



***COMPREHENSIVE
SAFETY & SECURITY
DESIGN ASSESSMENT:***

**SOUTH CORE NEIGHBOURHOOD
Thunder Bay, Ontario**

October 2014

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CRIME PREVENTION THROUGH ENVIRONMENTAL DESIGN ASSESSMENT

SOUTH CORE NEIGHBOURHOOD

Location: South Core (Fort William) Neighbourhood – Thunder Bay, Ontario

Date of Audit: September 11th, 2014

Assessed by: **Barry Horrobin**, B.A., M.A., CLEP, CMM-III

Director of Planning & Physical Resources – Windsor Police Service

Walk Through Participants: Sgt. Greg Stein, Constable Julie Tilbury, Constable Gary Cambly (Thunder Bay Police), Lee-Ann Chevrette (Thunder Bay Crime Prevention Council), Thora Cartlidge (City of Thunder Bay Planning), Kathy Skirving & Vierlyn Lunn (Fort William Business District), Linda Bruin (Evergreen Neighbourhood), and City Councilor Paul Pugh



NOTE: The findings and recommendations contained within this audit report are not binding nor are they intended to be rigid. Other contributing factors such as cost, practicality, impact on service delivery, impact on the social and business environment, etc. must also be considered when evaluating changes to improve safety and security. Therefore improvements that can be made with minimal time and expenditure outlay or disruption to the prevailing operational environment are encouraged. Recommendations attached are based on the known, universally recognized principles of Crime Prevention Through Environmental Design (CPTED) and the expertise of the author(s) in how they should be applied here. It is also very important to understand that improvements to safety and security cannot be made strictly through architectural and engineering modifications alone. The affected property owners, residents, employees, managers, and visitors must want the improvements as well and be willing to work with any suggested physical changes identified in this assessment to truly improve the overall level of safety and security. The incorporation of direct feedback from stakeholders is also a critical element for implementing changes for improvement.

INTRODUCTION & PURPOSE

In an effort to comprehensively address safety and security concerns within the south core neighbourhood of Thunder Bay from a physical design perspective, a comprehensive safety assessment has been completed.

This assessment has been carried out according to the universally recognized principles of ***Crime Prevention Through Environmental Design (CPTED)***. CPTED is defined as:

“The proper design and effective use of the built environment, leading to a reduction in the fear and incidence of crime and disorder. This in turn leads to an improvement in the overall quality of life of a building, space, or area.”

The core principles of CPTED:

- **Natural Surveillance**
 - The capacity to observe what is occurring without having to take special measures to do so. This is achieved by direct views through windows, passing cars or pedestrians, or someone on a bench looking outward.
- **Access Control**
 - The ability to limit who or what can gain entry to a building or space, and how. This can come in the form of well designed landscaping elements, gates in fences, or the presence of existing physical barriers like railroad tracks, walls, or waterways.
- **Territoriality**
 - The means by which authority/ownership/usage of space is established over a building or area to clearly identify who is in control, who belongs, and who is an outsider. This can come in the form of such elements as signs, thematic images/graphics, and the presence of housing staff.
- **Activity Management**
 - The concept of placing safe, positive, legitimate activity (that will attract lawful users) in a building or space to either displace negative behaviour that is occurring or to prevent problematic behaviour from getting established in the first place.
- **Target Hardening**
 - The physical fortification or reinforcement of a building to prevent unlawful access by intruders. This is typically accomplished through the installation of proper locks and the use of robust building methods.
- **Behaviour Engineering**
 - The practice of establishing or re-establishing positive behaviour and functioning of a building or space at the expense of unlawful behaviour. This is achieved through changes in the placement or arrangement of physical components to eliminate vulnerability.

The Safe and Proper Use of Space

According to the late noted CPTED expert Timothy Crowe, how space is designed and then ultimately used greatly affects profit, productivity, and quality of life. This is further supported by contemporary research findings suggesting that space that is widely shared by people but poorly identified will result in low morale, reduced productivity, and greater tolerance for misbehaviour. The financial, physical, and psychological effects of crime and disorder reduce public trust and social cohesion.

Signs that indicate this may be occurring, at least to some discernible degree, require efforts to be directed at improving safety and security. This will then act as a key catalyst to the social revitalization of the building, space, or area.

These core principles of crime prevention design are applied against three important facets of the building, space, or area; namely:

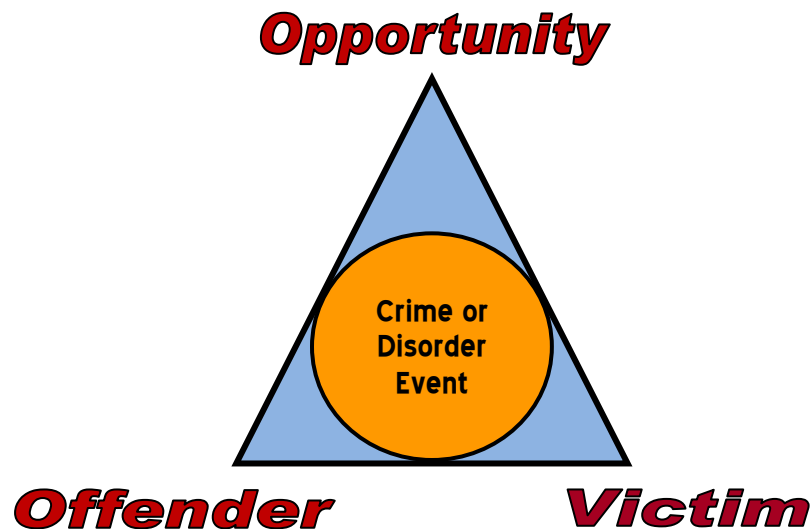
1. **Designation** – The purpose and intended use/function of spaces and buildings within the context of doing so in a safe manner.
2. **Definition** – The concept of how spaces and buildings are actually used, whether ownership is clear, and whether there are clear rules and features (such as signs or By-Laws) which define that usage.
3. **Design** – Does the design of the space or building amount to “form following function” and does the design impede safety or compromise intended behavioural use therein?

If the area's designation, definition, and design become out of balance according to what was initially intended, problems begin to arise that, if left unchecked over long periods of time, often lead to increases in crime and disorder. The carefully thought out implementation of identified CPTED audit recommendations is intended to maintain or, in some cases, restore a building/space/area's correct designation, definition, and design. This is the ultimate goal of the assessment.

The Crime and Disorder Triangle

The application of CPTED is directed at the three core components of the crime and disorder triangle. These are opportunities, offenders, and victims. CPTED strategies are employed so as to remove opportunities for crime or disorder that give offenders the capability to victimize a person or their property.

While CPTED has an effect on all three components of the triangle, it has its greatest application most squarely focused on opportunities for crime and disorder created by safety and security deficiencies of the built environment.



The Influential Application of the Theories of “Defensible Space”, “Broken Windows”, and the “Social Life of Small Urban Spaces”

Three very well known and largely accepted theories/concepts of how the design and condition of the built environment can impact on safety and security appear to strongly correlate to what is going on in Thunder Bay’s south core neighbourhood. They are known respectively as “Defensible Space”, “Broken Windows”, and the “Social Life of Small Urban Spaces”. Each has an interesting and role-playing application to this area’s safety identity.

DEFENSIBLE SPACE

The concept of “*Defensible Space*” was introduced by Mr. Oscar Newman, a consulting architect who unveiled his ideas back in 1972 based on his observations and research concerning unsafe housing conditions in St. Louis, Missouri. While the concept is now well over 35 years old, its rationale is timeless and therefore still has significant relevance to the urban landscape of today. His research findings most definitely apply in an urban environment such as the South Core neighbourhood. The focus is traditionally on residential land uses but there is also application to commercial and mixed use neighbourhoods (such as this one) as well.

All Defensible Space programs have a common purpose: They restructure the physical layout of communities to allow residents to control the areas around their homes and business owners to do the same around their business properties. This can mean major or minor restructuring and includes the streets and grounds outside their buildings and entrances, lobbies, and corridors within them. The programs help people preserve those areas in which they can realize common values and lifestyles. This is certainly the case here in the South Core neighbourhood.

The successful application of Defensible Space relies more heavily on self-help and leveraged community partnerships rather than on government intervention and remediation, although government support and intervention to a degree is still quite valuable and important if success is to be realized. Therefore, the strategy that evolves for neighbourhood renewal is less vulnerable to government's withdrawal of support. It depends on resident and property owner involvement to reduce crime and remove the presence of criminals that cause physical and social neighbourhood deterioration. The ultimate core strength of applying Defensible Space is that it has the profound ability to bring all stakeholders together in a mutually beneficial union.

BROKEN WINDOWS

The concept of "*Broken Windows*" was introduced by George Kelling and James Wilson back in 1982 in their research based in Kansas City, Missouri. These criminologists believed that the establishment and proliferation of more minor incidents of disorder are the forerunner to more serious crime occurrences.

Essentially, "*Broken Windows*" refers to the fact that if minor occurrences of disorder such as broken windows, graffiti, and loitering are not addressed and are left unchallenged, they will end up being a catalyst or precursor to more serious forms of crime such as theft, assaults, and arson. Once this occurs, it becomes much more difficult to restore an area to its pre-degraded state than if the minor disorder activities had been addressed with greater vigilance in the first place.

As residents and property owners become complacent over time and more tolerant to increasing degrees of disorder and then crime, this leads to a withdrawal of positive neighbourhood leaders and stakeholders to a point where further and more serious problems are allowed to persist and escalate. Ultimately, the entire neighbourhood becomes vulnerable to physical and social deterioration in the form of increased levels of crime and disorder. This has the direct impact of discouraging residents from remaining viable components of their neighbourhood.

