



CITY OF HAMILTON
PUBLIC WORKS DEPARTMENT
Energy, Fleet and Facilities Management Division

TO:	Chair and Members Public Works Committee
COMMITTEE DATE:	July 8, 2020
SUBJECT/REPORT NO:	Security Report on Theft and Vandalism Prevention in City-Owned Spaces (PW20046) (City Wide) (Outstanding Business List Item)
WARD(S) AFFECTED:	City Wide
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SUBMITTED BY:	Rom D'Angelo Director, Energy, Fleet & Facilities Management Public Works Department
SIGNATURE:	

RECOMMENDATION(S)

- (a) That Corporate Security be approved to deploy a Parks Security Patrol program under a 2-year pilot, to begin in the Spring of 2021;
- (b) That the operating costs associated with the Parks Security Patrol 2-year pilot program be referred to the 2021 operating budget deliberations;
- (c) That Corporate Security report back to the Public Works Committee, prior to the completion of the 2-year pilot, presenting the results of the program including the metrics used to measure the value, impacts and improvements as a result of the pilot program;
- (d) That the item respecting "Theft and Vandalism Prevention in City-owned Public Spaces" on the Public Works Committee Outstanding Business List be identified as completed and be removed;
- (e) That item (g) of the Graffiti Management Strategy on the Public Works Committee Outstanding Business List be identified as completed and be removed.

OUR Vision: To be the best place to raise a child and age successfully.

OUR Mission: To provide high quality cost conscious public services that contribute to a healthy, safe and prosperous community, in a sustainable manner.

OUR Culture: Collective Ownership, Steadfast Integrity, Courageous Change, Sensational Service, Engaged Empowered Employees.

EXECUTIVE SUMMARY

Through the City's Vision and Mission, city owned open spaces are intended to provide a safe and inclusive space for all residents to enjoy leisure and recreational activities within their local neighbourhoods, free from damage, graffiti and other safety concerns. The City has enacted various By-laws to support the safe and inclusive operation and maintenance of these spaces such as the "The Parks By-Law" (01-219) and the "Yard Maintenance By-law" (10-118). However, some vandalism events have taken place over the last year requiring City resources for repair and restoration.

Through this report, Corporate Security in the Energy, Fleet and Facilities Management (EFFM) Division in Public Works Department intends to:

- Provide a response to the OBL item AAH on the Public Works Committee regarding the feasibility of various options, including Hamilton Police involvement and the installation of security cameras to address the increase in vandalism and theft in City-owned public spaces;
- Provide a response to the OBL item AAZ on the Public Works Committee regarding the pursuit of additional Closed-Circuit Television Cameras (CCTV) be included as part of the overall Graffiti Management Strategy, as the internal subject matter experts related to security surveillance systems;
- Provide high level budget projects related to options that Corporate Security can provide to support the preservation of City-owned assets and open spaces;
- Provide education and reference to municipal sector and industry practices related to park space use, preservation and community engagement;
- Provide education based on the application of CPTED (Crime Prevention Through Environmental Design) concepts in existing environments, and promotion of applications during new builds and renovations. Provide options for consideration regarding various tactics and mitigating measures that can be applied related to the preservation of City-owned assets from deterrence of vandalism based criminal behaviour.

Alternatives for Consideration – N/A

FINANCIAL – STAFFING – LEGAL IMPLICATIONS

Financial: There are no financial implications. Attached hereto are Appendix A & B which represents an order of magnitude budget both capital and operating.

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Any financial implications arising from the recommended directions to staff will be reported in future reports.

Staffing: There are no staffing implications. Any staffing implications arising from the recommended directions to staff will be reported in future reports.

Legal: Not applicable.

HISTORICAL BACKGROUND

Council Motions

On November 22, 2017, Council added to report PW17078/PED17198 recommendation (g) "That the pursuit of additional Closed-Circuit Television Cameras (CCTV) be included as part of the Graffiti Management Strategy with a report back, accompanied by a presentation, to the Public Works Committee outlining the costs of expanding the camera program."

