

September 20, 2004
File No. 0500 - CPC

To: Members,
Regina Crime Prevention Commission

Re: North Central Crime Prevention through Environmental Design Project First Generation
Implementation Plan

BACKGROUND

In March 2004, the Regina Crime Prevention and City Council received the North Central Crime Prevention through Environmental Design (CPTED) final report. The report presents the results of a crime and safety audit of the as-built environment of the North Central neighbourhood, including parks, buildings, alleys, streets, and landscape.

CPTED is a tool for identifying, preventing, and solving local problems through the examination of an area's physical features and how they influence crime and the opportunities for crime. The premise is that physical features can then be designed or modified to reduce vulnerability to crime. The CPTED project final report collected its findings through safety audits, much like surveys, which provided quantitative data for streets, alleys, and parks. Forty North Central residents trained in CPTED volunteered for the CPTED process and collected the findings. Additional data was collected from focus group discussions with the volunteer auditors, data on service calls to the City, and Regina Police Service statistics on crime hot spots.

On March 22, 2004, the Regina Crime Prevention Commission considered report CPC04-9, which provided the key findings of the audit and identified priorities for change. Subsequently, the North Central CPTED project steering committee has determined an implementation plan based on the community-identified concerns and solutions.

The implementation plan is presented in this report.

DISCUSSION

The Regina Crime Prevention Commission identified the North Central Crime Prevention through Environmental Design project as part of its 2003 work plan following a request from Regina Police Service for a collaborative audit of the North Central neighbourhood.

In 2003, the City Administration facilitated this project using City funds under the guidance of the North Central CPTED project steering committee. The Committee was made up of representatives of the North Central Community Association, Regina Public School Board, Regina Police Service, and the City of Regina (including representatives of Departments and Divisions with mandates to make changes to the as-built environment).

The CPTED project was designed to mobilize the North Central community to identify changes to the physical environment that will assist in reducing the opportunity for crime activity in the neighbourhood. The project also intended to build community capacity and awareness of crime prevention among residents over the long-term.

The project recruited and trained 40 volunteers from North Central on CPTED principles and the audit process. This group of residents, along with steering committee members and members of the Regina Police Service, completed an audit of the North Central neighbourhood. An implementation plan with priorities for change was then developed in consultation with the community.

Close to one thousand audits of the streets, alleys, and parks of North Central were completed. There are blocks and areas where residents said they did not feel safe because of aspects of the physical environment such as poor lighting, overgrown vegetation, vehicular and pedestrian traffic, and areas with litter, graffiti, and poor maintenance. Key areas for action were highlighted in the audits and confirmed in focus group discussions with residents. The findings are consistent with service calls to the City. The key actions are:

- Trim trees and bushes
- Clean up streets, alleys, and yards
- Improve street lighting
- Continue efforts to light the alleys of North Central
- Update parks and provide more activities
- Improve maintenance in parks

The audit report outlined priorities and issues, but implementation components such as responsibility and costs and impacts for change were also needed. The steering committee examined the findings to determine what can and should be changed, and developed priorities for this change. The attached implementation plan is being proposed, Appendix A.

Many of the recommendations fall within the City's mandate; however, some of the recommendations require action by community-based North Central organizations and residents. Appendix A lists the detailed recommendations of the CPTED audit report and identifies the recommended agency responsible for leading the implementation process. Most of the recommendations are directed to the Engineering and Works Department and divisions of the Community Service Department (Bylaw Enforcement, Project Services and Landscape Design, and Parks and Open Space Management). Others are within the mandates of the Regina Police Service and North Central Community Association.