SOCIAL LIFE OF SMALL URBAN SPACES

This research was developed by William Whyte in 1980 and focused on New York City's many plazas and related human gathering places and how they socially function as part of the overall urban environment.

Whyte studied why some public spaces "work" while others do not – using observation techniques and personal interviews as his primary means for data collection. He observed/photographed/spoke to users to understand the dynamics of human usage of space and concluded that small urban spaces are "priceless" within the realm of our streets (he cleverly referred to them as urban "rivers of life"). In this regard, good design facilitates and, if maintained effectively, sustains positive civic engagement which translates into a higher degree of safe functionality.

Linkage to the Thunder Bay Crime Prevention Council's Community Safety & Crime Prevention Strategy and the Thunder Bay Police Business Plan

In order for the results of this assessment, which is built on a foundation of preventing crime and disorder, to be effective, it is important they dovetail with both the Crime Prevention Council's Community Safety & Crime Prevention Strategy and the Business Plan for the Thunder Bay Police Service. This is to ensure any changes made are consistent with the greater vision for the community's long term well being.

Like the vision for the city embodied in these two strategic plans, a similar vision born out of the Crime Prevention Through Environmental Design (CPTED) assessment should also embrace a high level of quality where stakeholders share a strong sense of belonging. In this regard, success is built on relationships between citizens, business, government, and public institutions (such as the police) that are interconnected, mutually supportive, and focused on a positive future. Some key Community Strategic Plan goals include:

Thunder Bay Police Business Plan

Any proposed safety and security modifications for the south core neighbourhood should be aligned with the strategic priorities of the Thunder Bay Police Service. Some key objectives that apply here include:

CRIME PREVENTION

- Promote community involvement in developing crime prevention strategies
- Identify reasons for repeat calls and consider the nature of the calls
- Reduce incidence of crime in targeted neighbourhoods
- Promote crime prevention in neighbourhoods through partnering in community mobilization projects

COMMITMENT TO COMMUNITY BASED POLICING

- Community based solutions will have the most significant impact on crime
- Placing high value on the ability to directly connect with citizens to address concerns results in consensus driven outcomes
- Developing and maintaining relationships with community groups and agencies to meet changing needs

Crime Prevention Council's Community Safety & Crime Prevention Strategy

The Crime Prevention Council operates on a set of strong guiding principles that, when pursued together, form an effective means to prevent crime and disorder. Specifically, these guiding principles include:

- 1. Effective action is based on knowledge, research, and experience**
 - Decisions that are fact based will produce sustainable outcomes
- 2. Prevent crime through addressing its root causes**
 - Applying attention and energy just to symptoms of crime will not last
- 3. Build on the strengths and capacities of our communities**
 - Community involvement ensures commitment to improvement
- 4. Collaborate with our communities on solutions and actions**
 - A collaborative approach will produce results greater than the sum of each stakeholder's individual contribution
- 5. Include a diversity of voices**
 - When everyone contributes, solutions are comprehensive and effective
- 6. Value respect and compassion in our attitudes and actions**
 - Solutions to problems that impact people must respect all perspectives
- 7. Everyone has a responsibility for making the city safe and welcoming**
 - The cumulative impact of individual accountability sets the right standard

The Consequences of Crime & Disorder (Victimization)

The cost of crime and disorder is far reaching and goes much deeper than most people realize. The importance of identifying and implementing measures to prevent acts of crime and disorder before they develop is therefore critical in minimizing the compounding negative effects of victimization to a community. Once victimization occurs, the resultant collateral social damage can be significant. Subsequently, far more energy is then required to restore an area's social wellbeing to its status prior to the occurrence of the problems that triggered the victimization in the first place.

According to the Conference Board of Canada in their October 2008 briefing report on Making Communities Safer, about 40% of victims surveyed reported that they had difficulty carrying out their daily activities immediately after their victimization, and over half of these victims lost two or more days from their regular daily activities. Additionally, more than three quarters of all victims also reported suffering emotional and psychological damage; namely anger, fear, and difficulties sleeping over time.

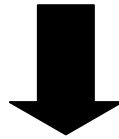
In addition to the various financial and social/emotional costs, crime and disorder has a corrosive effect on communities. Businesses cannot thrive in areas where people are afraid or reluctant to walk the streets. This is why the establishment of a strong standard for safety and security should be recognized as a foundation to economic vitality for the building, space, or area.

THE PROGRESSION OF CRIME & DISORDER

Increase in Unrepaired Properties
and General Physical Deterioration



Increased Concern for Safety Among Residents
and Business People Which Decreases
Participation in Maintaining Order on the Street



Increased Delinquency, Rowdiness, Vandalism, and
Disorderly Behaviour Among Unlawful Persons,
Causing Further Deterioration and Withdrawal from
Streets by Lawful Residents and Businesses



**Potential Offenders from
Outside the Neighbourhood are
then Attracted by Enhanced
Vulnerability**

The Safety-Influenced Social Identity of an Area

Every building, space, or area has a number of unique features associated with it that collectively defines its “Social Signature” within the overall community. Like all elements of the built environment, there exists a unique and distinct “Social Carrying Capacity” as well. This is the threshold beyond which problems that impact safety, security, and general quality of life for stakeholders are no longer manageable without some form of pronounced change being implemented. The design and actual functioning of physical space is often a key trigger to determining this social carrying capacity threshold and any problems that need addressing.

The results of this CPTED assessment and the recommendations being put forth from it are intended to act as a catalyst for functional improvements and overall social improvement opportunities throughout the buildings/spaces/areas being assessed. In this regard, an “evidence-based” crime prevention approach is being pursued whereby existing crime and disorder activities are examined, combined with direct site observations taken both during daytime and evening hours. A determination is then made as to the cause of such problems and challenges as it relates to the physical design and construction of the built environment, and strategies/solutions will be identified that will most effectively address the issues. Combined with other initiatives and strategies being undertaken by a broad cross section of stakeholders and community partners, an appropriate course of action can be taken.

It is very important to understand that merely implementing short term projects or initiatives alone and in isolation of considering the entire south core neighbourhood as a whole, will not lead to a long term, sustainable difference (improvement) being made. A comprehensive, sustained effort is required in order to reduce crime and disorder and ensure that any improvements made are lasting ones. An effort of this nature and magnitude requires the commitment and involvement by all applicable stakeholders (residents, business, police, visitors, service providers, government, etc.) for success to be realized and maintained.

The root causes of crime and disorder are not dissimilar in many urban neighbourhoods in most North American cities nor are they too onerous to be effectively addressed and corrected. Having an understanding that root cause factors such as those identified in the CPTED assessment are significantly correlated to a building/space/area’s social health is critical if the corrective action to be taken is to have any sustainable effect whatsoever.

STUDY AREA:

South Core Neighbourhood



The study area for the Crime Prevention Through Environmental Design (CPTED) assessment of the south core neighbourhood is the area contained within Miles Street to the north, Simpson Street to the east, Arthur Street to the south, and Vickers Street to the west.

The area is comprised of a classic mix of land uses and a built form reflective of the typical urban composition of many North American cities.

RESULTS OF PHYSICAL SAFETY INSPECTION

Positive Safety and Security Features

The south core neighbourhood features a number of key positive CPTED elements of its built environment that can and should be built upon to achieve further prosperity. From these, a sound strategy for safety and security maintenance and improvements can be built. A summary of these attributes include:

- The greatest positive feature and safety-influenced asset of the South Core neighbourhood is the community value placed on this area for its very unique and distinctive character. It is very apparent this area of Thunder Bay is of high importance to all stakeholders. This is evidenced by the many studies of the south core that have occurred in prior years, both holistically and for specific spaces. It has been shown in other jurisdictions that when an area's unique physical and social character is positively exploited, it galvanizes its residents, business leaders, and visitors in a positive way that supports safe and functional usage.
- A number of tasteful streetscaping improvements that have been made in recent years such as new curbs, benches, street trees, and sidewalk pavers remain in good physical condition, promoting a welcoming image for the neighbourhood.



Aesthetically pleasing streetscaping features encourage safe, positive activity

- There is a considerable mix of residential land uses integrated within and among the commercial establishments. This promotes an environment of constant “eyes on the street”, expanding witnessing potential and optimizing natural surveillance of the area. This kind of compatible land use diversity should be encouraged to continue.



Residential Properties in the area offer ongoing “Street Observation”

- For the most part, there is a continuous network of sidewalks on both sides of most roadways within the entire South Core neighbourhood, facilitating a venue for safe, ongoing pedestrian usage.
- Many intersections throughout the neighbourhood feature well articulated pedestrian crosswalks and vehicle stop lines. This design standard is excellent for promoting the safe integration of pedestrians with vehicles for overall safety.



Pavement markings are clear and distinctive to allow safe pedestrian movement across the roadway

- The change in location of the transit hub from the former bus station to the roadway area that wraps around the front of City Hall is definitely a positive change. Large urban transit hubs can often become magnets for problematic activity. The use of the public roadway in front of a positive land use (City Hall) makes the overall space and activity therein more accountable and therefore helps to mitigate any problematic aspects associated with the transit hub.



Using roadways fronting City Hall for a Transit Hub promotes safer street usage while naturally discouraging problematic behaviour

- The neighbourhood has a number of streets that permit on street parking. This beneficially accommodates potential customers, plus offers a certain degree of safety whereby parked vehicles help slow through traffic.



On street parking promotes street usage while naturally calming traffic speeds

- The South Core neighbourhood has a number of well distributed “**Community Anchors**” that offer a sound foundation for social stability and neighbourhood cohesion. These include the Victoriaville mall, Paterson Park, the Thunder Bay Consolidated Courthouse, Fort William Gardens, and City Hall. The presence of such anchors helps to promote safe activity for all users. The built form of the courthouse in particular exhibits very strong CPTED features to build off of for the overall area.



