

## Mendel Site Safety Audit Final Report



June 27, 2011 | Community Services Department, Planning & Development Branch

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## **Acknowledgements**

A special thanks to all of the community members, community stakeholders and civic employees who participated in the Safety Audit and Intercept Survey process, volunteering their time to ensure City Park remains a safe place to live, work and play.

## 1.0 Executive Summary

The City Park Local Area Plan (LAP) was adopted by City Council on April 26, 2010. The LAP aims to guide the growth and development of the community by defining its visions and goals. In order to achieve these visions and goals, the City Park LAP addresses a number of issues that pertain to various aspects of the neighbourhood through a total of 38 recommendations.

During the review process for the City Park LAP, the parking lots at the Mendel Site were identified as a safety concern due to the number and density of trees on the periphery of and in between the parking lots. The Neighbourhood Planning Section, Planning and Development Branch conducted two separate Safety Audits of the Mendel Site to obtain an accurate depiction of safety concerns in both the on and off peak seasons. The audits were conducted on Wednesday August 17, 2010 (peak season) and Wednesday September 29, 2010 (off-peak season). In addition to the Audit, an Intercept Survey was conducted on August 17<sup>th</sup>, 2010. The same survey was distributed to a number of staff at the Mendel Art Gallery and Civic Conservatory.

The recommendations in this report address the real and perceived safety concerns identified during the Mendel Site Safety Audits. These recommendations follow, adhere to and reflect the CPTED principles adopted by the City of Saskatoon (see Appendix 8.1). Many of the recommendations focus on improving user friendliness by:

- Enhancing maintenance, lighting and way-finding strategies;
- Strengthening community culture and sense of place through site based activities and community programming;
- Improving coordination between the multiple owners/operators of the site; and
- Connecting to and including these recommendations within the Kinsmen Park and Area Master Planning Process.

What is significant about this Safety Audit Report is the difference between actual incidents of crime in the area and peoples' perceptions of safety in the area. Although actual incident numbers were low and relatively minor, people perceive the area as unsafe. The actual risk of being a victim of crime in this area is quite low and as such, many of the recommendations focus on improving perceptions in and of the Mendel Site.

## 2.0 Summary of Recommendations

### 6.1 NATURAL SURVEILLANCE

- 6.1.1 Mendel Site Foliage:** That the Planning and Development Branch, Community Services Department, the Parks Branch, Infrastructure Services Department and the Meewasin Valley Authority identify an appropriate maintenance strategy of the trees and shrubs at the Mendel Site to allow increased natural surveillance whilst retaining an acceptable level of screening for the area.
- 6.1.2 Parking Lot Lighting:** That the Planning and Development Branch, Community Services Department coordinate a meeting with Saskatoon Light & Power, Facilities Branch, Infrastructure Services Department, Parks Branch, Infrastructure Services Department and the Meewasin Valley Authority to review existing lighting in all of the parking lots, the pathway through the site, and the roadway lighting in the south half of the site, to ensure a consistent and uniform lighting level that allows users to recognize and respond to threats to their safety.
- 6.1.3 Eliminate Hiding Places:** That the Planning and Development Branch, Community Services Department meet with the Facilities Branch, Infrastructure Services Department, Parks Branch, Infrastructure Services Department and the Meewasin Valley Authority to develop options to eliminate or mitigate the number of potential hiding places around the vicinity of the Mendel Art Gallery and Civic Conservatory building and the Mendel Site.

### 6.2 ACCESS CONTROL

- 6.2.1 Spadina Crescent East Sidewalk:** That the Planning and Development Branch, Community Services Department confirm with the Infrastructure Services Department, Transportation Branch that a sidewalk along the east side of Spadina Crescent East (25<sup>th</sup> Street to Queen Street) is included in its priority list, proceed with its installation, as defined in the City Park LAP, and report back to the City Park Community Association and Local Area Planning Committee following completion.

### 6.3 IMAGE

- 6.3.1 Parking Lot and Pathway Maintenance:** That the Parks Branch, Infrastructure Services Department and the Facilities Branch, Infrastructure Services Department review current practices for maintenance of surface pavement on pathways and parking lots at the Mendel Site. This review would include an examination into the feasibility and expected timeframe for resolving current deficiencies presently on site, determining the responsibilities of each Branch, and maintaining the parking lots to an acceptable level.

## 6.4 TERRITORIALITY

**6.4.1 Mendel Site Signage:** That the Planning and Development Branch, Community Services Department and the Meewasin Valley Authority, Shakespeare on the Saskatchewan, Shearwater Boat Tours and Parks Branch, Infrastructure Services Department develop signage that identifies park attractions, directions, hours of operation, and emergency and maintenance contact information.

## 6.5 CULTURE AND CONNECTIVITY

**6.5.1 Site-Based Activities:** That the Leisure Services Branch, Community Services Department review the feasibility of increasing opportunities to expand temporary and/or permanent community or private programming and activities within the Mendel Site.

## 6.6 GENERAL

**6.6.1. Kinsmen Park and Area Master Planning Process:** That the Planning and Development Branch, Community Services Department, forward a copy of this report to the Land Branch, Community Services Department for incorporation into the Kinsmen Park and Area Master Planning Process.

## 3.0 Background

### 3.1 HISTORY OF MENDEL SITE

Frederick Mendel, a successful businessman and art collector, founded the Mendel Art Gallery in the early 1960s. The official gallery opened on October 16, 1964 along the South Saskatchewan River. An addition to the original building in 1975 enabled the Mendel Art Gallery to begin hosting and producing tour exhibitions. Within the same year the gallery received recognition as an Associate Museum of the National Museums of Canada.

The Mendel Site is located at 950 Spadina Crescent East, between 25<sup>th</sup> Street East and Queen Street East on the west bank of the South Saskatchewan River, next to the Meewasin Trail. It is one of four parks in the City Park neighbourhood. The Mendel Site is located adjacent to Kinsmen Park, and is within close proximity to Saskatoon City Hospital and the University of Saskatchewan.

Today the Mendel Art Gallery and Civic Conservatory is an important community and heritage landmark. People most notably come to the park to visit the Mendel Art Gallery and Civic Conservatory. The park is however also used for the following purposes:

- Shakespeare on the Saskatchewan Festival (operates on the site from the first week in July until mid-August);
- Shearwater Boat Tours; and
- Meewasin Valley Authority Trails.

In April 2009, it was announced that the Mendel Art Gallery will relocate to the River Landing site at the end of 2014.