On August 16, 2019, Council passed a motion from the Public Works Committee (Item 11.6, Theft and Vandalism Prevention in City-Owned Public Spaces) directing staff to identify and explore the feasibility of various options, including Hamilton Police involvement and the installation of security cameras, to address the increase in vandalism and theft in City-owned public spaces

POLICY IMPLICATIONS AND LEGISLATED REQUIREMENTS

Not Applicable.

RELEVANT CONSULTATION

In a 2019 benchmarking report commissioned by the City of Ottawa's Corporate Security of which the City of Hamilton's Corporate Security contributed to, one of the information streams was related to proactive park patrol services.

Consultation on the recommendations in this report also included:

- Director, Energy, Fleet & Facilities Management, Public Works
- Project Managers, Energy, Fleet & Facilities Management, Public Works
- Senior Project Manager, Strategic Initiatives, Public Works
- V2PM Consulting (Security Consultant Reports)
- Various representatives from Planning & Economic Development
- Senior Leadership Team (various presentations and meetings)

ANALYSIS AND RATIONALE FOR RECOMMENDATION(S)

It is important to acknowledge that the City of Hamilton's various divisional stakeholders responsible for the delivery of community programs in park spaces work collaboratively to respond to and restore City-owned assets that are subject to criminal vandalism incidents. In 2018, the City's Graffiti Management Strategy identified some Guiding Principals in managing the impact of vandalism from graffiti in the community, including key focus areas of Eradication, Enforcement, Engagement and Education. Additionally, in coordination with the Hamilton Police Service (HPS), incidents involving "hate bias", "politically motivated" or "gang related" material is reported to Police for an investigation prior to removal.

Applying preventable measures to deter the reoccurrence or likelihood of graffiti and or other means of vandalism is a partnership between the City, HPS and most importantly the local community who are impacted by the criminal behaviour. While there are actual financial costs carried by the municipality with the removal and remediation of property damage from vandalism, there are often additional impacts to residents. Some of these impacts include the deterrence of use by residents, including members of marginalized communities where they are not able to enjoy recreational activities when hate bias vandalism prevents reasonable enjoyment of the space.

Additionally, there are also costs associated with the application of proactive and mitigating measures that are applied by a City. The funding however, in a model where service enhancements, programming and community engagement are applied to deter criminal behaviour in park space is an investment into the preservation of the asset and legitimate use by the community. Additionally, the measures applied can be tracked, analyzed and modified based on their effectiveness to the criminal behaviour over an established period.

Criminal behaviour such as graffiti and property damage through vandalism is often caused by members of the immediate community where it takes place. Some of the contributing aspects of this behaviour is from boredom, anger, revenge, defiance and in some cases alliance with hate bias and political ideologies.

In Hamilton, on both City-owned property, including utility structures, and private property, specific incidents of graffiti and vandalism based criminal behaviour is classified as one of the following:

- "Tags";
- "Hate Bias";

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- “Political Activism”; or
- “Gang involvement”.

While Hamilton communities have experienced very impactful incidents of hate bias, political activism forms of criminal behaviour in the last few years, these events are typically in relation to a specific issue (local / global) and are applied to a target location. Even though the impact of each event is significant and can provide a lifetime impact for some members of the community, there are fewer of these incidents in comparison to tag based damage. Tags are often competitive in nature between those who participate in this behaviour and drive a significant deployment of new tags to “show up” against a competing participant’s recent activity. Because of the sometimes-extensive deployment of tags, the cost associated with the cleanup and remediation is significant to the owners of the property.

Crime Prevention Through Environmental Design (CPTED) was initially developed during the 1960’s, when urban renewal strategies removed the social and community-based aspects of public space use and preservation. The continued development globally of CPTED principals and applications have strengthened the knowledge to property owners and community residents on the importance of defensible space through the application of proactive visible ownership of space; e.g. “This is our community park, please respect and enjoy its use”. In addition to demonstrating ownership of space, application of natural surveillance, access control and territoriality techniques should also be applied in the deployment and maintenance of the successful community program. The City does deploy CPTED principals in the delivery of new and renovated park spaces and structures, but there is a community engagement aspect and ownership maintenance aspect that can be considered as a complement to the services offered to our communities.