Open view corridors and clean sight features promote natural surveillance

- The City of Thunder Bay has some very well thought out and practical urban design guidelines in place which strongly support the principles of crime prevention through environmental design (CPTED). These include, among others, “Urban Design and Landscape Guidelines – Dec 2012” and others. Such documents offer valuable ideas that can positively transform an urban core area like Thunder Bay’s south core neighbourhood. The level of detail offers excellent examples of what can be implemented to promote safe activity.



Arm rests discourage sleeping/loitering; pedestrian lights illuminate walkways

- There is a relatively wide variety of businesses. They collectively attract considerable, ongoing, random, positive foot and vehicular traffic to the area.
- The new bus shelter design is an excellent example of promoting enhanced weather and personal safety that exhibits strong CPTED characteristics. It is openly visible from several different angles and features good illumination to ensure it encourages safe usage during evening hours.



New bus shelter design offers excellent natural surveillance and therefore positive activity management

- The neighbourhood has a number of public CCTV cameras in place through the “Eyes on the Street” initiative. This is a good tool to assist the police in resolving problems/apprehending suspects after an incident has occurred.



Public CCTV cameras located throughout the area offer enhanced recording of activity that can assist police for investigating problems

- The area benefits from having had a number of studies completed to examine safety concerns and issues, plus opportunities for improvement. Of note was the comprehensive study that was conducted in 2005 by University of Waterloo graduate Planning student Jill Paske. Ms. Paske's study closely examined safety and wellbeing issues in the south core neighbourhood, the results of which offer an interesting glimpse into the importance placed on public safety for this area by the residents of Thunder Bay.
- The design "charrette" conducted previously for Paterson Park, a key positive community anchor, is an excellent example of incorporating the feedback from many stakeholders into a document that can optimize how this park is used.
- Clear and positive signs of residential revitalization exist with the somewhat recent redevelopment of loft type apartments directly across the street from the historic bank building façade. This can be a catalyst for re-energizing the neighbourhood, since the establishment of a resident population serves to anchor the area for activity and growth.
- While many of the neighbourhood's alleys most definitely need addressing from a safety perspective, the one located immediately behind City Hall is an excellent example of what an appropriately safe alley can look and function like.



Alley behind City Hall is clean, well lit, and has a strong view corridor

It should be clearly understood that, collectively speaking, the physical properties (residences, businesses, and institutional land uses) comprising the city of Thunder Bay's South Core neighbourhood are a valuable and important community asset worth preserving and enhancing in a manner that is safe for all users. The area has tremendous potential to sustain safe, positive activity for many hours each day, resulting in a place that is highly beneficial for residents, property owners, tenants, employees, and visitors alike. Any efforts to promote and maintain this as it relates to improving safety and security should be given strong consideration and adoption.

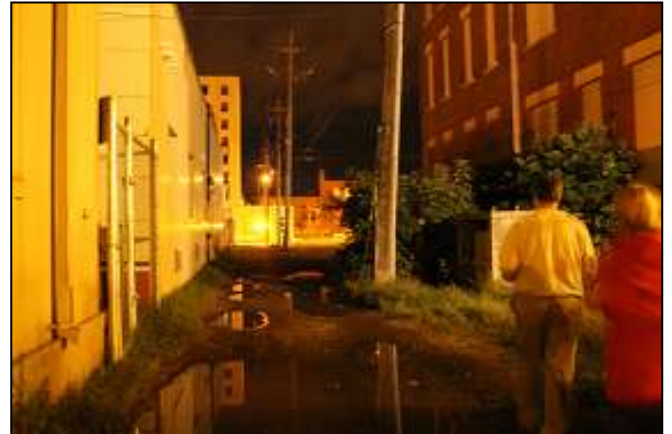
Safety and Security Deficiencies

General Findings and Issues Requiring Action:

A number of common social influencing factors arose out of the crime prevention through environmental design audit for the South Core neighbourhood of Thunder Bay. All of these common factors combine to degrade the neighbourhood's safety climate. In order for real positive change to be implemented, the corrective action being proposed here must address root causes of social deterioration, crime, and disorder.

There are some very clear, potential "root cause" issues that appear to directly impact the neighbourhood's degree of vulnerability, all of which require consideration as they collectively impact overall safety/security. These issues are all aligned to a discernible degree with some of the universally held principles of CPTED. In no particular order, these root cause factors include:

- **Generally Unsafe Network of Public Alleys** – The overall neighbourhood lacks a clear and formalized environment to safely accommodate pedestrian movement throughout. Alleys are important "infrastructural connectors" that, if designed and maintained safely, offer a functional means for pedestrians to safely move about without as much conflict with vehicles. The current condition of most of the area's alleys is typified by overgrown vegetation, excessive darkness in most cases, and a general lack of maintenance. Combined, these critical CPTED risk factors are a catalyst for vulnerability and problematic behaviour because of significantly reduced natural surveillance, poor territoriality, and questionable ongoing activity management.



Many of the south core's alleys are physically vulnerable for pedestrians

- **Loitering Opportunities** – There are areas throughout the south core neighbourhood that readily facilitate loitering due to the presence of discrete “nooks” in vacant properties, insufficient illumination levels, and generally reduced natural observation capability. These numerous discrete pockets of space do not allow for attention to be drawn to anyone who loiters for varying lengths of time (who may be doing so to “case” properties for a crime later on). This effectively reduces the ability to randomly observe and potentially report activity on an ongoing basis.



Note the daytime presence of a person loitering in a discrete space

Vacant property that is poorly maintained attracts unlawful behaviour

- **Graffiti and Debris/Litter Visible Throughout Neighbourhood** – Exposed and visible graffiti and debris/litter in several areas presents an environment that says unlawful behaviour is tolerated. This creates an immediate disadvantage for promoting well being and reducing fear of crime.



Visible signs of disorder and lawlessness reduce comfort

- **Evidence of Inadequate Maintenance** – There is a general lack of proper physical maintenance in many, but certainly not all, areas throughout the south core neighbourhood. This very quickly, by way of visual confirmation, generates an automatic negative perception which reduces the area's aesthetic appeal and increases fear of crime and loss of personal comfort. The most glaring examples of this relate to overgrown vegetation which directly translates into sight line loss and a general feeling of entrapment by pedestrians (area around corner of Museum was particularly bad). Poor maintenance is also exhibited through poor or inadequate lighting and physical deterioration of building exteriors, fences, etc.



Poor maintenance reduces user comfort day and night

- **Small and Inconsistent Building Address Numbering** – A number of buildings were observed to have address numbers that were very small and/or poorly visible because the numerals were of a colour very close to the background they were mounted to. This makes it very difficult for emergency service responders (Police, Fire, EMS) to identify properties during an emergency response situation. This adds response time to an incident and therefore can increase severity of the incident.



Some address numbers are practically unidentifiable

- **Vacant and/or derelict property** – Similar to the effects of poor physical maintenance, unoccupied and uncared for property is a universally known and significant catalyst for triggering elevated levels of crime and disorder. The end result is urban blight, creating a “cancerous” environment for adjacent and surrounding properties, the impact of which will continue to grow uncontrollably unless a stop is put in place to the problem. The south core neighbourhood has a number of examples of vacant and blighted property spread throughout the overall area and this definitely needs addressing. One very positive initiative that was observed and is worth pointing out however is the relatively recent condominium redevelopment located directly across the street from the historic façade of the burned out CIBC building. This has introduced permanent residents into the neighbourhood which will positively influence safety through added activity generation and additional “eyes on the street” by lawful persons.



Vacant property triggers neighbourhood blight which attracts crime

- **Inadequate Lighting** – There are a number of areas and individual properties throughout the neighbourhood that have an inadequate amount of illumination associated with them to offer reasonable safeguarding against the threat of property crime plus create an environment where users feel safe. While lighting is very good in some locations, it is contrastingly poor in others. Since lighting represents the most tangible quality of the built environment that impacts a person’s fear of crime during hours of darkness, this is an element that must be addressed comprehensively for the neighbourhood to make safety improvements rather than being dealt with on a site-by-site basis.



Good, even illumination (left) vs. inadequate, shadow-producing (right)

GENERAL CONCLUSION

All of the aforementioned general issues identified in the CPTED audit represent root causes of crime and disorder. These are not uncommon throughout many urban neighbourhoods in most North American cities nor are they too onerous to be effectively addressed and corrected. Having an understanding that root cause factors such as these are significantly correlated to a neighbourhood's social health is critical if the corrective action to be taken is to have any sustainable effect whatsoever.

Specific Safety Concerns Identified in Audit:

In addition to the noted safety deficiencies that apply generally to the entirety of the neighbourhood, there are also a number of distinct safety issues that apply to specific buildings and spaces in the south core. In no particular order, these include:

1. **Pedestrian Roadway Safety** – There are two distinct areas within the neighbourhood where pedestrian safety is significantly compromised:
 - a. The sidewalks and abutting roadway immediately outside the arena
 - b. A large section of Simpson Street in the general vicinity of the tunnel connection/crossing into Kam River Park

In the case of the space around the arena, the key vulnerability factor involves periods of very high pedestrian loads (immediately following events at the arena) combined with inadequate sidewalk apron space immediately outside the primary entry/exit doors. This results in high volumes of pedestrians spilling out onto adjacent Miles Street and dangerously interacting with passing vehicles. In the case of the section of Simpson Street near the Kam River Park access, the safety problem here is the generally higher rate of observed speed of vehicles on a 4 lane roadway at a point that is near a pronounced curve. The curve effectively shrinks sightlines such that the safe driver stopping distance is reduced, increasing danger to crossing pedestrians. In both of these cases, a decidedly elevated safety risk is placed on pedestrians.