The internal parties responsible for implementation have determined the costs associated with implementing some of the recommendations and in some instances have made commitments for action as found in the audit findings. Among the recommendations are:

- The audits identified 31 incidents of trees on public property blocking street lights. The Parks and Open Space Management Division will be trimming all of these trees in 2004.
- A number of capital projects related to park upgrades and improvements have been identified in all eight parks in North Central. These capital projects include the upgrading of Albert Scott Park, which is in the capital plan for 2006 or 2007. Another park improvement, to be cost-shared by the City and partners, is Confederation Park located in the Exhibition Grounds. Parks in the target implementation area are Albert Scott, Grassick Playground, Kinsmen Park North, and Parkdale.
- The City of Regina has an approved neighbourhood traffic calming program. Public response to this program has been significant and there are approximately 200 sites on the list of possible traffic calming locations. Both Pasqua Street and Elphinstone Street have been recommended for traffic calming and will be prioritized relative to other locations in

the city. Should additional funding be available to support the CPTED recommendations, speed bumps or similar traffic calming measures could be constructed on Elphinstone and Pasqua streets as early as 2005.

- The North Central Community Association may need resources to support activities related to the community clean-up strategy. The Administration will work with the Community Association to enable the success of the community clean-up strategy.
- The North Central Community Association secured funding from the National Crime Prevention Centre for a Second Generation CPTED project, which deals with social behaviour.

The Administration will be coordinating and following-up on all recommendations listed in Appendix A.

BUDGET IMPLICATIONS

The City provided funds for the North Central CPTED Project, supplemented by in-kind contributions from partners. City costs associated with implementation will be considered through the normal process of approvals for operating and capital budget reviews and special requests. The Administration will work with external agencies and governments to identify other funding sources for change.

COMMUNICATION PLAN

There is no communication plan required with this report.

ENVIRONMENTAL IMPLICATIONS

There are no environmental implications with respect to this report.

DELEGATED AUTHORITY

The recommendation within this report requires the approval of the Executive Committee.

CONCLUSION

The North Central CPTED project was developed to engage the community in identifying changes to land use, infrastructure, and the as-built environment in the North Central neighbourhood to reduce the opportunity for crime activity. An implementation plan addressing the audit findings has been developed. The implementation plan emphasizes changes to the as-built environment and the building of community capacity to deal with the issues, with support and assistance from the City and Steering Committee. The implementation plan also emphasizes having organizations with mandates for issues, which cannot be turned over to the community, taking responsibility for the changes to the as-built environment.

RECOMMENDATION


The Administration recommends that the Regina Crime Prevention Commission recommend to the Executive Committee that the recommendations contained in the Implementation Plan (Appendix A) be endorsed.

Respectfully submitted,



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Respectfully submitted,



Peggy Clark, Director
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APPENDIX A

**North Central Crime Prevention through Environmental Design Project
First Generation Implementation Plan**

Appendix A
North Central Crime Prevention through Environmental Design Project
First Generation Implementation Plan

Background

In March 2004, the Regina Crime Prevention Commission and City Council received a report that presented the results of a crime and safety audit of the as-built environment of the North Central neighbourhood, including parks, buildings, alleys, streets, and landscape. This is known as first generation Crime Prevention through Environmental Design (CPTED). This CPTED Project was done in conjunction with the North Central Community Association and Regina Police Service.

CPTED is a tool for identifying, preventing, and solving local problems through examining how an area's physical features influence crime and the opportunities for crime. Physical features can then be designed or modified to reduce vulnerability to crime. The CPTED Project collected its findings through safety audits much like surveys that provided quantitative data for streets, parks, and alleys. Forty residents of North Central were trained in CPTED and volunteered to carry out the CPTED audit process. Additional data was collected from focus group discussions with the volunteer auditors, data on service calls to the City, and Regina Police Service statistics on crime hot spots. The audit findings indicate that various changes can be made to the as-built environment that may reduce crime in North Central.

North Central Project

A steering committee was established to steer the project and address implementation of the report's findings. The committee was made up of representatives of North Central Community Association, Scott Collegiate Community School, Regina Police Service, and the City of Regina, including Engineering and Works, Urban Planning, Community and Leisure Services, and Project Services and Landscape Design.