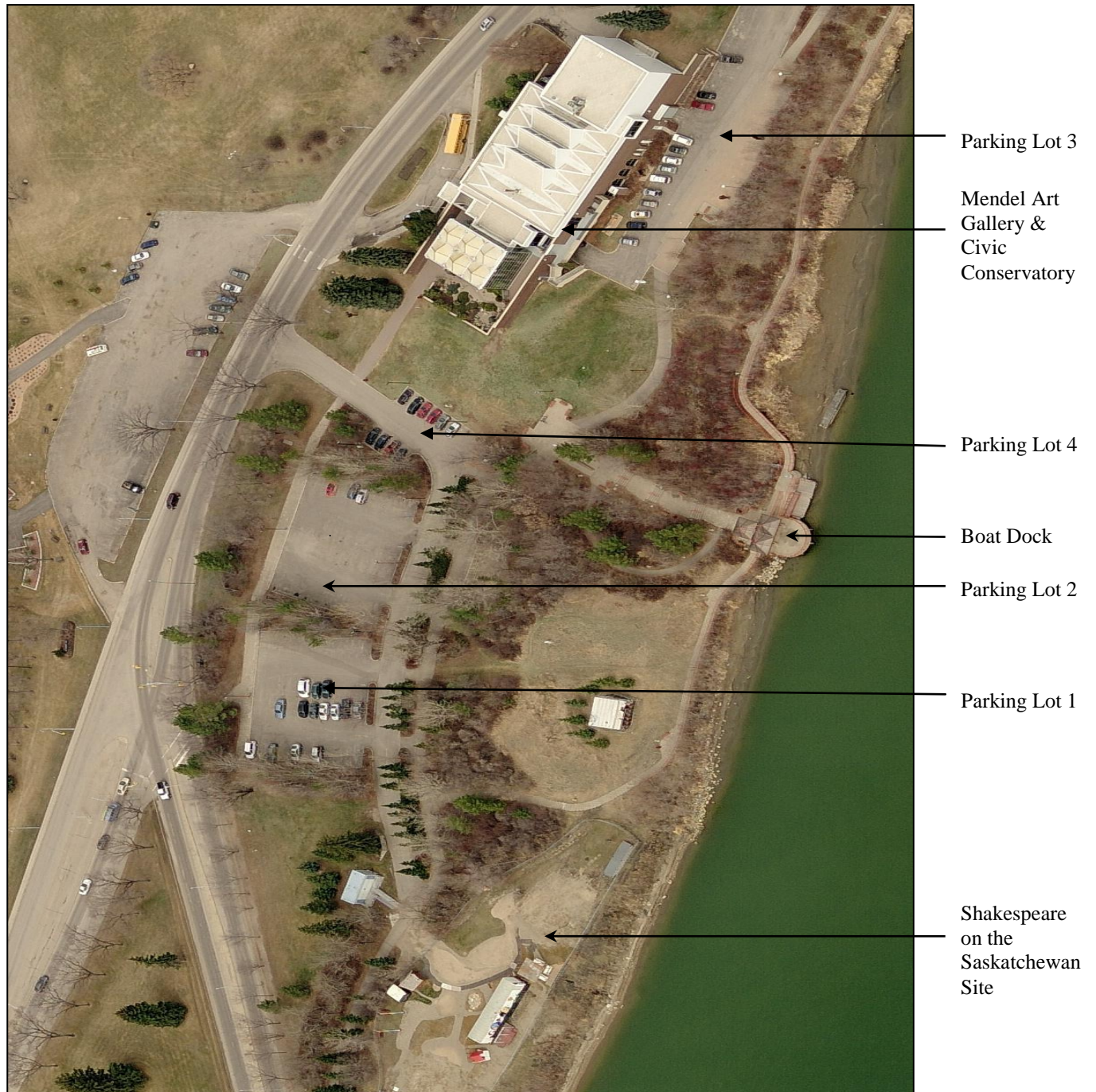
**Left:** Mendel Art Gallery Entrance – 1964. Source: Mendel Art Gallery - [www.mendel.ca](http://www.mendel.ca)



**Right:** View of south side of Mendel Art Gallery and Civic Conservatory building.



Figure 1 Aerial View of the Mendel Site





## 3.2 City Park Local Area Plan

Local Area Planning is a public participation-oriented planning approach to developing comprehensive neighbourhood plans that give residents, business owners and other stakeholders an active role in determining the future of their neighbourhood. Participants work with each other to identify issues, develop goals, and outline strategies to ensure the long-term success of the neighbourhood. Their input is used to create a Local Area Plan (LAP), which sets out objectives and policies to guide growth and development at the neighbourhood level.

The City Park Local Area Plan was adopted by City Council on April 26, 2010. Among the directives of the City Park LAP, were recommendations to assist in improving safety for local residents, property and business owners, as well as other City Park stakeholders. The City Park LAP Committee identified four neighbourhood safety goals:

1. Ensure that City Park remains a safe place to live, work, play and visit;
2. Encourage residents to participate in neighbourhood activities that improve community connectivity and safety;
3. Continue to work with the Saskatoon Police Service to address the after-hours use and safety of the Weir parking lot; and
4. Improve the safety of the pedestrian underpass that runs under the CPR right-of-way adjacent to Wilson Park.

One of the neighbourhood safety recommendations contained in the LAP that helps to satisfy the first two neighbourhood safety goals mentioned above is Recommendation 8.6:

**8.6 Mendel Site Park – Parking Lots Safety Audit:** That the Community Services Department, Planning and Development Branch, perform a Safety Audit of the parking lots in the Mendel Site Park.

The City Park LAP identified the parking lots at the Mendel Site as a safety issue due to the number and density of trees and shrubs on periphery of and in between the lots. These parking lots serve the Mendel Art Gallery and Civic Conservatory, the Shakespeare on the Saskatchewan festival (summer season), and the boat dock, as well as other site activities.

Although the Mendel Art Gallery will be relocating from its current site at 950 Spadina Crescent East to River Landing, the parking lots will be utilized regardless of who the building tenant is in the future. The need to manage the existing safety concerns of the site will need to be addressed regardless of the use of the area.

**The City Park LAP identified the parking lots at the Mendel Site as a safety concern due to the number and density of trees and shrubs on periphery of and in between the lots**

## 4.0 Crime Activity Profile

### 4.1 Crime Statistics and Perceptions of Safety

Perception of safety affects where, when and how people interact with and behave in their environment. This becomes a concern when an individual's perception of safety causes them to change his or her behaviour, even though an actual threat may not be present.

Through a Perceptions of Safety Exercise, the City Park LAPC identified perceived safe and unsafe sites in the neighbourhood. Generally "safe" areas were larger and "unsafe" areas were smaller, site specific and related to a specific problem or concern. The Mendel Site was identified as one of the areas that was considered an "unsafe" area through the Perceptions of Safety Exercise (Map 1).

Based on the actual reported crime incidents at the Mendel Site there were a total of six crime incidents in 2008. Only one of these crimes was violence related. In 2009, four incidents were reported. Reported criminal activity in the area, as shown in Table 1 and Map 2, appears to be mainly related to property crime and mischief.