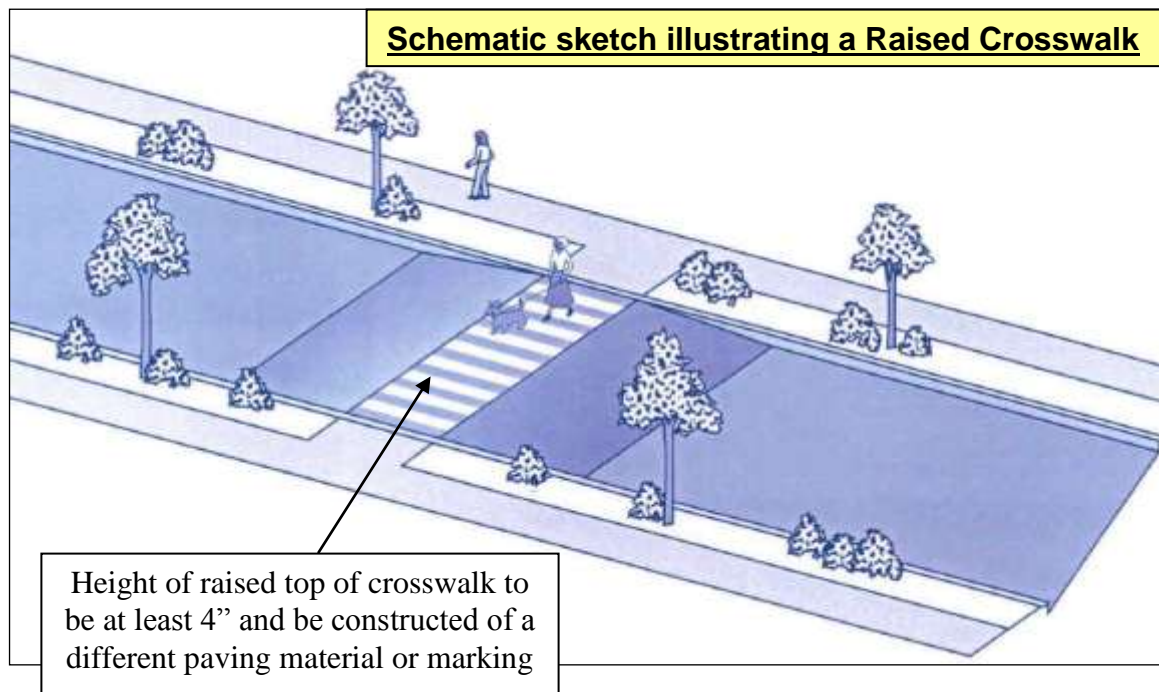
RECOMMENDATION: A customized pedestrian crossing treatment is required for the roadways in both of these locations. Different circumstances exist in each case so the resultant safety solution needs to address the threat accordingly to achieve an end result that will be effective.

Recommended Pedestrian Safety Improvement near Arena

- A marked pedestrian crossing, complete with a flashing light/signal that can be activated by a pedestrian should be installed across Miles Street that connects the arena sidewalk apron with the sidewalk on the other side of the road. This will allow a safe and orderly flow of pedestrians out of the arena and back to patron parking spots after events conclude.

Recommended Pedestrian Safety Improvement near Kam River Park

- A clearly visible raised pedestrian crossing is recommended to ensure all pedestrians who are crossing Simpson Street are very visible. The raised configuration will help “calm” traffic on an ongoing basis, effectively reducing net vehicles speeds to improve roadway safety. The flattened top of the crosswalk allows for a safe crossing by all users (walking, wheelchairs, strollers, etc.).





Sidewalk apron at arena is not large enough to safely “store” large pedestrian volumes without risking a spillover onto adjacent roadway

Section of fast moving Simpson Street places the safety of an ongoing flow of pedestrians at risk when crossing to access Kam River Park



2. **Public “Sharps” Containers** – The neighbourhood features a number of “sharps” type containers intended for the safe and proper disposal of needles/syringes. The reasoning behind the placement of these containers is sound however the location of them is unsafe. Most, if not all, of these containers were found to be located in very discrete locations that are mostly hidden from view (such as down dark alleys or tucked around building corners). This makes them very unsafe for users to take advantage of because the locations possess elevated vulnerability to confrontations and assaults. The discrete locations are perhaps a consequence of the desire to make the containers less obvious so that users will not be stigmatized in using them.

RECOMMENDATION: These “sharps” containers are most definitely needed in the south core. The challenge however lies with positioning them in locations that have better natural surveillance and are hence safer for users to access without creating situations where an individual’s dignity is jeopardized. This is because they can be openly seen disposing of their needles. The solution is the provision of combination refuse/recycling/sharps containers placed in more visible locations throughout the neighbourhood. The reasoning behind this recommendation is to have the placement of the containers in a more accountable location that is therefore safer but users retain their dignity by virtue of the fact nobody knows whether someone is accessing the container for trash, recycling, or syringe disposal. All existing stand alone “sharps” containers should be removed and a minimum of two of these combined receptacle stations should be installed initially to gauge support for their usage. More can be added, again in more visible (safer) locations, once the new concept catches on.



Current “sharps” container locations are hidden, increasing risk for users



Grouping trash/recycling/sharps containers together in more visible locations make their usage safer and more dignified

3. **Paterson Park** – This is an important recreational asset for the neighbourhood but presently seems to be attracting more in the way of nuisance activity such as loitering. This discourages usage by lawful users. A noted aspect is that all the benches for public seating face inward, raising the risk for someone to be surprised by an attacker approaching from behind. There is a need for greater overall activity management of the space.

RECOMMENDATION: The benches should follow an “alternating orientation” placement whereby half the benches face outward and half face inward. This will promote activity that causes users to better view what is going on around them. Furthermore, the very well done design charrette that was undertaken for this park should be re-visited to identify better ways to introduce safe and accountable usage of the space to maximize widespread positive activity generation for all age demographics (small children all the way up to seniors). Together, these two recommendations for Paterson Park will drive up positive usage which will have the direct effect of discouraging unsafe/undesirable usage.



Re-purposing the park’s functionality and safer bench placement will enhance its overall safety and value to the community

4. **Unsafe Parking Lots** – A number of parking lots within the neighbourhood were observed to exhibit physical characteristics that reduce personal safety such as the absence of paving, poor or non-existent lighting, inadequate pavement markings to direct users, proper drainage capability, etc. There were many examples of these less safe parking lots throughout the area. The result is often disorganization of the space, facilitating crimes such as vehicle theft, theft from vehicles, assault, and vandalism of vehicles. When this happens, these parking lots are not inviting for lawful users to consider and fear of crime is elevated.

RECOMMENDATION: A design standard should be implemented requiring all open, surface parking lots to be properly paved, drained, demarcated, and have appropriate lighting provided that yields a minimum illumination level of 1.75 foot-candles (approximately 19 lux).



Inadequate pavement markings, lighting, etc. reduces user safety

5. **Pedestrians & Cyclists** – To encourage alternative modes of transportation such as bicycling, and walking, consideration should be given to optimize the safety for these more vulnerable users of the roadway environment. Observations revealed an apparent lack of adequate facilities throughout the study area for an individual to conveniently and properly secure their bicycle to prevent theft. In the case of pedestrian routing, there were areas where the public sidewalk immediately abuts the busy, adjacent roadway. This places the pedestrian closer to moving traffic which inherently reduces their safety. Inconsistencies with respect to this exist whereby some street sections properly employ a design featuring a hard landscaped buffer strip between the roadway and the sidewalk to safely separate pedestrians from moving traffic yet other sections have this design unsafely reversed.

RECOMMENDATION: A number of proper bicycle parking structures should be installed throughout the south core neighbourhood to allow for users to lock up their bicycles in convenient, highly visible locations. This will promote bicycle usage while reducing the consequences of theft. The design standard of placing a hard landscaped buffer strip between all sidewalks along roadways should be adopted. This will allow for a safer design to be implemented throughout the area as capital funds become available on a year-to-year basis.



Proper bicycle racks and sidewalks not abutting the roadway will enhance the overall environment for cyclists and pedestrians

6. **Park Plaza Feature @ Foot of Donald Street** – This public plaza is a signature and iconic feature for the neighbourhood. Its strategic orientation at the foot of Donald Street @ Simpson Street makes it a prominent piece of landscape architecture yet it appears to be a magnet for loitering. Since this is a static as opposed to an active type of green space, this is a key to its vulnerability.

RECOMMENDATION: The only truly viable measure that could be taken in this situation to try and deter some of the loitering that is occurring is to enhance the visual “gateway” appeal of the plaza through targeted flood lighting. The effect of engulfing the plaza in light, combined with the natural sight line from a steady flow of approaching drivers for observability, will help deter loiterers while appropriately “celebrating” the iconic feature.