In 2019, a benchmarking report commissioned by the City of Ottawa’s Corporate Security regarding comparable municipal Security functions was prepared, to which the City of Hamilton’s Corporate Security contributed. 11 single tier and two-tier municipalities were engaged to share knowledge on various aspects of each business and the services it provides. One of the referenced services that was identified was proactive park patrols. Of the 11 municipalities, 6 municipalities provided proactive park patrols through uniformed security staff, including the City of Toronto, City of Calgary, City of Mississauga, City of Winnipeg, City of Vancouver and the City of Halifax. Of the 6 cities that perform this service, all proactive patrols are conducted in the evening / night, and only the City of Halifax deployed this service during the summer months, while all others maintained this service year-round. Security teams from these municipalities are tasked with proactive patrols of major park spaces and areas of higher risk based on recent criminal activity. These park patrols provide positive engagement by Security staff and residents who are enjoying the space through permitted sports events and leisure activities. These same patrols are also able to

positively engage with users of the park space that are engaged in prohibited activities and or where existing By-laws may be ineffective to define the usable hours of public park space. In some of these communities, residents can contact the City directly to report suspicious behaviour and to engage a response by Security staff to investigate and provide an ownership presence, and where necessary escalate to Police when criminal behaviour is taking place.

Strong partnerships between municipal security teams and local Police services in these communities are taking place. These partnerships provide cooperation where the primary response role of nuisance behaviour complaints received by Police from residents, are responded to initially by security staff during times of elevated levels of high priority calls that would delay a response by an officer. In having a response by security staff, some cases provide a resolution to the initial complaint call, or in cases where criminal behaviour requires the presence of Police, it can be validated for Police to increase the priority level of a call through site verification.

The use of CCTV technology as a deterrent alone to graffiti and vandalism does not have the statistical significance to support it as a primary solution. The time measurement to analyze historical events of repeated graffiti and vandalism to City-owned property and the effectiveness of responsive installations may at first show a reduction of the number of incidents where cameras have been installed. However, there are several other data points that should also be considered such as persons involved in the behaviour may have moved out of the community or matured in the understanding of being a good resident, or possibly been held accountable through the Courts for their actions. The City specifically has found that CCTV cameras are not a deterrent to vandalism as demonstrated in the image below from Tim Hortons Field in February 2019 where tag vandalism was applied directly in front of a camera. CCTV cameras can be applied to provide factual based information related to the way in which destructive behaviour is applied, and any trends related to the behaviour, however CCTV video rarely provides substantial evidence as to the identity of the person(s) responsible for the criminal behaviour as clothing and other means of masking identities are often applied by those involved.

Corporate Security in coordination with Parks and Facility Management, will create an operational Parks Security Committee (PSC) in Q3 of 2020. The PSC will identify all applicable park properties and categorize each property as a regular site or high priority property (based on recent activities and criminal behaviour in the last 3 years).

Corporate Security will complete site security assessments on high priority parks that have experienced criminal vandalism in the past 3 years to identify and implement mitigating measures that can be applied based on Crime Prevention through Environmental Design (CPTED) and target hardening principles including signage, intrusion alarm monitoring and CCTV cameras. The inclusion of target hardening

principals such as CCTV and signage will be applied in the site security assessments through the specific application theories noted below. Projected budget impacts will be addressed through current year budgets where possible or referred to the 2021 budget process.

Site Security Assessment Theory Application: CCTV Cameras

CCTV or surveillance cameras will be explored for use at various parks where recent graffiti and vandalism have occurred. There are a number of factors that must be considered in the review and potential application of CCTV cameras, and a site review would need to be completed at each location first by the relevant City stakeholders. Some of these considerations include:

- Privacy Impact Assessments related to the use of CCTV cameras in park spaces must be applied to ensure compliance with;
 - the Privacy Commissioner of Ontario's "Guidelines for the Use of Video Surveillance"
 - The City of Hamilton's By-law 10-122, "By-law to Prohibit and Regulate Fortification and Protective Elements of Land"
- Type of camera (i.e. video images that record constantly versus cameras that record motion and or digital SLR style cameras);
- Placement and positioning to be effective, but not a target for additional vandalism as well;
- Network connectivity to provide health status monitoring and remote viewing and surveillance by City operational and security staff to reduce operational requirements related to vehicle and staff time use when attending a site for an inspection of the CCTV system operational readiness.