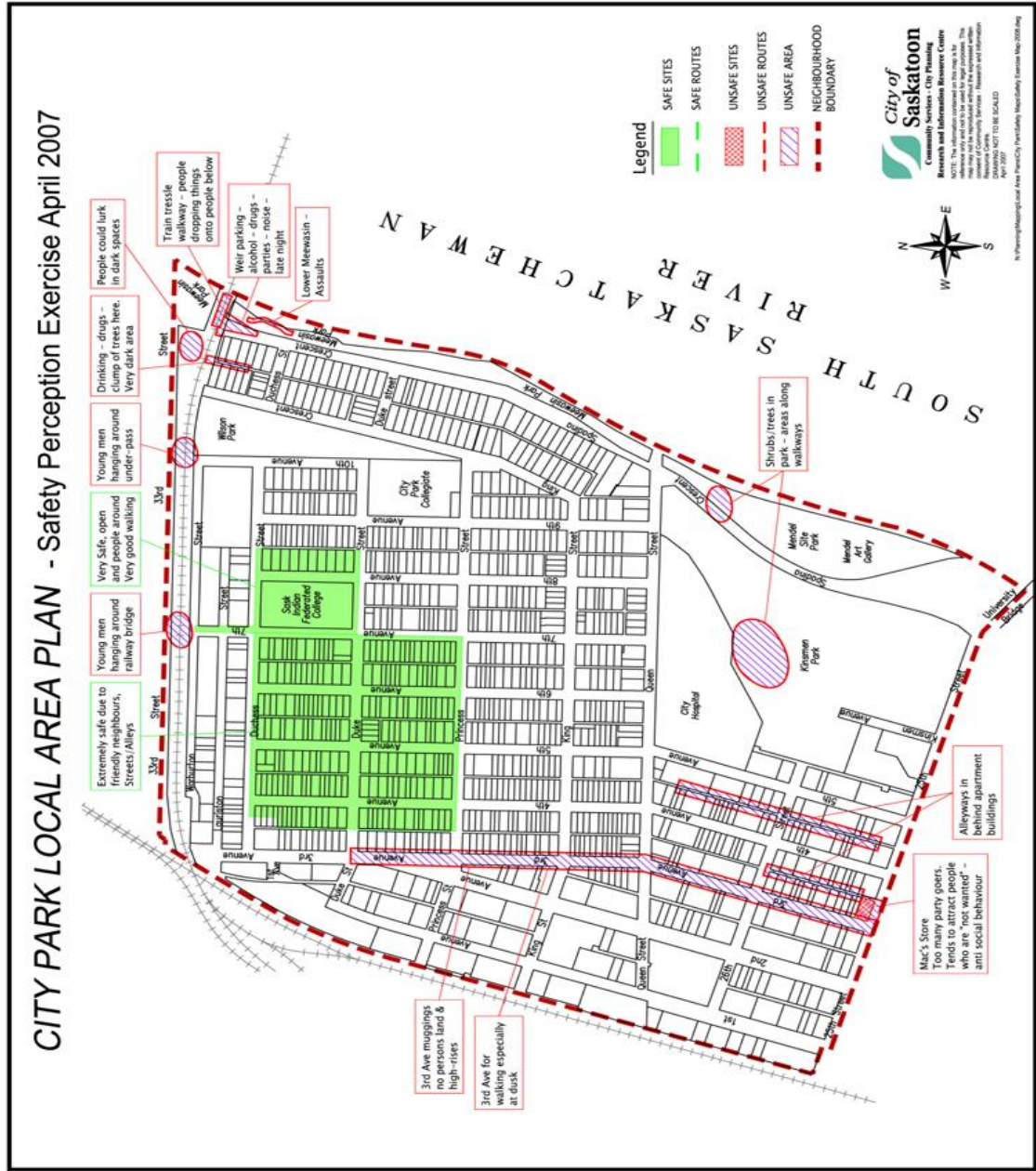
There were over 400 reported crime incidents in City Park in 2008 (City of Saskatoon Mapping and Research, November 2010). Crime incidents at the Mendel Site accounted for as little as 1.5% of this total. Based on this information, it may be concluded that the perception of the Mendel Site as being unsafe is higher than the actual risk of being a victim of crime in the area. As a result, the majority of safety recommendations within this report focus on how to improve peoples' perception of the area.

**Table 1 Mendel Site Crime Report Incidents, By Type, 2009**

Description	Number of Incidents
Mischief (Unrelated to Property)	1
Property (Theft under \$5,000, of and from Vehicle)	3

**Based on reported crime incidents, perceptions of the Mendel Site as being unsafe is higher than the actual risk of being a victim of crime in the area. As a result, the majority of safety recommendations within this report focus on how to improve peoples' perception of the area**

# Map 1 Safety Perception Exercise, 2007



# Map 2 Mendel Site Crime Stats, 2009

## Mendel Art Gallery Area 2009 Crime Stats



Note: To ensure privacy, location points are mapped to a calculated distance of the crime occurrence and therefore may not reflect the precise crime location.



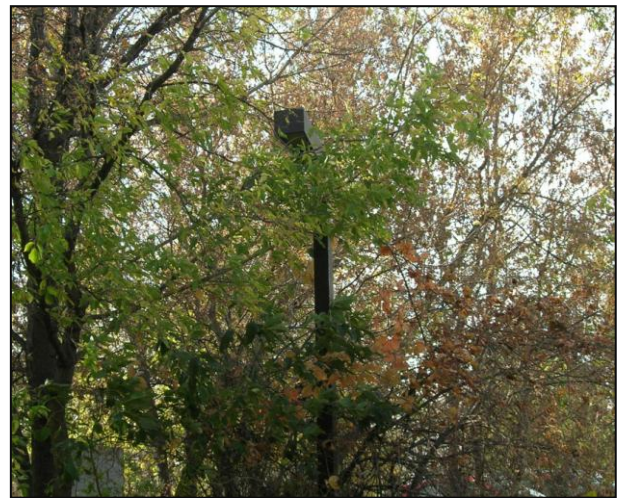
## 5.0 Mendel Site Safety Audit

### 5.1 SAFETY AUDIT

The Mendel Site Safety Audit was held on Wednesday, August 17<sup>th</sup>, 2010 from 8:00 to 10:00 pm as a play was being performed on the Shakespeare on the Saskatchewan site. The audit was conducted by four representatives from the City of Saskatoon, Planning and Development Branch, Neighbourhood Planning Section. Representatives observed the surrounding site before documenting safety concerns and perceptions in the Safety Audit Handbook (see Appendix 8.2). A similar audit was held on Wednesday, September 29<sup>th</sup>, 2010 from 1:30 to 2:30 pm. Again, two members from the Neighbourhood Planning Section, as well as the Executive Director and CEO of the Mendel Art Gallery, documented safety related information in the Safety Audit Handbooks – this time during the site’s off peak season. Participants in both safety audits outlined a number of safety concerns, including: sightlines, lighting, pathway maintenance, signage, hiding places, access control, and site based activities.

#### A. Lighting

At the time of the Safety Audit, lighting conditions at the Mendel Site were observed to be inadequate as result of a number of lights being obscured by tree foliage. In addition, one or two lights in the parking lot and around the Mendel building were not working. A lack of consistent lighting throughout the site results in dark spots between lights and inconsistent path illumination. Creating a well lit area by increasing the number of lights, making necessary repairs, and trimming foliage around lighting will increase users’ perceptions of safety.



Foliage is obstructing lighting along a pathway near the parking lot.

**Creating a well lit area by increasing the number of lights, making necessary repairs, and trimming foliage around lighting will increase users’ perceptions of safety**



## B. Sightlines

Although used for aesthetic and screening purposes, the number and density of trees, shrubs and bushes at the Mendel Site makes it difficult to clearly see into neighbouring parking lots or pathways. Heavy foliage along Spadina Crescent East further hampers visibility to and from nearby roadways. A higher standard of maintenance for mature shrubbery and bushes around the site will provide users with improved sightlines into and out of the area, and enhance personal perceptions of safety.



Boundary of trees, bushes and shrubs, separate the parking lots and reduce sightlines.

## C. Parking Lot and Pathway Maintenance

Surface pavement within the parking lots and along the pathways is cracked, indented and/or uneven in certain locations. Loose gravel and stones can also be found. These inconsistencies create physical safety issues for pedestrians and cyclists, and can cause vehicular damage. Through maintenance and repair of surface pavement imperfections, the potential hazards they cause can be minimized if not prevented.



