & ENGAGING GRAFFITI CULTURE

Graffiti bombers are difficult to engage, but are essential to the solution. Care must be taken to ensure that actions to manage graffiti do not further alienate or endanger them. Understanding graffiti culture is crucial to developing some solutions to this problem as hard enforcement and removal will never totally eradicate graffiti.

While significant research has been undertaken into the nature and culture of graffiti, further work is required to investigate the factors that influence antisocial behaviours such as graffiti. The availability of such research will help in designing targeted intervention strategies to encourage more positive social outcomes.

In addition, providing positive alternatives to a graffiti lifestyle is an important component. Successful programs focus on education about the effects of graffiti, opportunities for personal development, and linkages to employment and training.

Research

Policy 50 HRM will continue to research and to investigate the nature, prevalence and precursors to engagement in anti-social behaviour.

Engaging Graffiti Bombers

- Policy 51 HRM will engage graffiti bombers in a non-antagonistic manner concerning the causes of graffiti and what might be done to:
- a) reduce certain forms of graffiti;
 - b) Reduce graffiti in no tolerant zones.
 - C) encourage and invite older (or more experienced) bombers to act as mentors to younger bombers.
- Policy 52 HRM will increase the range and type of challenging and entertaining activities to address the centrality of hip hop culture, and to promote the positive aspects of such culture.

CHAPTER THREE

IMPLEMENTATION

This Plan identifies areas where further work is required to enhance HRM's approach to graffiti management. Several different HRM business units currently have a role in aspects of graffiti management. Unfortunately, the activities of individual business units have not always been well coordinated. The success of this Plan will depend on HRM working collaboratively to maximise the effectiveness and efficiency of the Plan.

3.1 Who is Responsible for Implementing the Plan?

The HRM Community Response Team (CRT) will play the leadership role in the overall coordination and implementation of the Graffiti Management Plan. The CRT Staff will be responsible for ensuring that organization is aware and is subscribing to the policies contained within the Plan, and that the actions listed in this chapter are completed. The CRT will also be responsible for monitoring the Plan, reporting to Council on the success of the Plan, and identifying potential gaps or weaknesses that may require changes to policy and approach.

Beyond the CRT, the Graffiti Management Plan will require the ongoing cooperation and joint administration of several departments and staff:

- a) Halifax Regional Police
- b) RCMP
- c) Capital District
- d) CCED (Community Development, Culture and Heritage)
- e) Transportation and Public Works
- f) Planning and Development
- g) Corporate Communications
- h) Legal

In addition to these staff, the Plan's whole community approach will require that several key community and corporate stakeholders play an active role in its implementation. The groups include:

- a) HRM School Board
- b) NS Justice Department
- c) Nova Scotia Transportation and Public Works
- d) Canada Post
- e) Canadian National
- f) Aliant
- g) Nova Scotia Power
- h) BIDC (Business Improvement District Commissions)
- i) Residents Associations,

- j) Community watch groups
- k) Parents
- l) Graffiti Bombers
- m) Youth

- Policy 53 The Community Response Team will coordinate and oversee the overall implementation of HRM's Graffiti Management Plan.
- Policy 54 The CRT will establish and support a Graffiti Task Force comprised of staff, Council, corporate, BIDC, and graffiti sub-culture representatives to:
- a) implement this Plan,
 - b) work jointly on sponsored events and programs,
 - c) share knowledge and information;
 - d) facilitate ongoing inter-divisional/organizational education on graffiti trouble spots, writing instruments and investigative techniques; and
 - e) develop long term collaborative initiatives.
- Policy 55 The CRT will annually, through consultation with the Graffiti Task Force, develop an action plan and supporting budget to submit for approval by Council in conjunction with the corporate business planning and budget process.

3.2 Evaluation and Monitoring

It is important to evaluate and monitor the progress of the Plan and to keep the Council and the community informed . A reporting element will be a key component of implementation. The effectiveness of the graffiti management plan will be evaluated regularly and improvements made to the Plan where required. Evaluation will enable staff and Council to understand 'what works' in graffiti management and builds an evidence base for future programs.

In terms of monitoring, the focus should be on the impacts of the program against its objectives, and the benefits and costs of the intervention.

- Policy 56 HRM will adopt the following performance measures to accurately assess the success of this Graffiti Management Plan:
- a) Cases of successful removal of graffiti from private property;
 - b) Time taken to remove graffiti from HRM property following a request for service;
 - c) Time taken to remove graffiti from private property following notification by HRM;
 - d) Prevalence of graffiti on property in no tolerance areas;
 - e) Requests for service made to HRM and recorded on the customer

- request system;
- f) The number of owners, occupiers and managers co-operating in the removal of graffiti from private property;
- g) The number of reported incidences of graffiti on public and private property;
- h) The average time taken for removal of graffiti;
- i) The number of reported incidences of graffiti on HRM assets;
- j) The amount of graffiti that is left on HRM assets longer than 72 hours after being reported;
- k) Participation in legal graffiti projects and youth programs;
- l) Participation on Graffiti Task Force;
- m) Participation in Community Clean-up Events;
- n) Level of Participation by local businesses in graffiti removal and prevention;
- o) Number of people accessing information about graffiti removal and prevention; and
- p) Community understanding of information provided.

Policy 57 HRM will conduct a twice-yearly graffiti audit of the no tolerance zones within the municipality.