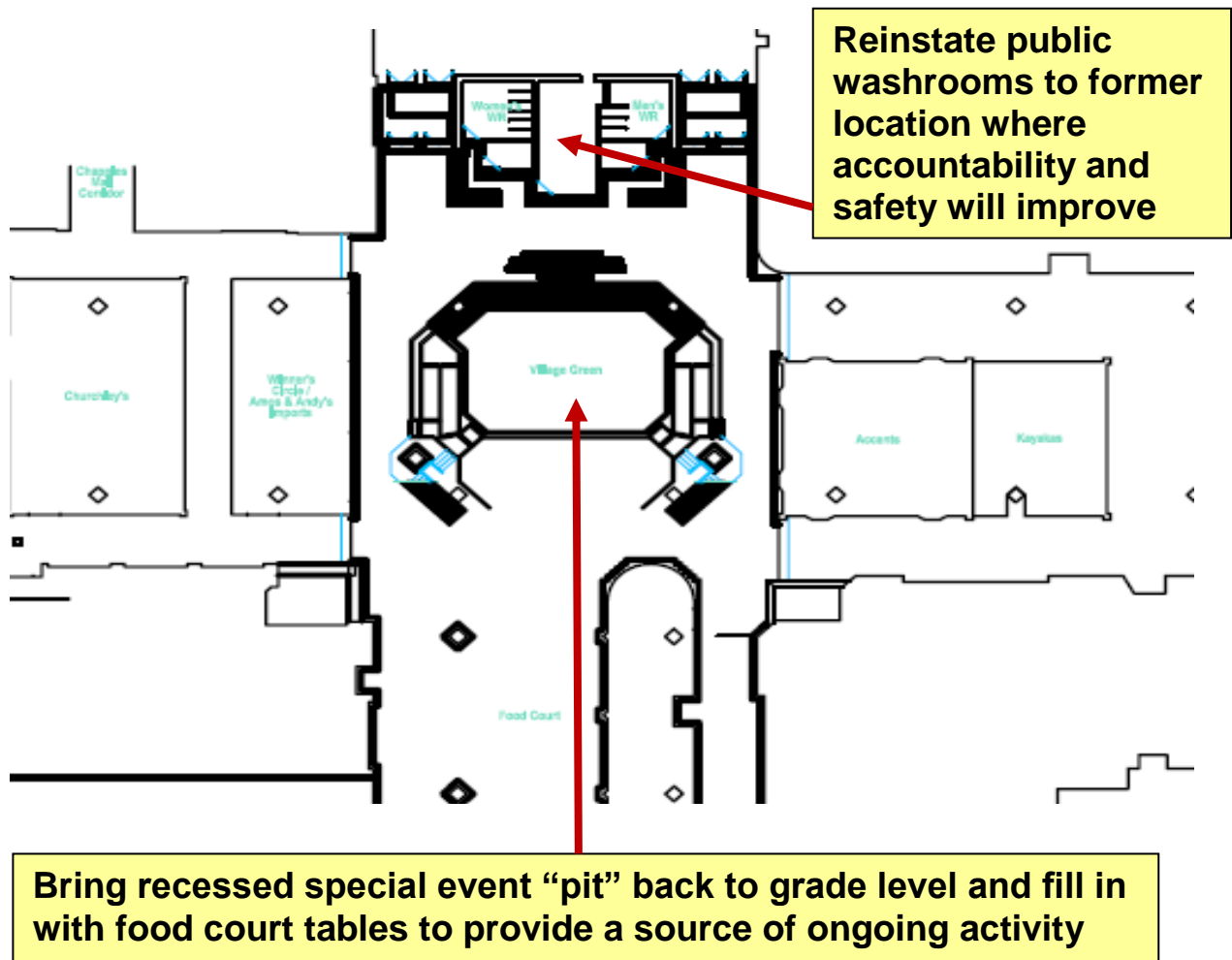
Strategically “coating” the plaza in light will “expose” loiterers

7. **Victoriaville Mall Public Washrooms** – The current location and layout of the public washrooms inside the general concourse area of the Victoriaville Mall is unsafe based on the recognized principles of crime prevention through environmental design. While somewhat close to a high traffic area (food court), the washroom's very confining and narrow configuration, combined with the fact female users must pass by the men's w/r in order to access the women's w/r, makes this design highly vulnerable and susceptible to problems.

RECOMMENDATION: The public washrooms should be reinstated at their former location. This general location is in an area of greater ongoing "critical mass" of pedestrian traffic which will ensure accountability of usage and safety. The physical layout of these washrooms is also much safer, featuring an "open maze – airport style" design that eliminates entrapment risks. The problems experienced previously which prompted the closure of these washrooms can be resolved by re-purposing the space immediately adjacent to them. In this regard, the sunken space (presumably used for periodic special events) should be reinstated to grade level and occupied with food court seating. This will bring regular, random, observing pedestrian traffic that will make activity in and around the washrooms less likely to be problematic.



Current washrooms are unsafe – confining, somewhat isolated, and having the women's w/r "buried" such that you must unsafely pass the men's w/r to get to it



8. **Kam River Park Pedestrian Safety** – The inherent design and current functionality of the entire lands and structures comprising the Kam River Park property are highly unsafe for many users. First and foremost, the natural terrain is a major obstacle to establishing this space as one that is safe for pedestrians. A large berm effectively cuts off the vast acreage of the park (where it abuts the river) from the populated Simpson Street area, greatly inhibiting all opportunities for ongoing natural surveillance. The only access from the neighbourhood to the park and its extensive riverfront walkway is a heavily shrouded connecting tunnel which has restricted visibility during the day and even more so at night. This increases risk and compromises user safety. Lastly, the riverfront walkway has lighting provided for it. This is actually a safety risk in this circumstance because lighting of a public space with no source of witnessing potential (which is very much the case here) only benefits the perpetrator, allowing them to see their victims approach and carry the situational advantage. The lighting gives innocent users a false sense that the walkway is safe to use at night when this is not the case. Currently, the park’s usage is plagued by extensive loitering, overnight camping, and drug abuse activities, all of which serve to greatly discourage usage by lawful users of the community.

RECOMMENDATION: A number of critical actions need to be taken *collectively* if the safety of this recreational asset is to be restored to lawful users. These include the following:

- The walkway lighting should be placed on a timer and shut off each night at 9 pm as it really serves no safe, functional purpose after this time. The public should be made aware of this to limit vulnerability.
- Serious consideration should be given to providing a locked gate at the tunnel entrance that closes off access after 9 pm each day. It would get re-opened in the morning. The challenge will be ensuring everyone is out of the park (but that is likely a good thing to prevent problems). This could perhaps be done by the Police.
- The vegetation immediately surrounding the tunnel entrance needs to be trimmed back considerably in order to optimize available lines of sight.
- Lighting improvements are required for both the tunnel entrance and the walkway/sidewalk leading to/from it. The walkway needs illumination levels of at least 2.5 foot-candles (fc) and the tunnel entry area 4.0 fc.
- The inner embankment inside the park is overgrown and easily accommodates discrete, illegal overnight campers. This must be trimmed and groomed thoroughly, and maintained that way, to deter camping on an ongoing basis.
- A plan needs to be formulated with CP Rail who own abutting property to partner together toward a solution.



Tunnel entrance to park is heavily shrouded, dark, and unsafe



Walkway lighting in the secluded park creates “false” safety for users

9. **Commercial Land Use Pedestrian Spillover** – There are examples within the study area where the unsafe consequence of pedestrians spilling over onto the adjacent roadway(s) occurs. The fundamental reasoning for this is either inadequate sidewalk/apron space to provide pedestrian refuge off the roadway and/or a less than appropriate location of the main building access point. An example of this predicament is Newfie’s Pub, confirmed by the safety survey results, police incident response data, and the physical CPTED walk through. In this particular case, the current primary access point being used appears to be at the corner or up slightly further on the Victoria Street side. The corner is problematic as it “spills” pedestrians out onto an intersection. The Victoria access is also quite close to the intersection. This is far less desirable from a safety perspective than an access fronting a less busy stretch of road (such as the former main access point fronting Brodie Street).

RECOMMENDATION: The building access points for commercial establishments situated close to any abutting roadway need to each be evaluated on their own individual situation. In the case of Newfie’s Pub, strong consideration should be given to relocating the main pedestrian entrance to the Brodie Street door. This will have the improved safety outcome of greater overall pedestrian refuge space by way of the Brodie Street sidewalk, away from the intersection without compromising valuable natural surveillance capability of ongoing building access activity for the tavern.



Main pedestrian access to tavern unsafely “spills” pedestrians into the busy intersection where conflict with passing vehicles is high

10. **Victoriaville Mall Elevator Access** – The elevator located in the Victoriaville Mall has a very secluded access that makes it vulnerable. In its present configuration, there is an area of “unobservable space” which facilitates someone to surprise a potential user. The size of this alcove most certainly represents a tangible entrapment risk and should be corrected. Compounding the vulnerability was an open/unlocked exterior door with direct access to this discrete space. Both of these risks combine to elevate risk for users.

RECOMMENDATION: The mall’s building manager should examine this space carefully and develop a modification to the space that will eliminate or at least minimize the size of the alcove space. Furthermore, the exterior door nearby should be kept in a locked position at all times since this does not appear to be an area where public access is intended.



Alcove space in and around public elevator, combined with unlocked exterior door decreases safety for users

11. **Victoriaville Parkade** – This multi level parking structure is well maintained but its exterior façade has been designed and constructed such that visibility into it from street level is greatly inhibited. This goes against sound CPTED principles for natural surveillance capability and is unfortunately not easily corrected in this situation. The best way to optimize safety however is to ensure the structure's interior is effectively illuminated to ensure users feel safe and so that incidents that occur can be witnessed (and therefore reported on) more readily.

RECOMMENDATION: The management of the Parkade should continue with its current plan to change over the existing lighting from High Pressure Sodium vapour lights to LED fixtures. LED lights produce a clean, bright luminosity that provides true colour rendering and therefore generates better quality of light. It also uses considerably less energy than any other light sources currently available. Some floors have already been converted and this should continue.