Surface pavement cracks and depressions.

**A higher standard of maintenance for mature shrubbery and bushes around the site will provide users with improved sightlines into and out of the area and enhance personal perceptions of safety**

### D. Hiding Places

Potential hiding places exist throughout the Mendel Site. Examples include the east side area of the Mendel building (by the stairs) and in pockets of trees and brush along the pathways. These areas represent possible entrapment zones. Other areas of concern include the recessed doorway at the back of the Mendel Art Gallery and the Shearwater Boat Tours site.



Possible entrapment zone adjacent to one of the park pathways.

### E. Signage

Signage present at the Mendel Site is limited. There is no permanent signage that establishes what the site is and what it is used for. There are also no maps or directions to the riverbank pathways, Shakespeare site or boat dock. There is also no emergency or maintenance contact information displayed on site. Increased signage in the area would help to define the space and provide valuable information to users.



One of the few signage examples at the Park, located outside of the Shakespeare Site.

**Increased signage in the area would help to define the space and provide valuable information to users**

## F. Access Control

There is no continuous path or sidewalk that runs directly alongside Spadina Crescent East (across from Kinsmen Park). Pedestrians have no choice but to use the pathway through the Mendel Site. Developing an alternate route where pedestrians are able to continue along the road would give people a choice of paths. This would be of particular benefit during night time hours.



No path exists along Spadina Crescent adjacent to the Mendel Site. Users are directed into the Mendel Site.

## G. Site-Based Activities

There are few activities at the Mendel Site during the late evening hours and in the fall/winter months. The site, as a result, is largely vacant during certain times of the day. Introducing new activities into the area would help to engage Saskatoon citizens and visitors and attract them to the area. These festivals or venues could be city operated or leased to the private sector.



Much of the Mendel Site is underutilized due to a lack of programming and site activities.

## H. General Concerns

A number of City departments, as well as public and private organizations, are responsible for the maintenance of the Mendel Site. With the upcoming relocation of the Mendel Art Gallery, coordination between all those involved will become increasingly important. To ensure consistency in site features and maintenance, the safety recommendations within this report should be incorporated into the Kinsmen Park and Area Master Planning Process.

**To ensure consistency in site features and maintenance, the safety recommendations within this report need to be incorporated into the Kinsmen Park and Area Master Planning Process.**



## 5.2 Intercept Survey

During the August 17<sup>th</sup> Safety Audit, an Intercept Survey was conducted (see Appendix 9.3). The survey was also distributed to volunteers at Shakespeare on the Saskatchewan and staff at the Mendel Art Gallery and Civic Conservatory. The Survey included the following questions:

- The reason for their visit to the site;
- How often they use the site;
- If they feel safe or unsafe during different times of the day;
- If they have been a witness to or a victim of illegal activity; and
- Suggestions to improve safety and use of the area.

**During night-time hours (after 10 p.m.) more than half of the Intercept Survey participants did not feel safe in the area.**



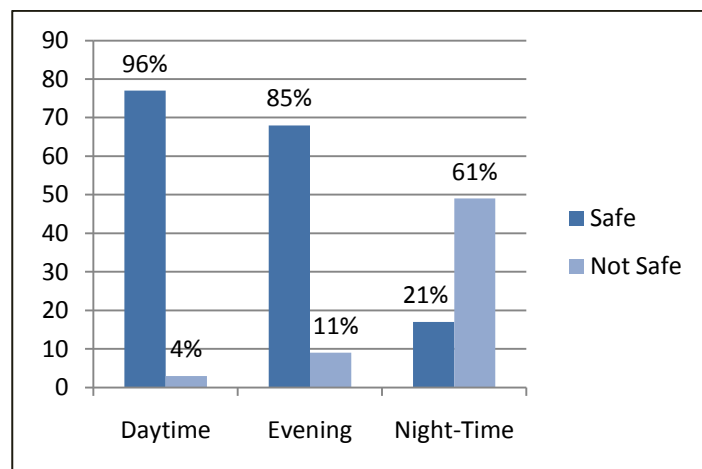
A total of 80 participants completed the Intercept Survey.

Concerns about the Mendel Site that were raised by participants in the Intercept Survey mirrored those that were identified in the Safety Audits. Sightlines, lighting, hiding places and pathway maintenance were consistent areas of concern among those surveyed. Strategies proposed by survey participants to improve safety included better maintenance of pathways and foliage, increased/improve lighting, emergency tools (such as phones) and an increase in the number of events and permanent activities and facilities to attract people into the area.

Most participants surveyed were at the Mendel Site to see Shakespeare on the Saskatchewan or to visit/work at the Mendel Art Gallery. The majority of individuals indicated that they felt safe at the site during the daytime and early evening hours. However, during night-time hours (after 10 p.m.) more than half of the participants did not feel safe in the area (see Figure 3).

Poor lighting conditions, the number of potential hiding places, and the visible lack of people in the area were the reasons most commonly cited for feeling “unsafe” at the Mendel Site at night.

**Figure 3 Intercept Survey Perception of Safety**



Note: Three participants were unsure or did not respond to the Early Evening Category, while 14 participants were unsure or did not respond to the Night-Time Category. These participants are not included in Figure 3.

## 6.0 Significant Findings and Recommendations

### 6.1 NATURAL SURVEILLANCE

Natural surveillance refers to what can naturally or easily be seen within a line of sight. It also refers to the ability of people to see and be seen. Any element of design that increases the chance that a potential offender will be seen, or at the very least think that they may be seen, is a form of natural surveillance. Common strategies to improve natural surveillance include window placement, lighting improvements, and removal of obstructions. It is important to note that additional lighting, while often requested, does not always deter unwanted behaviour. Additional lighting may, in some cases, attract more unwanted behaviour. Consideration should be given as to whether the facility or area being lit should be used, or encouraged to be used, at night time.

#### 6.1.1 Mendel Site Foliage:

Finding:	The number and density of the trees, shrubs and bushes that are on the periphery of and in between each parking lot makes it difficult to maintain clear sightlines and limits natural surveillance. Heavy foliage along adjacent pathways and Spadina Crescent East further reduces visibility from neighbouring sites. Other areas with significant tree and shrub overgrowth include pathways behind the Mendel Art Gallery, around the boat dock area and the Shakespeare on the Saskatchewan site. The Parks Branch completed a pruning “clean up” in 2010; however, the site requires further maintenance of foliage to improve natural surveillance in the area.
Recommendation:	<b>That the Planning and Development Branch, Community Services Department, the Parks Branch, Infrastructure Services Department and the Meewasin Valley Authority identify an appropriate maintenance strategy of the trees and shrubs at the Mendel Site to allow increased natural surveillance whilst retaining an acceptable level of screening for the area.</b>
Justification:	The ability to be seen greatly enhances personal perceptions of safety. In addition, if illegitimate users cannot find hiding places or feel that they are being watched, they may choose to go elsewhere which may reduce undesirable behaviour in the park.