The committee's role was to develop a sustainable plan based on the findings of the overall neighbourhood audit. The committee examined the audit findings and discussed changes to be made to the as-built environment; developed priorities and an implementation plan for change, including costs and impacts; and will make recommendations for change to the Regina Crime Prevention Commission and City Council. In addition, the City will support the North Central community on follow-up joint community efforts for Second Generation CPTED, which deals with social behaviours related to crime.

Implementation Plan

The CPTED implementation plan objectives are:

- To involve North Central community members in a process for change resulting in increased community capacity;
- To make direct, observable changes to land use, infrastructure, and the as-built environment making North Central more attractive and safer; and
- To reduce the opportunity for crime activity in the North Central neighbourhood.

Key Areas for Action

The findings from the CPTED audits highlighted key areas for action. Residents confirmed these findings during the focus group discussions and the findings are consistent with the service calls made to the Regina Police Service and the City by North Central residents.

A) Community Clean-up

One CPTED principle is based on the premise, often called the broken window theory, that people feel unsafe in a location that appears neglected and not cared for. A clean and well-maintained environment will instill pride in residents and promote community ownership and territoriality. On a practical level, this means revitalization and clean-up, and eliminating litter and graffiti.

Litter was reported in 38% of the street audits, most of which came from food or drink - candy wrappers, fast food containers, and soft drinks. Auditors also observed the presence of bigger garbage, such as discarded furniture, carpets, or junked vehicles. Most of the litter was found on the streets. Less than 10% of the street audits recorded graffiti or vandalism.

Overall 70% of the auditors observed that maintenance in the alleyways was satisfactory. In spite of the majority satisfactory rating, comments revealed some alleys with major problems of garbage disposal, junked cars, and furniture. The auditors did not feel safe in about 20% of the alleys and a lack of maintenance was the major concern. The rates of graffiti and litter, particularly furniture and vehicles, was higher in the alleys than the streets.

Between January and November 2003, the residents of North Central made 3,631 service calls to the City. Of these, almost half related to topics covered by CPTED. Litter, untidy property, garbage collection, and trees were the most common service-related calls made to the City (alley litter (400), untidy and unsightly property (206), back alley garbage collection (205), and junked vehicles (55).

In an open-ended question, auditors were asked what would improve their sense of security. Their responses overwhelmingly indicate that the clean-up of streets and yards would make them feel safer.

Recommendation #1:

The Steering Committee recommends that a community clean-up be the first priority of the implementation plan and that the Steering Committee support the North Central Community Association and residents in the development and facilitation of a community clean-up strategy.

"Community clean-up" means a co-ordinated plan to clean-up North Central and prevent problems associated with cleanliness of the neighbourhood from re-occurring. The Steering Committee identified short and long-term solutions requiring operational plans and the involvement of the community, landlords, and organizations with mandates to provide services related to neighbourhood cleanliness. Community clean-up involves addressing and co-ordinating a number of community concerns related to maintenance issues.

The Steering Committee suggests that the North Central Community Association and residents consider and address the following issues in the development and facilitation of a community clean-up strategy:

- litter and debris in alleys and streets
- general pick-up of garbage, including addressing weekly-pick-up
- vandalism
- graffiti
- needle pick-up
- end of the month litter, furniture, and debris related to the high transience
- large garbage items such as mattresses and couches (furniture is abandoned often because people cannot afford to hire movers or pay fees to leave it at the City landfill)
- the role of Atoskata and the effectiveness of the organization's equipment
- quarterly clean-ups
- involvement of landlords and the City of Regina's Bylaw Enforcement Division and Waste Management
- neighbourhood education and public awareness related to community cleanliness

Recommendation #2:

The Steering Committee recommends that the detailed lists and addresses of private properties identified as having problems with litter and maintenance be provided to and discussed with the Crime and Safety Subcommittee Housing Regulation Working Group and the Housing Subcommittee of the Regina Inner-City Community Partnership and the City of Regina Bylaw Enforcement Division for action.