Parkade has restricted observability but a change to LED lighting will enhance safety for users

12. **Centennial Square Shopping Plaza** – This busy commercial plaza has a number of key aspects of its physical layout that compromise pedestrian safety on an ongoing basis in several locations on the property. First and foremost, the continuation of Archibald Street directly through the centre of the main parking lot, in its current configuration and functionality, consistently presents safety risks to the large numbers of pedestrians who routinely intermingle with the constant vehicular load using the area. The field inspection of this property revealed an inadequate design to both properly alert drivers to pedestrians, plus an absence of physical site features to safely separate vehicles from contacting pedestrians. The property also does not have an adequate amount of lighting coverage, a problem that is exacerbated during non-daylight savings time periods of the year when night time usage is more common and safety risks are enhanced. The concept of maintaining a public road through the site (Archibald Street) is actually a good one from a CPTED perspective because it facilitates ongoing random traffic (and therefore observation) of the space. It just needs to be safer.

RECOMMENDATION: A number of positive actions need to be taken collectively to improve the safety of this viable commercial asset; namely:

- The areas designated throughout the site for pedestrian routing are unclear and need to become more formalized so that drivers will be alerted sooner and can adjust their driving behaviour accordingly to acknowledge the presence of pedestrians.
- An overall traffic management and signage plan is needed for the property to effectively and safely inform both vehicle and pedestrian users of the site.
- Lighting improvements are required for the main parking lot and the abutting sidewalk that connects the facades of the various retail stores. Parking lot should be illuminated to a minimum of 1.75 foot-candles (fc) and sidewalks areas to 2.5 fc. LED light fixtures should be employed to offer optimal light quality and energy efficiency.
- At key locations where pedestrian-vehicle interaction is highest, the use of curbed traffic islands and highly visible painted pedestrian crossings is highly recommended to maximize safety.



The shopping plaza requires physical traffic safety modifications and better lighting to improve safety for all users

13. **MAC's Convenience Store** – The Mac's Convenience store on Arthur Street (which exhibits a similar general exterior design to many other stores from this same commercial chain) has no windows on its south side immediately facing the road. This is a fundamental problem in good CPTED design as the result is no natural surveillance capability from the adjacent, busy Arthur Street which has ongoing vehicular and pedestrian traffic passing by that could witness/observe problems that might be occurring. In this particular store's situation, the problem is compounded by the placement of two large refuse dumpsters on the same south side which further disrupts visibility and is a potential magnet for problems.

RECOMMENDATION: The property owner should strongly consider replacing one or more of the existing Spandrel™ panels on the corner of the building with windows to enhance observation capability and better organize the refuse bins on the site to minimize loitering/nuisance opportunities.



A combination of no outward facing windows with randomly placed refuse dumpsters marginalizes sound observation capability

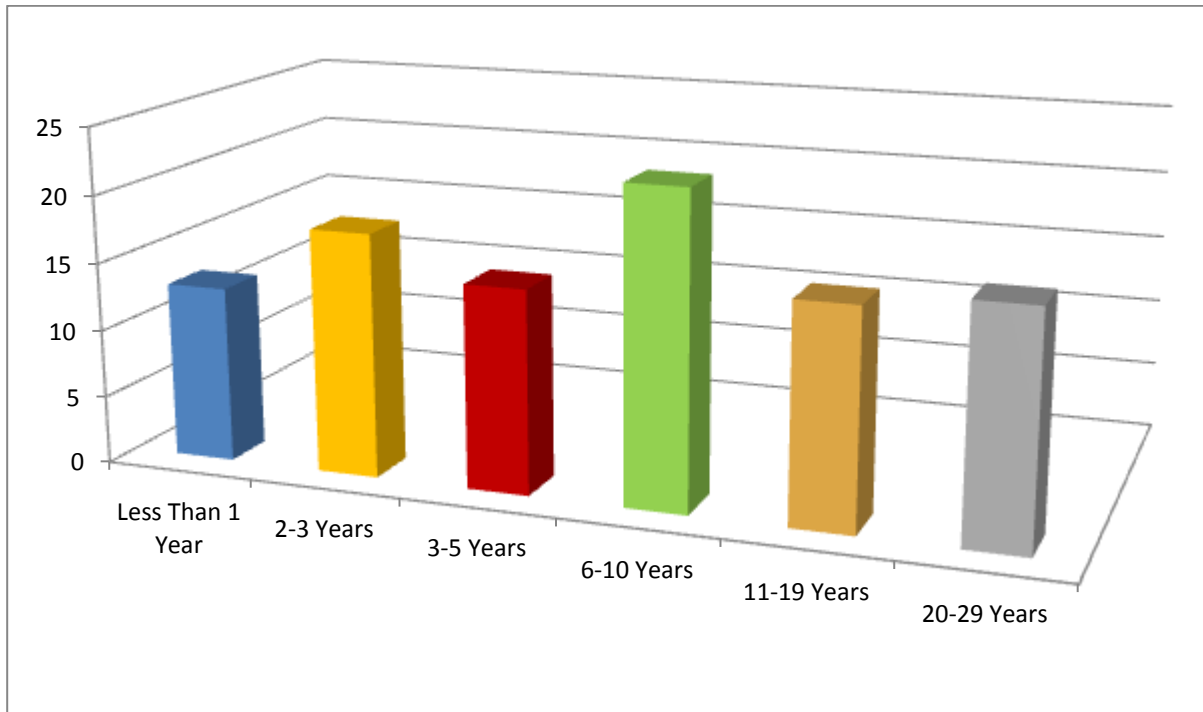
Results of Citizen Survey on Safety Perception

A questionnaire was administered to 120 individuals as part of the overall safety assessment process for the south core neighbourhood. Respondents were asked for their perceptions on safety in the neighbourhood based on a few, key questions intended to specifically identify where concerns were focused.

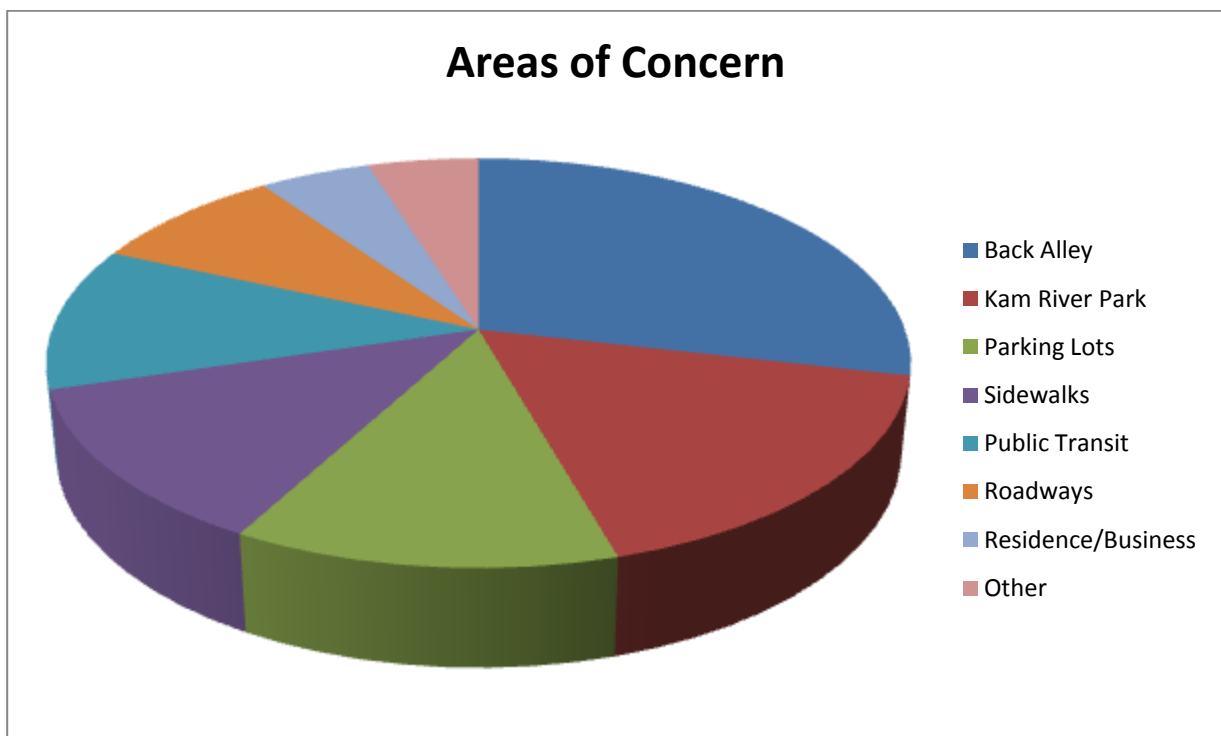
Interestingly, the results of the stakeholder survey completed at the end of September 2014 appear to strongly mirror the findings of the comprehensive CPTED assessment. Concern over the physical safety of public alleys and Kam River Park in particular were pointed out by many as being triggers to compromised safety. Also worth noting is that respondents directed much of their concern to issues not necessarily criminal in nature.

Specifically, the survey findings revealed the following:

Q.1 – How long have you lived/worked/owned property here?