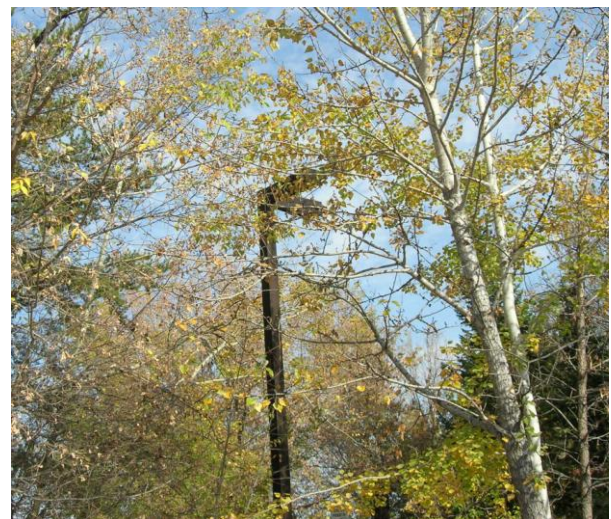
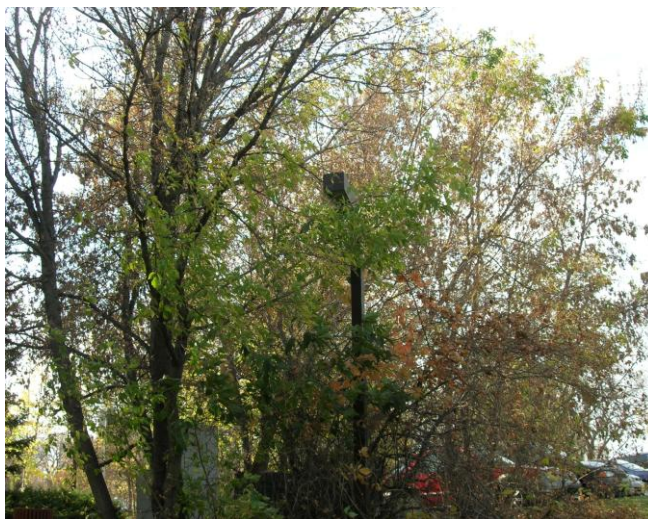
**Left:** South east of the Mendel Art Gallery and Civic Conservatory building: trees along the pathway are encroaching on pathways and obstructing views.

**Right:** Mendel Site Road looking north towards the Mendel Art Gallery: overgrown trees and bushes on the periphery of the parking lots reduce sightlines and natural surveillance



### 6.1.2 Parking Lot Lighting:

Finding:	Lighting conditions within Mendel Park are inadequate due to the obstruction of light fixtures by tree foliage, lights that are not working properly, and a lack of consistent lighting throughout the site. Roadway lighting in the south half of the Mendel Site is equally important, as it is often used as a pedestrian walkway.
Recommendation:	<b>That the Planning and Development Branch, Community Services Department coordinate a meeting with Saskatoon Light &amp; Power, Facilities Branch, Infrastructure Services Department, Parks Branch, Infrastructure Services Department and the Meewasin Valley Authority to review existing lighting in all of the parking lots, the pathway through the site, and the roadway lighting in the south half of the site, to ensure a consistent and uniform lighting level that allows users to recognize and respond to threats to their safety.</b>
Justification:	<p>Creating a well lit area by increasing the number of lights, making necessary repairs, and trimming the foliage around the lights could act as a deterrent for illegal activity. An alternative option is to not light the Mendel Site after a certain time at night. This could deter people from entering into the site in the first place and in turn keep them on a safer pathway adjacent to the road. Currently there is no alternate route. All users are forced to use the pathway through the Mendel Site.</p> <p>Saskatoon Light and Power has recommended that only general security lighting be on from dusk until dawn, with consideration to scheduled higher level lighting depending on the activity in the area. Any new lighting should be designed to illuminate the intended task area and limit lighting spillage into adjacent areas. An increase in lighting levels on site would potentially require an expansion in electrical servicing.</p>



Some of the existing lighting is covered by overgrown foliage which reduces the amount of visibility on the parking lots and pathways.

### 6.1.3 Eliminate Hiding Places:

Finding:	Areas within the park were identified as potential hiding places that could be used for an illegitimate use. The recessed doorway at the back of the Mendel Art Gallery was one of the major sites of concern. Pockets of trees and brush along certain sections of the pathways at the Mendel Site create perfect hiding places, and represent possible entrapment zones. Encroachment of trees and shrubs onto Shearwater Boat Tours site and the Shakespeare on the Saskatchewan site were also sites of concern.
Recommendation:	<b>That the Planning and Development Branch, Community Services Department meet with the Facilities Branch, Infrastructure Services Department, the Parks Branch, Infrastructure Services Department and the Meewasin Valley Authority to develop options to eliminate or mitigate the number of potential hiding places around the vicinity of the Mendel Art Gallery and Civic Conservatory building and the Mendel Site.</b>
Justification:	Reducing hiding places in the area will enhance the perception of safety, while also reducing the opportunity to engage in illegal activity.



**Left:** Recessed doorway at back entrance of Mendel Art Gallery creates a haven for individuals to hide in the area and engage in illegal behaviour.



**Right:** Potential hiding place on one of the site's pathways near the boat dock.



## 6.2 ACCESS CONTROL

Access control is an element of territoriality. It includes the creation of access points, exits, and gateways to a particular area in such a way as to encourage legitimate users of the area to take ownership of it. Access control may help discourage illegitimate users from inappropriate behaviour in the area.

### 6.2.1: Spadina Crescent East Sidewalk

Finding:	There is no continuous path or sidewalk on the east side of Spadina Crescent East (across from Kinsmen Park). Pedestrians have no choice but to go through the Mendel Site. Appendix 4 of the City Park LAP identified the east side of Spadina Crescent East (25 <sup>th</sup> Street to 33 <sup>rd</sup> Street) in its City Park Missing Sidewalk Inventory.
Recommendation:	<b>That the Planning and Development Branch, Community Services Department confirm with the Infrastructure Services Department, Transportation Branch that a sidewalk along the east side of Spadina Crescent East (25<sup>th</sup> Street to Queen Street) is included in its priority list, proceed with its installation, as defined in the City Park LAP, and report back to the City Park Community Association and Local Area Planning Committee following completion.</b>
Justification:	Developing an alternative route where pedestrians are able to continue alongside the roadway would give people a safer option as opposed to entering The Mendel Site. A sidewalk in this area would be of particular benefit during night time hours.



No sidewalk exists along the east side of Spadina Crescent East adjacent to the Mendel Site. Pedestrians are directed into the site.

## 6.3 IMAGE

The image of an area is either enhanced or detracted from by the maintenance of the area. If a property is well-maintained, it indicates that the owner will protect and/or defend the property against crime. Lack of maintenance may signal that the owner will overlook crime or nuisance activities on the property.

### 6.3.1: Parking Lot and Pathway Maintenance

Finding:	Surface pavement within the parking lots and along the pathways is cracked, depressed and/or uneven in certain areas. Loose gravel and stones can be found along certain portions of the pathways.
<b>Recommendation:</b>	<b>That the Parks Branch, Infrastructure Services Department and the Facilities Branch, Infrastructure Services Department review current practices for maintenance of surface pavement on pathways and parking lots at the Mendel Site. This review should identify the feasibility and expected timeframe for resolving the current deficiencies presently on site, determining the responsibilities of each Branch, and maintaining the parking lots to an acceptable level.</b>
Justification:	Inconsistencies in surface pavement can lead to physical injuries for pedestrians and cyclists, as well as vehicular damage. General upkeep of the area also improves its appearance and image. It enhances the safety of users of the space and helps them feel that the area will be protected and maintained. Through maintenance and repair of surface pavement imperfections, the potential hazards they cause can be minimized if not prevented.