There are varying types of surveillance technology solutions that can be considered during site security reviews by Corporate Security, based on the unique needs of a facility and the availability of existing technology and infrastructure. In addition to the type of technology solutions, the cost impacts related to staffing resources required to manage and operate the systems and their overall value to the program should be considered. There are three types of technology applications that would be considered in the use of surveillance in City-owned open spaces that are described below:

Solution 1 – Digital Picture Capture on Motion

(i.e. "FlashCam")

- City-owned equipment, stand alone operation
 - Pro-element(s)
 - Can operate in absence of electrical and City network infrastructure (i.e solar operation available)
 - Equipment is redeployable as required

- Con-element(s)
 - Reduced control and management / operational ability
 - Highest operational impact to staffing requirements (i.e. have to attend site to collect images / video)
 - Highest cost per camera installation ratio (for ownership) based on function and view limitations
 - False picture collection impact based on motion
 - Seasonal impact to equipment design (i.e. winter temperatures / reduced solar energy generation)

Solution 2 – Continuous Digital Video Capture

(i.e. City standard CCTV camera technology)

- City-owned equipment, network connection
 - Pro-element(s)
 - City maintains remote ability to management and operate cameras
 - Lowest cost per camera installation ratio (for ownership) where existing City network is available
 - Equipment is designed for seasonal year round operation
 - Equipment is redeployable as required
 - Continuous video collection despite motion impacts
 - Con-element(s)
 - Requires electrical and network infrastructure

Solution 3 – Event Triggered Video Capture

(i.e. leased construction site surveillance cameras)

- Leased equipment, network connection
 - Pro-element(s)
 - Can operate in absence of electrical and City network infrastructure (i.e solar operation available)
 - City can operate cameras remotely
 - Vendor provides operational response to incidents
 - Equipment is designed for seasonal year round operation
 - Equipment is redeployable as required
 - Con-element(s)
 - In absence of solar ability, equipment requires electrical and network infrastructure
 - Reduced control and management

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For budget reference only, please refer to Appendix “A” attached to Report PW20046 (Open Space CCTV Solution Options Budget Forecasting). This document provides a high level costing estimate for each type of Solution that would be considered in the individual security site assessment recommendations.

Site Security Assessment Theory Application: Posted Signage:

The City has employed park usage signage to many parks throughout the City. These signs are typically located at entry points to the park space at parking lots, pathways and catwalk areas. The signage (shown as an example below from Montgomery Park) includes clear and specific language that is supportive for the owner, its agents (contracted security staff) and law enforcement to enforce By-laws and applicable criminal code and provincial offences act violations.

Consideration to increase the placement of this signage is suggested, in parallel with a modified version of the Zero Tolerance signage that was created for use in the City Hall forecourt. The increased placement of this specific signage must include at least one posting on the exterior of each structure that is owned by the City, including areas where entry points into the structure are located, areas where it is expected to have light leisure activities occur (i.e. sitting, eating) and/or areas where a permanent canopy is included in the design of the structure. Consideration on the use of the same signage in common areas of the interior of the structure may also be applied, including sports change rooms, washrooms and concession areas.

The Zero Tolerance signs that could be considered should always include the expectation of maintaining a safe and respectful behaviour, in addition to the Hamilton Police Service contact number for emergencies. Where park locations have existing, or are later provided with CCTV technology, the portion regarding video surveillance must be applied as well.

For budget purposes, the cost of additional signage being created and installed would have to be calculated based on actual qualities required that would be assessed through physical inspections and calculations. Internal and external sign printing would be considered based on the costs and delivery times.