Policy 58 HRM will provide an annual report on the progress and success of HRM's approach to graffiti management.

3.3 Communications

Effective communication is particularly important for the long term implementation of this Plan. A good communication program will encourage ongoing community involvement in graffiti management and help to reduce the perceptions of disorder and fear of crime that graffiti can generate.

Policy 59 HRM will develop a graffiti communication plan that delivers a consistent message to all stakeholders and works to achieve the following:

- a) keep the community informed of the issues involved in graffiti management;
- b) advise the community of solutions to the problem of graffiti;
- c) encourage active community involvement in managing graffiti.

Attachment 2
Letters of Agreement - Corporate Partners

Nova Scotia Power

July 19, 2006

Andrew Whittemore
Executive Assistant
Chief Administrative Office
PO Box 1749
Halifax, NS
B3J 3A5

Re: Graffiti Management in HRM

Dear Andrew,

Thank you for taking the time to meet with myself, and Paul Miller on Friday, July 7, 2006. We now have a very good understanding regarding your proposed Graffiti Management Plan and the Task Force.

Nova Scotia Power Inc. would be pleased to be a partner with HRM and other key stakeholders, in helping manage this issue.

Here is what we will commit to do:

- Agreement to participate on the Graffiti Task Force, which is intended to provide a forum for continued collaboration and joint initiatives
- Participation in clean-up blitzes in priority areas.
- To our annual inspection of all our pad mount transformers (the large green boxes usually found on commercial properties); we will add a “check box” for our representative to fill in if the pad mount has graffiti on it.
- Once NSPI determines the extent of the impact on our equipment within the 8 “no tolerance” zones we will be better able to develop a more comprehensive plan to address this issue along with expected response times.
- We will assist at the front end with new developments – if they require pad mount transformers, and they are in one of the 8 identified “no-tolerance” zones, we will advise placement of the transformer so it is not visible from the street.

As your proposal moves forward, and is accepted by council, we would be pleased to consider what other ways we may be able to participate in this worthwhile effort.

Yours truly,

Judith (Balch) O'Leary
Customer Service Manager, Metro Region
869-5312

Halifax Regional School Board

July 24, 2006

Andrew Whittemore
CAO Executive Assistant and Special Projects

Dear Mr. Whittemore,

Thank you for your correspondence of July 12, 2006 in which you seek the School Board's commitment concerning our partnership with HRM surrounding graffiti management. The HRM Plan is based on a "whole community" approach to graffiti management and as such it is very encouraging to note the importance of cooperation among government, agencies, boards and community.

In response to the HRM proposed key actions noted below, I have included the HRSB position for each. It is hoped that our joint efforts will effect very positive results.

The School Board will actively participate on a HRM Graffiti Management Task Force; (HRSB will actively participate on this Task Force)

The School Board will form an "ad hoc" committee to work with HRM staff in the development of a graffiti education program that is appropriate for all 3 levels of school; (HRSB will work through the Program and School Administration departments of the board to assist HRM in the development of a graffiti education program that is appropriate for all 3 levels of school)

The School Board will facilitate ease of access to classrooms for Graffiti education; (HRSB will work through the Program and School Administration departments of the board to facilitate ease of access to classrooms for Graffiti education.)

The School Board will facilitate training for teachers to detect and respond to students engaged in graffiti; (HRSB will work through the Program and School Administration departments of the board to facilitate training for teachers to detect and respond to students engaged in graffiti.)

The School Board will participate with HRM and other partners in annual community Graffiti clean-up blitzes; (HRSB will participate with HRM and other partners in annual community Graffiti clean up campaigns to the extent that our resources allow. In all cases, HRSB will cooperate in promoting such campaigns.

The School Board will work towards developing a service standard of "3 days for graffiti removal", in keeping with HRM's practice; (HRSB will work with HRM through participation on the Graffiti Management Task Force and will work towards developing a service standard of "3 days for graffiti removal". It has been discussed that HRSB will be able to avail itself of the HRM graffiti removal crew on a "cost of materials only" basis. This arrangement would need to be in place in order to be able to achieve this key action.

In closing, I would like to thank you for the ongoing discussions and opportunity to work together on this very important matter.

Sincerely,

Gary O'Hara

Chair,, Halifax regional School Board

Canada Post

Andrew ,

In response to your letter of May 26, 2006; I wish to advise you that Canada Post joins in the city's concern regarding graffiti that defaces many of the street installations of companies in the Halifax Regional Municipality.

As discussed with you, we are currently reviewing a new design to our equipment such as our Street Letter Boxes, Relay Boxes and our Community Mail Boxes.

However as you can appreciate that this can be a lengthy process in considering that we have equipment across the country and the process to approval and implementation can take time.

In response to your request for Canada Post to become engaged in the Graffiti Management Strategy developed by the city; I wish to advise you that I am currently in negotiations with our service provider and will seek to implement the following procedure to ensure the appropriate appearance of our street equipment.

Our service provider will conduct a weekly tour of all street equipment and ensure the removal of graffiti in a designated core.

We will initiate this procedure to commence in August and will review the program in six months to evaluate the costs and effectiveness of the program.

Should you wish to discuss with me; please do not hesitate to contact me at your earliest convenience.

Jim Underwood
Manager Delivery Services
494-4249