**Left:** A divot in the pavement and loose gravel located on the pathway near entrance to Shakespeare on the Saskatchewan.



**Right:** Pavement cracks and depressions in the parking lot of the Mendel Site.

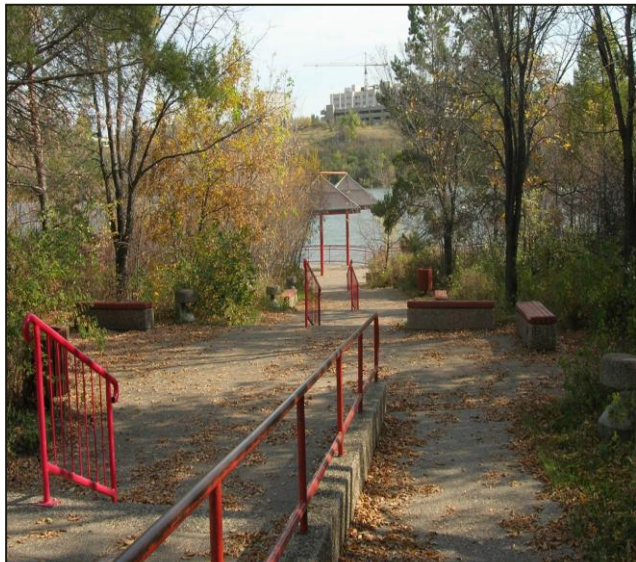


## 6.4 TERRITORIALITY

The concept of territoriality refers to clearly defining public, semi-public and private spaces. It includes the idea of redefining the physical space so that local residents and legitimate users can be responsible for part of the public environment.

### 6.4.1: Mendel Site Signage

Finding:	The signage present at the Mendel Site is quite limited. There is no signage that establishes what the site is and what it is used for. There are also no maps or directions to the riverbank pathways, Shakespeare site, boat dock or neighbouring sites and attractions. There is also no emergency or maintenance contact information displayed on site.
Recommendation:	<b>That the Planning and Development Branch, Community Services Department and the Meewasin Valley Authority, Shakespeare on the Saskatchewan, Shearwater Boat Tours and Parks Branch, Infrastructure Services Department develop signage that identifies park attractions, directions, hours of operation, and emergency and maintenance contact information.</b>
Justification:	Signs are communication devices used to give public information and define the space. For visitors who are not familiar with the park, the proper signage can serve as an outreach tool to better inform them about the park.



**Left:** East side of the Mendel Site looking towards the river and boat dock area. There are no signs to help identify where the path goes, what the space is and what it is used for.



**Right:** Looking south towards Shakespeare on the Saskatchewan Site, on a pathway east of the parking lots. There are no signs that establish where the user is and what direction he or she should go in.



## 6.5 CULTURE & CONNECTIVITY

Community culture is created through a shared sense of place and history among residents. This can be established and strengthened through festivals, sporting events, public art, and music events. A strong sense of community culture enhances pride and territoriality, thereby helping to reduce crime rates.

The principle of connectivity refers to maintaining connections both within the community and with other groups and organizations external to the community. These connections help the community to access information and services that support the goals of the community and its residents.

### 6.5.1: Site-Based Activities

Finding:	There are a limited number of activities at the Mendel Site during the late evening hours and fall/winter months.
Recommendation:	<b>That the Leisure Services Branch, Community Services Department review the feasibility of increasing opportunities to expand temporary and/or permanent community or private programming and activities within the Mendel Site.</b>
Justification:	Encouraging activities on site supports a strong neighbourhood and community culture. Introducing new activities or venues into the area may encourage people to use the park at different times of the day, increasing connectivity as well as natural surveillance.



**Left:** Shakespeare on the Saskatchewan runs from early July until mid August (source: Tourism Saskatchewan; [www.sasktourism.com](http://www.sasktourism.com)).



**Right:** The “Meewasin Queen” – one of Shearwater’s riverboats operates between May Long Weekend and Labour Day Weekend (source: Shearwater Tours; [www.shearwatertours.com](http://www.shearwatertours.com)).

## 6.6 GENERAL

In August of 2010, City Council approved a report entitled “Mendel Art Gallery and Civic Conservatory”, which stated that the City will maintain ownership of the Mendel Art Gallery and Civic Conservatory building following the relocation of the Art Gallery to the River Landing site. The report recommended that the adaptive re-use of the Mendel Art Gallery building and grounds (including the Shakespeare on the Saskatchewan site and the Shearwater Boat Tour docks) be incorporated into an integrated Master Plan that is being developed for Kinsmen Park and its surrounding area.

### 6.6.1. Kinsmen Park and Area Master Planning Process

Finding:	Incorporating the safety recommendations within this report into the Kinsmen Park and Area Master Planning Process is critical to improving perceptions of safety at the Mendel Site.
<b>Recommendation:</b>	<b>That the Planning and Development Branch, Community Services Department, forward a copy of this report to the Land Branch, Community Services Department for incorporation into the Kinsmen Park and Area Master Planning Process.</b>
Justification:	Forwarding the safety recommendations contained within this report will assist in achieving a number of the objectives identified under the Master Planning Process, including creating a high quality, fully connected and safe site for citizens.

## 7.0 Summary of Implementation Activities

### SUMMARY OF IMPLEMENTATION ACTIVITIES

The recommendations and findings presented in this report offer a number of options to reduce the opportunity for crime to occur, and increase perception of safety at the Mendel Site.

This report will be submitted to the City Park Community Association and various civic departments for information. In addition, the report will be submitted, for information, to the Municipal Planning Commission (MPC) and the City's Planning and Operations Committee to ensure updated information related to the Local Area Planning and Neighbourhood Safety processes is presented to these Committees. Since the recommendations in this report are a direct result of a City Council approved recommendation from the City Park Local Area Plan, the recommendations in this report will be added directly to the Local Area Plan and Neighbourhood Safety Implementation List.

This report will also be submitted for inclusion in the Kinsmen Park and Area Master Planning Process. The Planning and Development Branch, in conjunction with the Steering Committee, will work to identify which recommendations will be incorporated within the Master Plan, and how these recommendations should be prioritized. This process will help to ensure that maintenance and lighting concerns are consistently addressed.

The Planning and Development Branch will use this report in the continued implementation of the recommendations of the City Park Local Area Plan.

## 8.0 Appendices

### 8.1 CRIME PREVENTION THROUGH ENVIRONMENTAL DESIGN: SUMMARY OF PRINCIPLES

#### Definition

Crime Prevention Through Environmental Design (CPTED) focuses on the relationship of the built environment and the social behaviour that occurs in that built environment. It is an inclusive, collaborative, and interdisciplinary approach to reducing opportunities for crime, improving perceptions of safety, and strengthening community bonds. CPTED principles, which are now widely applied in the United States, Canada, and other Commonwealth countries, stem from the observed phenomenon that certain “cues” in the physical environment can prompt undesirable or crime-related behaviours as well as perceptions of being safe or unsafe in users of that same environment.

CPTED practitioners utilize design, activity, and community involvement to reduced opportunities for crime and reduce users’ fear of crime. CPTED strategies are usually developed jointly by an interdisciplinary team that ensures a balanced approach to problem solving that includes the community in all aspects of the process.