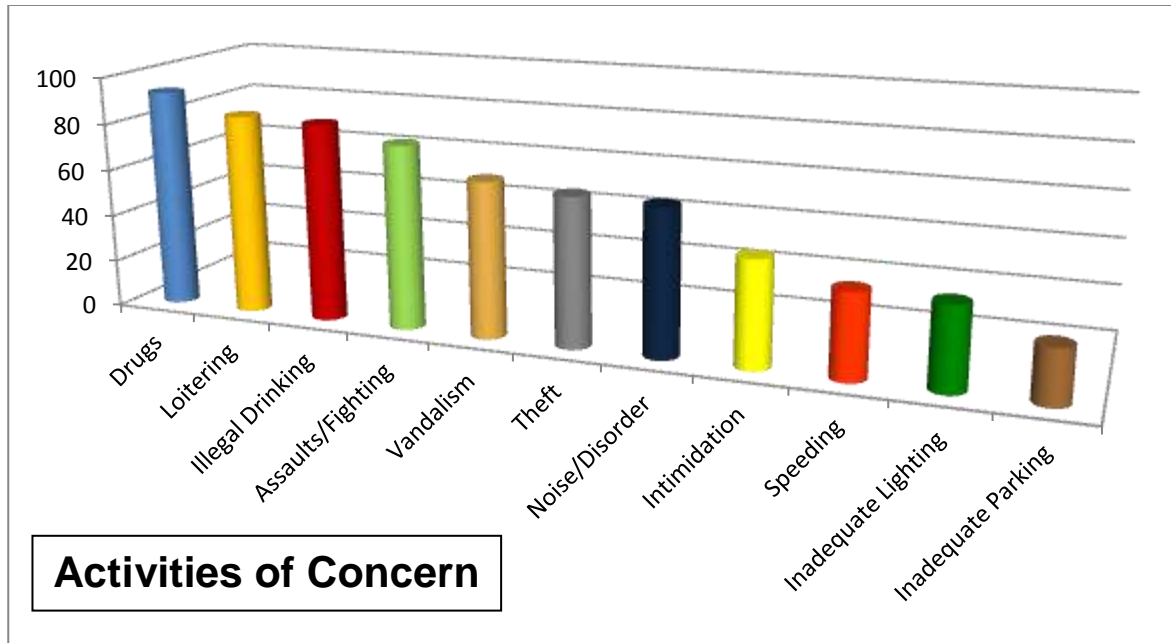


Q.2 – Are there any areas within the south core neighbourhood where you do not feel safe and/or secure?



Note: Other included Paterson Park, Newfie's Pub, Parkade, Odd Fellows, Shelter, & Victoriaville Mall

Q.3 – Are there specific activities occurring that you feel are a problem in terms of safety, security, and comfort level?



Police Incident Response Activity

As a point of reference, the neighbourhood generates a tangible quantity of incidents requiring police response and intervention annually. A review of the police call history for the area has been made for the past three complete years (September 1st through August 31st). Since the geographically-based data captured by the Thunder Bay Police Service encompasses zones much larger than the south core neighbourhood alone, the police incident data captures the subject neighbourhood plus a wider, surrounding area of streets and blocks (zones 4a and 4d). Even though data for just the south core section cannot be extracted, the information is nonetheless a good indicator of crime and disorder activity within the overall areas contained within zones 4a and 4d, inclusive of the south core. The majority of the incidents most frequently occurring that required the involvement of the Thunder Bay Police Service included the following:

- Liquor License Act violations
- Fights and assaults
- Suspicious persons and vehicles
- Break & enter offenses; theft
- Domestic disputes
- Incidents involving persons with mental health issues
- Assisting other public service agencies
- Checking on the welfare of persons
- Traffic stops and enforcement
- Loitering, panhandling, and trespassing
- Trouble unknown
- Noise and disorderly conduct
- Motor vehicle accidents

It is important to note that this incident history, like the CPTED audit itself, is highly consistent with a number of the concerns identified by respondents to the safety and security survey conducted in concert with the CPTED audit. The call history confirms a pattern ingrained within the other information sources, underscoring the need for appropriate and sustainable remedial action to be taken.

Recommendations to Improve Public Safety

There will be greater positive impact realized if a higher priority for deficiency correction is placed on those recommendations having application to most or all neighbourhood stakeholders. There are financial commitments required for some aspects of these recommendations to be realized but such expenditures need to be viewed as an investment into the neighbourhood's long term social vitality rather than a cost to implement change. Unless the study's results are interpreted and acted upon with this understanding in mind, the ultimate realization of positive, sustainable change will be very challenging.

The exact manner for how certain recommendations are to be funded will need to be followed up on in detail through a well thought out, prioritized implementation plan but it is quite likely that a combination of funding sources such as grants, private investment, innovative collaborative pooling of resources (a "Stone Soup" approach to achieving positive outcomes) and government support will work best. Recommendations here are based on both the CPTED assessment and the results of the stakeholder survey. As such, the following course of corrective action is offered in no particular priority at this time, pending the development of a follow up implementation plan. These recommendations are in addition to those identified in response to the specific concerns (many of which do apply to the broader neighbourhood) discovered during the CPTED assessment and detailed elsewhere in this report.

1. Safety-Based Public Engagement Campaign

A key component to restoring and stabilizing a safe environment such as this one is the ability for all stakeholders to become directly involved where possible toward an overall goal of improved neighbourhood safety. This can come in two major ways. One is for stakeholders to have the opportunity to actively report problems so they can be acted upon by the appropriate service delivery organization. The second is enhancing stakeholder ability to embrace a greater sense of looking out for one other to improve the safety of the environment shared by all within this neighbourhood. To achieve a positive implementation of both of these initiatives, the following is recommended:

- I. A formal, comprehensive Crime Stoppers awareness campaign should be conducted whereby all stakeholders (residents, business operators, employees, property owners, etc.) are actively consulted and educated on the value of using the Crime Stoppers program to anonymously report illegal and undesirable activity to the Police. An important factor in addressing, eliminating, and preventing crime in any neighbourhood is information supplied to the police. It is a commonly held truth that while

most people certainly do not wish to actively tolerate unlawful behaviour that affects them, many are reluctant to do anything about it (call the police) because they are fearful of possible repercussions. A viable solution that can get problems addressed without individuals feeling too involved or exposed is by contacting Thunder Bay District Crime Stoppers. To establish the neighbourhood as one that will not tolerate crime and disorder, a partnership campaign is proposed whereby signs promoting a relationship between property owners and Crime Stoppers are placed in the windows of stores, residences, and elsewhere throughout the area. This will inform everyone that the South Core area will not tolerate crime and will act on such incidents. This method of interaction with the police is being recommended here since it allows individuals the alternative of informing police of critical information without having to fear their identity being made known to lawbreakers or having to testify in court.

- II. A full “Neighbourhood Watch” program should be formally implemented for both residential and commercial uses. While not typically employed in multi-storey buildings, implementing a “Neighbourhood Watch” program here for the neighbourhood’s high rise residential buildings in addition to lower density residences would present an ideal means for residents to “look out for each other” effectively and in an engaging way. This program has proven effective at the neighbourhood level in other jurisdictions. In the case of a multi-storey building, these are essentially **“vertical subdivisions”** so there is no reason why it could not be effective in this situation, when combined with applying the same program to lower density residential land uses. Similarly, the same approach should be considered for commercial businesses to strengthen lines of communication between all affected property owners, the police, and other service providers.



Apartment buildings have balconies that look out over adjacent areas

2. Adoption of a Community Safety Plan Implementation Process

At its 2014 annual general business meeting, the Ontario Association of Chiefs of Police (OACP) passed a resolution to lobby the provincial government to require all municipalities in Ontario to develop and implement their own Community Safety Plan. This would be a highly effective action to adopt in this situation as follows:

- Utilization of this document as the “Community Safety Plan” for the South Core neighbourhood of Thunder Bay. Lessons learned could be applied to other neighbourhoods throughout the city as part of a fully comprehensive community safety planning process.
- A “Public Safety Task Force” should be created in concert with the public release of this CPTED assessment to critically ensure and oversee the implementation of corrective actions taken. This task force should have composition representative of key stakeholders and should have a “term limit” established to see that progress is made in a timely fashion. Ideally, the task force should be co-chaired by the Thunder Bay Police Service and the Thunder Bay Crime Prevention Council.

3. Increased Commercial Activity Generation

A critical catalyst to preventing crime and restoring order is the placement of highly sought after, needed activity generators that are commercial in nature. When combined with redevelopment incentives such as tax rebates, façade improvement programs, creative retail employment initiatives, etc., the presence of vacancy offers many opportunities for key commercial businesses to become integrated quickly and with relative ease. The uses that would trigger a tangible degree of positive activity generation are those that would “anchor” the neighbourhood and directly benefit local residents such as grocery stores, walk in medical clinics, butcher shops, fresh vegetable vendors, clothing retailers, coffee shops, etc. With such uses in place, more localized foot traffic is generated on the street. Positive activity like this deters problematic behaviour on an ongoing basis for greater periods of the 24 hour day.



The redeployment of existing building stock that is structurally sound into viable commercial uses increases safe foot traffic to the neighbourhood

4. Comprehensive Address Number Changeover

As a means of galvanizing the South Core neighbourhood's identity and to confront the inconsistent address numbering observed within the area during the CPTED field audit, an address number changeover is recommended. Specifically, each building (whether commercial or residential) would have its address number replaced by one that is at least 5" high and be of a colour that is in high contrast to the background onto which it is mounted. The design of the numbering should ideally be something that looks unique and distinctive, readily identifying properties as belonging to this particular neighbourhood (for example a "Fort William" theme). The primary safety benefit to be derived from this changeover is that numbers will be easily identifiable for all emergency service responders (Police, Fire, & Ambulance) but the secondary benefit of a consistent identity being visually established will also result.

5. Target Hardening Changeover

Applied in a similar manner as the address number changeover, this recommendation is to re-outfit many of the buildings in the neighbourhood. This includes the many commercial land uses but also the many residential buildings integrated throughout the area. This initiative would involve the installation of higher security contemporary locks and associated hardware components that are known to be more effective at preventing unlawful entry, plus more robust building components such as solid core doors, steel door frames, lockable windows, security alarm systems, etc. Locking hardware to be considered should include dead bolt style and feature locks with restricted key duplication capability (such as PRIMUS or MEDECO). Collectively, these features will assist in reducing victimization and asset loss.