The focus of the North Central CPTED project is with public space. This focus makes the project different from the actions of the two subcommittee of the Regina Inner-City Community Partnership who are working on sub-standard private dwellings and properties in North Central. The Bylaw Enforcement Division of the City deals with maintenance issues related to private property. As part of the clean-up strategy, the public property addresses of litter locations and maintenance problems will be provided to the City and organizations having responsibility for these issues for action.

B) Vehicular and Pedestrian Issues

Auditors raised concerns about pedestrian traffic on 46 blocks and noted vehicle traffic concerns on 34 blocks many of them the same busy streets as in the pedestrian comments. The aspects of pedestrian and vehicle traffic that made auditors feel unsafe were a high volume of traffic and traffic tied to illegal activities (the stroll). Fast moving traffic created a sense of isolation.

Of particular concern regarding pedestrian and vehicular traffic were the following:

- The heavy traffic flow on 4th Avenue - Traffic was described as fast and busy at 4th Avenue and Rae, and 4th Avenue and Angus.
- Speeding vehicles on 1st Avenue - On 1st Avenue around the 600 block auditors noted speeding at Wascana and Queen.
- The need for traffic calming around Pasqua Street.
- Parked cars along Dewdney reduced visibility.

The City's Engineering and Works Department is legislatively empowered to address changes to roadways and sidewalks. The Department will monitor traffic and use established engineering criteria to make recommendations for major changes.

Recommendation #3:

The Steering Committee recommends that the vehicular and pedestrian issues identified during the audit process and considered by the City's Engineering and Works Department be implemented as outlined in the Audit Findings.

C) Lighting

The main CPTED issues on the streets focused on natural surveillance. Natural surveillance refers to "eyes on the streets", whereby legitimate users are aware of what is going on and can spot suspicious people or activities. Improving surveillance can mean designing or altering landscape to allow unobstructive views, improving visibility with lighting, and avoiding the creation of entrapment and hiding places. Designs that enhance the possibility that offenders will be seen or will think they will be seen can deter the opportunity for crime.

About one-third of the auditors felt lighting to be inadequate in some way. Thirty-five per cent of the auditors said that overgrown bushes and trees blocked the street thereby reducing the amount of light.

Auditors offered the following suggestions to improve lighting:

- Cut back the bushes and trees that block the street lights. The audits identified 49 incidents of blocked street lights by trees on private and public property.
- Add another set of street lights in the darker areas.
- Turn lights on earlier in the evening.
- Change light bulbs from the current orange ones to the older white light style, which some thought was brighter.

Recommendation #4:

The Steering Committee recommends that the 31 incidents of bushes and trees on public property blocking the street lights identified during the audit process be considered by the City's Parks and Open Space Management Division and be trimmed as outlined in the Audit Findings. Incidents of trees on private property blocking street lights have been referred to the City's Bylaw Enforcement Division.

D) Trees, Yards, and Houses

Overgrown trees and bushes that create hiding and entrapment sites and blocked sightlines increase feelings of insecurity and uneasiness in alleys and on streets. Overgrown trees and bushes create darkness by obstructing house numbers and street signs. Clear and well-lit house numbers would likely increase safety by allowing emergency vehicles to find houses more easily making homes more friendly and less anonymous.

Recommendation #5:

The Steering Committee recommends that the Steering Committee support the North Central Community Association and residents in their ongoing efforts to install back alley house numbers.

Recommendations #6:

The Steering Committee recommends that the detailed lists and addresses that need attention regarding overgrown trees and bushes on private property be referred to the City's Bylaw Enforcement Division.

E) Parks

The findings from the audit provided overall statistics for the eight parks in North Central, and specific findings and statistics for each park: Albert Scott, Confederation, Dewdney Pool, Grassick, Kinsmen North, Parkdale, Pasqua and 7th Avenue, and Patty Cake Play Park.

Overall auditors were fairly positive about the parks in North Central. Some maintenance concerns were raised in regard to trimming trees and bushes, cleaning up litter and graffiti, and in some locations lighting could be improved. A key finding related to parks was to attract legitimate users by offering activities and updating play equipment.