#### CPTED Principles

The principles of Crime Prevention Through Environmental Design are divided into categories commonly known as “First Generation”, “First Generation Advanced”, and “Second Generation”. First Generation and First Generation Advanced principles focus mainly on addressing the physical environment, while Second Generation principles focus on how people interact with each other in that physical environment and have a distinctive social change theme. A brief explanation of each CPTED principle follows.

- **Natural Surveillance:** the concept of putting “eyes on the street”, making a place unattractive for potential illegitimate behaviour. Street design, landscaping, lighting and site design (i.e. neighbourhood layout) all influence the potential for natural surveillance.
- **Access Control:** controlling who goes in and out of a neighbourhood, park, building, etc. Access control includes creating a sense of “turf”, for legitimate users, while focusing on formal and informal entry and exit points.
- **Image:** the appearance of a place and how this is instrumental in creating a sense of place or territory for legitimate users of the space. A place that does not appear to be maintained or cared for may indicate to criminals that the place will not be defended and criminal activity in the area will be tolerated.
- **Territoriality:** the concept of creating and fostering places that are adopted by the legitimate users of the space (i.e. take ownership); making it less likely for people who do not belong to engage in criminal or nuisance behaviour at that location.
- **Activity Support:** the concept of filling an area with legitimate users (by facilitating or directly scheduling activities or events) so potential offenders cannot offend with

impunity. Places and facilities that are underused can become locations with the potential for criminal activity.

- **Crime Generators:** activity nodes that may generate crime. For example, a 24 hour convenience or liquor stores may not be a problem in itself but where it is located in the community may cause conflict or unforeseen secondary activity. The location of some land uses is critical to ensuring an activity does not increase the opportunities for crime to occur or reduce users' and resident's perceptions of their safety in the area.
- **Land Use Mix:** the concept that diversity in land uses can be a contributor or detractor for crime opportunities. Separating land uses (i.e. residential) from each other can create places that are unused during certain times of the day.
- **Movement Predictors:** force people, especially pedestrians and cyclists, along a particular route or path, without providing obvious alternative escape routes or strategies for safety. Potential attackers can predict where persons will end up once they are on a certain path (e.g. a pedestrian tunnel or walkway).
- **Displacement:** can be positive or negative so it is critical to understand how crime may move in time or space and what the impact may be. In general, the displacement that must be considered is:
  - Negative displacement – crime movement makes things worse;
  - Diffusion of benefits – displacement can reduce the overall number of crimes more widely than expected;
  - Positive displacement – opportunities for crime are intentionally displaced which minimizes the impact of the crime.
- **Cohesion:** the supportive relationships and interactions between all users of a place to support and maintain a sense of safety. Though not a specific urban design function, design can enhance the opportunity for positive social cohesion by providing physical places where this can occur, such as activity rooms, park gazebos, or multi-purpose rooms in schools and community centers. In some cases property owners or building managers can provide opportunities for social programming. This will increase the ability of local residents or users of a space to positively address issues as they arise.
- **Connectivity:** refers to the social and physical interactions and relationships external to the site itself. It recognizes that any given place should not operate in isolation from surrounding neighbourhoods and/or areas. Features such as walkways and roadways connecting a particular land use to the surrounding neighbourhoods and/or areas can accomplish this. Features such as centrally located community centers or program offices can also encourage activities to enhance this.
- **Capacity:** the ability for any given space or neighbourhood to support its intended use. For example, excessive quantities of similar land uses in too small an area, such as abandoned buildings or bars, can create opportunities for crime. When a place is functioning either over or under capacity, it can be detrimental to neighbourhood safety.



- **Culture:** the overall makeup and expression of the users of a place. Also known as “placemaking”, it involves artistic, musical, sports, or other local cultural events to bring people together in time and purpose. Physical designs that can encourage this include public multi-purpose facilities, sports facilities, and areas that local artists and musicians might use. Community memorials, public murals, and other cultural features also enhance this. These features create a unique context of the environment and help determine the design principles and policies that best support the well being of all user groups and contribute to their cohesiveness.

CPTED principles are generally considered and utilized in combination with one another. However, for any CPTED strategy to be successful, the nature of the crime or safety-related issue must be carefully and accurately defined. It is important to understand the context within which crime occurs in an area to be able to implement appropriate solutions.

### **Risk Assessment**

Risk Assessments combine scientific field research and analytical methods with the practical experience of crime prevention practitioners and the perception of community members; a combination of quantitative (statistical) and qualitative (perception) approaches. In a Risk Assessment, a wide variety of quantitative and qualitative data is collected and considered to allow for an accurate portrayal of issues. This in turn allows for a much more effective solution or action plan to be developed. A Risk Assessment is critical to the success of a CPTED strategy because, in addition to “obvious” problems, there are often less obvious or underlying problems that need to be identified and addressed.

Data collection such as crime statistics, resident surveys, user surveys, and population demographics are all part of the quantitative picture. This information aids in understanding the context around the issue and the opportunities for crime. The other part of the picture, the qualitative, deals with the perceptions that people have about their safety. Safety Audits, perception and intercept surveys (of actual users), and site inspections all add to the understanding of what environmental cues the area is presenting and how these affect people’s “feelings” of safety.

Without this larger picture, the appropriate solutions to a problem may not all be identified. Solutions will be generated by virtue of the discussion around the issue, in this case identifying a new use for an existing underutilized area, but the best solution may not be generated or solutions chosen may, on the surface, look effective but may create another problem entirely.

### **The Safety Audit and CPTED Review**

A Safety Audit is a process that allows the regular users of an area to identify places that make them feel unsafe. Area residents are considered the “local experts” because they are the most familiar with the area and what happens on a day-to-day basis. Change then becomes the responsibility of a group of people who care about the community and will include audit participants, the community as a whole and local government. Residents become directly involved in making their community safer through this process.

The goal of a Safety Audit is to identify and to improve an environment. Reduced opportunities for crime and improved perceptions of crime in the area improve everyone's personal safety. Depending on the circumstances, residents, local business, and local government should work together to find solutions to safety problems in the community using the audit results as one tool, or input, in the overall Risk Assessment of the area. A Safety Audit is a highly flexible process and can be easily adapted to meet the needs of the community. In Saskatoon, Safety Audits based on CPTED principles have now been applied in a number of settings including parks, streets, and buildings.

A Crime Prevention Through Environmental Design (CPTED) Review is similar to a Safety Audit in that it reviews an area of concern using the principles of CPTED, but has less public participation. It can be used when the area is small, timelines are short, or public participation is not possible or very difficult. It is also effective if there is specialized knowledge needed to assess the site or the potential solutions.