Option For Consideration:

Park Security Patrols (2-Year Pilot Project):

The City may consider the deployment of a year round Park Security Patrols (PSP) through Corporate Security’s current Security Guard Services vendor for a 2-year pilot project. Prior to the completion of the 2-year project, Corporate Security would report back to Council on the work, statistics and measureable results from the program for

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consideration on the program's future. The application of this option could be reflective in service based on seasonal trends as well as times when Parks are maintained by existing City operational teams. The PSP program could harness existing hourly bill rates from our Security Guard Services vendor during the pilot program, including staffing and vehicle costs, without impacting existing City staff and fleet resources for the patrol duties.

For service level options and the budget impact of each, please refer to Appendix "B" attached to Report PW20046 (Parks Patrol Deployment Options and Budget Forecasting).

- Option # 1 (daily 12-hour coverage for the full calendar year) is recommended by Corporate Security.

This program would be based on the foundation of fostering positive engagement with residents and the community through proactive and responsive patrols by uniformed security staff in park spaces. This program would also reinforce ownership and acceptable behaviour in the property outside of hours where regular use is permitted, and when City staffing operations are typically present.

The responsibilities of the PSP team would be to provide proactive inspections and attendance at City Parks. The priority of parks that would receive higher frequencies of inspections would be based on actual events and activities that take place in the parks, as well as sites where there is a history of criminal behaviour in the past 3 years. Each patrol would be documented, including the service time provided, any findings, and escalation to Hamilton Police where criminal activity requires their investigative authority. Statistical data would be compiled for each site, providing the potential for trend analysis on the use and activities of park spaces and structures outside of event permitted times and the City's By-Law.

With the PSP team's patrol frequency abilities, findings of graffiti and vandalism could potentially be reported to the City's stakeholders (Parks, Facilities, Facilities Service Centre, Municipal By-Law Enforcement and Hamilton Police where required) for repair and remediation in advance of a resident's negative experience and complaint.

In harnessing the City's After Hours Call Centre team, resident complaints regarding nuisance or suspicious behaviour in City Parks could be directed to the PSP team as a primary responder to investigate, resolve the issue through presence and or security enforcement, or escalate to the appropriate authority (By-Law Enforcement or Hamilton Police) for additional response based on verified activities. Where calls directly to Hamilton Police for nuisance behaviour in park spaces may be subject to a delay in response based on the severity of calls, they are currently handling, the PSP would be

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measured at their ability to respond and provide an initial investigative presence within 30 minutes of receiving the call.

Corporate Security would meet regularly with Facilities and Parks to identify and modify the site listing roster of regular patrols and identify high priority sites based on active and historical incidents. Statistics and findings from the inspections would be shared with Facilities and Parks to ensure that the primary internal stakeholders are able to make operational adjustments where required.

During a typical proactive 12-hour shift, a PSP team member would be able to typically provide 18 individual regular park inspections that take place approx. 15 minutes in length to complete (4.5 hours). In addition to the 18 regular inspections, 8 high priority park inspections of at least 30 minutes in length would be applied as well (4 hours). The balance of time within the 12-hour shift would be for documenting findings, travel time between each park site, and any additional park sites inspections above the base expectations.

Subject to the approval and implementation of a Parks Security Patrol program, Corporate Security would engage with Hamilton Police Services (HPS) to identify a response protocol between the two that would allow HPS to dispatch the City's Park Patrol Security resource as a primary responder for incidents that HPS would not normally deem sufficiently critical as to require a HPS officer to attend the site. Examples of such incidents may include graffiti and other minor property damage.

ALTERNATIVES FOR CONSIDERATION

Not applicable.

ALIGNMENT TO THE 2016 – 2025 STRATEGIC PLAN

Community Engagement and Participation

Hamilton has an open, transparent and accessible approach to City government that engages with and empowers all citizens to be involved in their community.

Healthy and Safe Communities

Hamilton is a safe and supportive City where people are active, healthy, and have a high quality of life.

Built Environment and Infrastructure

Hamilton is supported by state of the art infrastructure, transportation options, buildings and public spaces that create a dynamic city.

APPENDICES AND SCHEDULES ATTACHED

Appendix "A" to Report PW20046 – Open Space CCTV Solution Options & Budget Forecasting

Appendix "B" to Report PW20046 – Parks Patrol Deployment Options & Budget Forecasting