6. Comprehensive Maintenance "Blitz"

A badly needed and easily executed project that would make a significant, visually confirming impact for the entire neighborhood would be a well organized physical maintenance "blitz". This should involve extensive trimming of overgrown vegetation, weed removal, painting of building exteriors, debris collection, etc. A creatively cost effective way to implement this initiative would be to utilize high school students to work in teams. The project could then be marketed as something positive that could be undertaken by area youth in fulfillment of their mandatory 40 hours of documented volunteer service toward their secondary school graduation requirements. Work teams would be supervised by City Parks staff to ensure a high quality of work is completed.



**Proper maintenance
of vulnerable areas
will help restore their
appearance to
something that looks
and feels safer**

7. Development of Informative CPTED Awareness Documents

To bring about a full scale level of understanding and commitment to making changes to the neighbourhood according to the universally recognized principles of Crime Prevention Through Environmental Design (CPTED), the following two documents should be created and widely distributed (based on successful documents developed and circulated in other communities):

- A comprehensive CPTED brochure that fully and clearly explains the value and methodology of applying CPTED techniques to improve neighbourhood safety. This brochure should be distributed to architects, contractors, engineers, resident associations, builders, BIA's, landlords, and property developers.
- A self audit checklist that every property owner and homeowner can quickly and easily utilize to ensure their own property is compliant in terms of appropriate measures affecting safety and security.

8. Re-designation & Re-purposing of Integrated Alley System

In many ways, this neighbourhood represents a classic traditional neighbourhood design, characterized by a grid style road network, complete with a supporting system of adjacent service alleys located in between roadways. As noted in the inspection findings, much of this supporting alley system is in very poor physical condition however, making them vulnerable to crime and disorder. Alleys represent critical elements of a neighbourhood's transportation infrastructure and should be properly maintained as such to uphold their value and importance. To optimize their functionality, it is recommended they be improved to make them safe and viable. To achieve this, the following action plan is hereby recommended:

- Begin with a significant blitz clean up and debris removal
- Stage an innovative design competition for the neighbourhood's alleys by the professional design community (architects, landscape architects) to encourage a "re-invigoration & re-purposing" of all alley spaces
- From the design competition, significant improvements to alleys in the form of improved paving, drainage, art murals, activity generators, and lighting will be realized, leading to a transformation of these spaces into safe routes for pedestrians and convenient access for commercial service/delivery vehicles
- The prime candidate to use as a pilot site for this initiative is the lengthy alley that extends directly from City Hall – this is a natural choice because of its strong view corridor and likely heavy usage since it is so close to City Hall and the Transit hub for the area

Once transformed into vibrant spaces that promote positive activity generation and safe pedestrian movement, these neighbourhood alleys will have their infrastructural value effectively restored to the benefit of all stakeholders. The end result is a complete role reversal of the alley system from being areas of questionable behaviour and high vulnerability to spaces that encourage positive usage.



By leveraging the help of the professional design community, alleys can become sought after places that encourage positive activity



The alley opposite City Hall is an ideal pilot project example to implement an “alley renewal” initiative

9. Lighting Enhancements

There are a number of strategic locations throughout the study area where illumination levels are below recognized industry CPTED standards suitable for promoting safety and security. These include most alleys, some sections of public sidewalks, and a number of parking lots that service properties having evening usage. It is the author's understanding that the area may be in line to receive a comprehensive light fixture changeover to LED fixtures for public street lighting infrastructure. If this is indeed being contemplated, it is an excellent idea that will greatly enhance safety for all users. A minimum illumination level of 1.75 foot-candles is recommended for all parking areas and roadways and 2.5 foot-candles for sidewalks to promote safety and security.



Tree canopies that engulf street lights create a significant loss of net illumination output at ground level and should be trimmed back

10. Actively Enforced Community Safety Zone

The neighbourhood has a recognized "Community Safety Zone" already established on Simpson Street along the stretch of road where a pedestrian would cross to access the tunnel connection into Kam River Park. This is an excellent tool for the Thunder Bay Police Service for ensuring roadway safety, since such a roadway designation (as authorized by the Ontario Highway Traffic Act) recognizes elevated safety concerns by carrying with it fines that are doubled for traffic violations. It is unclear however to what degree the enforcement capability of this designation is currently exercised. When combined with the recommended raised pedestrian crossing feature for this stretch of road, a significant improvement to pedestrian safety can be realized.

11. Formal Application to Access Provincial Safety Grants

There are two key and highly applicable funding grants currently offered by the provincial government's Ministry of Community Safety and Correctional Services. One is the "Safer and Vital Communities" grant which is targeted at communities to help them reduce crime and enhance community safety and well being in their neighbourhoods. A second grant is the "Proceeds of Crime" grant which also makes funds available to communities to address specific issues they are facing that deal with public safety. Both of these provincial government grants should be aggressively pursued as each offers an opportunity to leverage considerable funds to address specific issues identified in this CPTED study.

12. Development of Annual Neighbourhood Strengthening Events

A big part of making a neighbourhood-wide safety transformation is to bring stakeholders (residents, business people, visitors) together for events that celebrate the area. This promotes positive interaction and activity that gets everyone “looking out for everyone else”, effectively enhancing everyone’s feelings of safety and comfort. Three specific events are suggested here to pursue this recommendation:

- A. Spring & Fall Neighbourhood “Clean Sweeps”** – This activity is something everyone in the neighbourhood can participate in. A full scale comprehensive clean up of the area where everyone pitches in will produce immediate, tangible results to restore confidence.
- B. Annual “South Core Stroll”** – Similar to the annual “Jane’s Walks” that occur in many cities (named after noted author and community activist Jane Jacobs who pioneered the concept of residents examining and taking stock in their neighbourhood by walking it), residents and business people alike could conduct an annual “groundtruthing” walk to better familiarize themselves with the area’s history and also identify how built spaces can be improved.
- C. Seasonal Street Festivals, Farmer’s Market, & Flea Market** – There is a great opportunity for an annual street festival, periodic flea markets, and a weekly farmer’s market to bring the neighbourhood together in a way that also attracts the rest of the community. Such events typically re-energize urban areas by attracting many visitors to the area for a positive reason(s).

13. Formal Partnership With United Way

A key to the successful implementation, but even more importantly the sustainability, of corrective actions to address public safety is having “boots on the ground” to carry out the details of such actions. Successful neighbourhood-centred revitalization initiatives carried out in other jurisdictions (such as Toronto and Windsor) have employed a partnership that leverages United Way funding. A primary use of the funding is to secure staffing that can carry out the details of various activities through a model that leverages the valuable contributions of other key partners. Success stems from having taken the initiative from a purely volunteer-based operation based on committees and periodic meetings to one that is staffed full time and therefore more robust in its implementation capability. This idea can be successful here as the concept fully aligns with one of United Way Canada’s vision for donor spending priority as follows:

Healthy People, Strong Communities

“The focus of Healthy People, Strong Communities works to engage and mobilize residents to take collective action to improve access to and availability of the resources needed to revitalize and strengthen neighbourhoods. United Way invests in programs that help create neighbourhoods that are vibrant, where residents can experience a sense of safety and well being. We assist residents to identify community strengths and leverage resident knowledge, skills, and experience to help neighbourhoods become stronger.”

14. Design Charettes

There are an almost infinite number of good ideas that could be implemented to address the various root causes of problems within the area (vacancy, graffiti, derelict buildings, etc.). By conducting a number of multi-stakeholder design “charettes”, these ideas can be brought forward, discussed, and tested for viability. A “charette” is an innovative process whereby suggestions are brought forward in a group setting and then transformed into tangible ideas on paper to change the look and function of buildings and spaces. There are a sizable number of candidate properties (both existing buildings and vacant sites) that would be ideal for having a design charrette prepared. The results could trigger positive redevelopment projects that will enhance the area’s overall level of safety, comfort, and social vitality. The exploration of unique partnerships to implement design recommendations should also be looked at (such as Habitat for Humanity).



Vacant buildings and empty lots are excellent candidates for conducting a design charrette



Properties like this former night club are prime candidates for positive, “design-driven” redevelopment opportunities realized by a charrette

Summary

The results of the Crime Prevention Through Environmental Design (CPTED) assessment point to the opportunity for implementing measures to collectively enhance the safety and security of Thunder Bay's South Core neighbourhood and ideally restore it to its intended use and level of user enjoyment.

Combined, the CPTED assessment, public survey, and analysis of police incident response data very clearly and collectively point to one single and over-arching general root issue that seems to be at the epicenter of the problems and social issues that need addressing; namely, a significant degree of existing public disorder. This public disorder, for whatever reason, appears to thrive and be tolerated to an unacceptable threshold at the expense of sound public safety and well being for all users.

Criminal problems also exist but they do so very influentially because they are "fuelled" by a **substantial foundation of non-criminal, disorder-rooted issues** that collectively erode at the core of this neighbourhood's heart. It is this profound catalyst for problems that many of the creative measures and solutions for improvement being recommended in this report are centred around. The goal is to reduce unacceptable social disorder and problematic behaviour.

Taking this information into careful consideration will create a solid foundation for the implementation of any agreed upon safety improvements that will lead to an improvement in the safety and well being of all users of the south core neighbourhood of Thunder Bay. In addition to the recommendation to implement the findings of this study via a carefully selected Public Safety Task Force, it is also highly recommended to involve the two main post secondary educational institutions as well (Lakehead University and Confederation College). The reasoning here is that both institutions offer the unique opportunity for the community to leverage an endless wealth of creative input while providing students with valuable, meaningful, "real world" experience at the same time. This will most certainly result in a "WIN-WIN" outcome for everyone.