## 8.2 SAFETY AUDIT FORM

### Safety Audit

Neighbourhood: \_\_\_\_\_

Specific Location: \_\_\_\_\_

Date: \_\_\_\_\_ Day: \_\_\_\_\_ Time: \_\_\_\_\_

Weather Conditions (e.g. sunny, rainy, cloudy, full moon, etc.): \_\_\_\_\_  
 \_\_\_\_\_ Temperature: \_\_\_\_\_

Age: (Please circle the age range that applies to you)

10-14	40-44	70-74
15-19	45-49	75-79
20-24	50-54	80-84
25-29	55-59	85-89
30-34	60-64	90-94
35-39	65-69	95+

Sex: \_\_\_\_\_

Affiliation (Community Association, Merchant, Resident, etc.):  
 \_\_\_\_\_

### GENERAL IMPRESSIONS

1. Your gut reactions: \_\_\_\_\_

2. What five words best describe the place? \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

### LIGHTING

3. Impression of lighting:

Very poor                       Poor                                       Satisfactory

Good                                       Very good

Too dark                                       Too bright

4. Is the lighting even?  yes                       no                      why? \_\_\_\_\_

5. How many lights are out? \_\_\_\_\_

6. What proportion of lights are out? (e.g. Maybe only two bulbs on the block you are on are burned out, but if there are only three bulbs to start with, then a more powerful way to say this is that two-thirds of the lights are out) \_\_\_\_\_

7. Can you identify a face 25 paces away? (walk 25 paces from the group to check)

yes       no

8. Do you know where/whom to call if lights are out, broken, not yet turned on, etc.?

yes       no

9. Is the lighting obscured by trees or bushes?

yes       no      where? \_\_\_\_\_

10. How well does the lighting illuminate the following:

	Very poor					Very well	location
Sidewalks	1	2	3	4	5		
Bus stops	1	2	3	4	5		
Seating	1	2	3	4	5		
Signs	1	2	3	4	5		
Entrances	1	2	3	4	5		
Exits	1	2	3	4	5		
Alleys	1	2	3	4	5		
Walkways	1	2	3	4	5		
Phone booths	1	2	3	4	5		
(other)	1	2	3	4	5		
	1	2	3	4	5		

If poor or very poor, please describe why: \_\_\_\_\_

\_\_\_\_\_  
 \_\_\_\_\_

Additional comments: \_\_\_\_\_

\_\_\_\_\_  
 \_\_\_\_\_

## **SIGNAGE**

11. Are there location or street signs nearby that can help identify where you are?

yes       no

12. Are there signs that show you where to get emergency assistance if needed?

yes       no

13. Are there signs that direct you to wheelchair access?

yes       no

14. Do exit doors identify where they exit to?

yes       no

15. Is there information posted describing the hours the building or site is legitimately open?

yes       no

16. Impression of overall signage:

Very poor                       Poor                                       Satisfactory

Good                                       Very good

17. What signs should be added and where? (if necessary) \_\_\_\_\_

\_\_\_\_\_

### **SIGHTLINES**

18. Can you clearly see what's up ahead?    yes                       no

19. If no, why not?

Bushes                                       Fences                                       hill

Other                      \_\_\_\_\_

20. Are there places someone could be hiding?    yes                                       no

21. If yes, where? \_\_\_\_\_

22. What would make it easier to see?

E.g.:

- |   |   |
|---|---|
| <input type="checkbox"/> Angled corners | <input type="checkbox"/> Security mirrors               |
| <input type="checkbox"/> Trimmed bushes | <input type="checkbox"/> Vehicles moved                 |
| <input type="checkbox"/> Snow cleared   | <input type="checkbox"/> Transparent building materials |

Other comments:

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### ***ISOLATION – EYE DISTANCE***

23. At the time of your audit, does the area feel isolated?  yes  no

24. How many people are likely to be around?

▪ In the early morning:

None  A few  Several  many

▪ During the day:

None  A few  Several  many

▪ In the evening:

None  A few  Several  many

▪ Late at night (after 10pm):

None  A few  Several  many

25. Is it easy to predict when people will be around?

yes  no

26. Is there a monitor or surveillance system?  yes  no  not sure

Other comments: \_\_\_\_\_

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### ***ISOLATION – EAR DISTANCE***

27. Are there any areas where a call for help could not be heard?

yes       no       don't know

28. How far away is the nearest emergency service such as an alarm, security personnel, crisis telephone? \_\_\_\_\_  don't know

29. Can you see a telephone or a sign directing you to emergency assistance?

yes       no

30. Is the area patrolled?  yes       no       don't know

31. If yes, how frequently?

every hour       once per afternoon/evening       don't know

Other Comments: \_\_\_\_\_

**MOVEMENT PREDICTORS** (a predictable or unchangeable route or path)

32. How easy is it to predict a person's movements (e.g., their route)?

very easy       somewhat obvious       no way of knowing

33. Is there always an alternative well-lit and frequently travelled route or path available?

yes       no       don't know

34. Can you tell what is at the other end of paths, tunnels, or walkways in this area?

yes       no

35. Are there corners, alcoves, or bushes where someone could hide and wait for you?

yes       no      where? \_\_\_\_\_

36. Other comments: \_\_\_\_\_

\_\_\_\_\_

**POSSIBLE ENTRAPMENT SITES**

37. Are there small, confined areas where you would be hidden from view?

between garbage bins       unlocked equipment or utility shed

alley or laneway       recessed doorway       construction site



Other: \_\_\_\_\_

### **ESCAPE ROUTES**

38. How easy would it be for an offender to disappear?

very easy       quite easy       not very easy

39. Is there more than one exit from the lane/stree/walkway?

yes       no       don't know

40. If yes, please describe. \_\_\_\_\_  
\_\_\_\_\_

### **NEARBY LAND USES**

41. What is the surrounding or nearby land used for (list all that apply)?

stores       offices       restaurants  
 residential houses or streets       factories  
 busy traffic       heavily treed/wooded areas  
 riverbank       parking lots       campus buildings  
 don't know      Other: \_\_\_\_\_

42. Can you identify who owns or maintains nearby land?    yes       no

43. Impressions of nearby land uses:

Very poor       Poor       Satisfactory  
 Good       Very good

### **MAINTENANCE**

44. Impressions of maintenance:

Very poor       Poor       Satisfactory  
 Good       Very good

45. Is there a lot of litter lying around?



- Good
- Very good

56. If you weren't familiar with this area, would it be easy to find your way around?

- yes
- no

57. Does the place "make sense"?  yes  no

58. Is the place too spread out?  yes  no

59. Are there a confusing number of levels?  yes  no

60. Other comments:

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**IMPROVEMENTS**

61. What improvements would you like to see?

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62. Do you have any specific recommendations?

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### 8.3 INTERCEPT SURVEY FORM

#### Mendel Art Gallery Site Intercept Survey

**Date:** \_\_\_\_\_ **Surveyor:** \_\_\_\_\_

**Postal Code:** \_\_\_\_\_ **Gender:** Female Male (Circle one)

1. Which of the following age categories do you fall in to? (Circle one)

19 and under 20-29 years 30-39 years 40-49 years 50-59 years 60-69 years 70 +

2. How did you get here?

Car Bicycle On Foot Public Transit

3. Why have you come to this area today? (Circle one)

Attend Shakespeare Mendel Art Gallery Use the MVA Trail Other

4. How often do you or your family visit the Mendel Art Gallery Site? (Circle one)

On a regular basis Only for Special Events

5. Do you feel safe using the parking lots and walking in this area:

a. During the day? YES NO  
Why?

b. During the early evening? YES NO  
Why?

c. At night (after 10 pm)? YES NO  
Why?

6. Have you ever noticed any illegal activity in or near parking lots? YES NO

Where?

What was going on?

7. Have you, or anyone you love, ever experienced an incident in or near parking that made you feel afraid or unsafe? YES NO

If YES, please explain

8. Do you have any other safety-related comments you'd like to make about this area?

9. What changes in this area would entice you to come down to this area more often?