Recommendation #7:

The Steering Committee recommends that changes to individual parks identified during the audit process be considered by the City and be implemented as outlined in the Audit Findings.

F) Second Generation CPTED Project - Community Culture and Behaviour

There are two components to CPTED and they are organized into two generations. First Generation CPTED focuses on aspects of physical design. Second Generation CPTED is more holistic and emphasizes the social and cultural aspects of a neighbourhood or location. A key finding in relation to the CPTED audit was activity support and community culture. Activity support refers to the appropriate use of areas and buildings, as underused areas can be trouble spots. The audit provided comments related to use of parks, beautification of parks, programming for youth, legitimate uses for open space, and enhanced programming in open space.

The North Central Community Association has chosen to address some of the Second Generation issues and has received a grant from the National Crime Prevention Centre to carry out a Second Generation CPTED project. This will involve:

- Consulting with the community in order to identify, develop, and implement social programs to complement the changes to the physical environment; and
- Engaging residents to become participants, leaders, and delivery agents for social programs. This will build capacity for future sustainability.

Recommendation #8:

The Steering Committee recommends that the City and Regina Inner-City Community Partnership provide support to the North Central Community Association and residents to ensure the success of the Second Generation CPTED project.

G) Implementation Areas

North Central is divided into a number of Regina Police Service atoms having unique characteristics, demographics, and as-built environments:

- Atom 25 - least crime, Parkdale and Kinsmen Parks
- Atom 26 - largest number of children, high crime, Grassick Park, Regina Inner-City Community Partnership Housing Subcommittee
- Atom 31 - highest crime area, greatest social needs, Dewdney Park Pool
- Atom 35 - Pasqua and 7th Avenue Park
- Atom 36 - Jolly Roger
- Atom 37 - 2nd highest crime area, Albert Scott Park, Regina Inner-City Community Partnership Housing Subcommittee
- Atom 53 - Exhibition Grounds, Confederation Park

Recommendation #9:

The Steering Committee recommends that the identified changes to land use, infrastructure, and the as-built environment on public and private property and the Second Generation CPTED project be implemented by atom and that atoms 37, 26 and 25 be targeted first, followed by atoms 36, 35, 31, 32, 34, and 53, respectively.

Atoms 37, 26 and 25 are being targeted for several reasons:

- The population of atoms 25 and 26 is high, 1,568 and 2,439 respectively, or almost 33% of the North Central population.
- Atom 26 has the highest number of children compared with all atoms.
- The population of atoms 25 and 26 is largely residential with a mix of longer-term residents and transient residents.
- The problems in 25 and 26 are not as hard core as the problems in some of the other atoms, especially atoms 31 and 37. Targeting the portions of the North Central neighbourhood that have the greatest potential for early success is an important element for sustaining support for the CPTED changes and renewal. By building on areas with the most potential, improved areas can gradually expand toward other, more challenging sections of the neighbourhood (The Future of Housing in Regina).
- Atoms 37 and 26 are being targeted because of collaboration with the Regina Inner-City Community Partnership.
- Evaluation - The Steering Committee is recommending that the impact of the CPTED changes be evaluated in a pilot area as an initial step.

Summary

The main aspects of the CPTED implementation plan are:

1. To develop and implement a community clean-up strategy of the entire neighbourhood.
2. To take action regarding the detailed lists and addresses of issues on **public property** needing attention (Audit Findings):
 - Litter
 - Vandalism
 - Graffiti
 - Roadways and vehicular traffic
 - Pedestrian traffic
 - Lighting
 - Parks
3. To take action regarding the detailed lists and addresses of issues on **private property** needing attention (Audit Findings):
 - Litter
 - Maintenance
 - Trees, yards, and houses
4. To assist the North Central Community Association to develop and implement a Second Generation CPTED project involving social programs and activities to complement the changes to the as-built environment.
5. To take action on the detailed lists and addresses of issues on public and private property and the Second Generation CPTED project by atom beginning with atoms 37, 25 and 26.