

# **Safety and Security**

Training Manual for Parks and  
Recreation Staff



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# Safety and Security Training Manual for Parks and Recreation Staff



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## **A** AN INTRODUCTION TO CPTED AND SAFETY AUDITS

It should be recognized that the approach being taken here is one of gradually moving towards a quality environment by integrating the CPTED and Safety Audit approaches into the way the Parks and Recreation Division carries out its work.

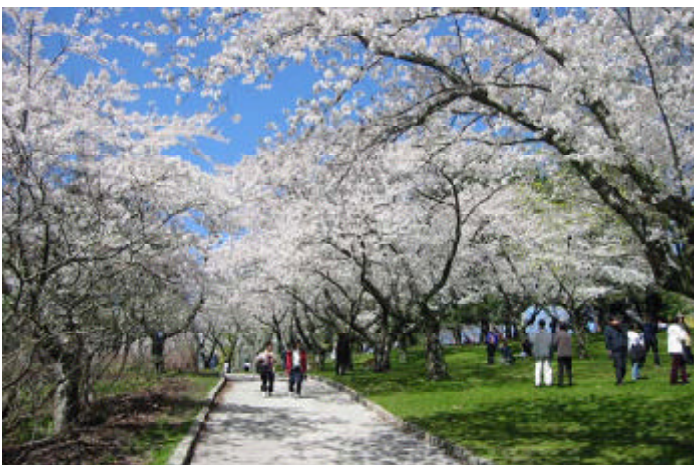


- In Toronto there are 140 community centres, 1,460 named parks, 7,344 hectares of green space, 3 million public trees, 298 aquatic facilities – including wading pools, splash pads, indoor and outdoor pools, 121 ice surfaces – including arenas and artificial ice rinks, 839 sports fields, 833 playgrounds, 5 full-service golf courses.



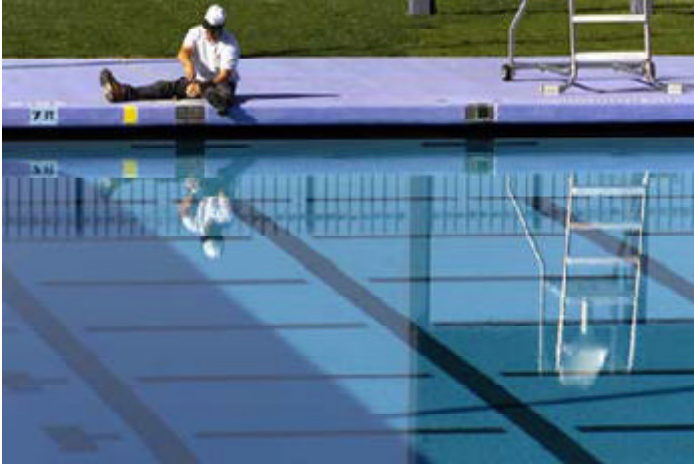
### **1. WHY A TRAINING MANUAL?**

- The City of Toronto wishes to take a city-wide approach that fully recognizes the importance to safety and security in public spaces such as Parks and Recreation facilities, parks and open spaces.



- City of Toronto staff are directly involved in making these services/facilities available to the Toronto public.
- An important part of the work is to ensure that the public is safe when using Parks and Recreation parks and facilities.
- This training manual provides a tool for becoming familiar with this increasingly important responsibility.
- There are a number of safety and security principles relating to the provision of safe spaces and facilities that can assist Parks and Recreation in doing just this.

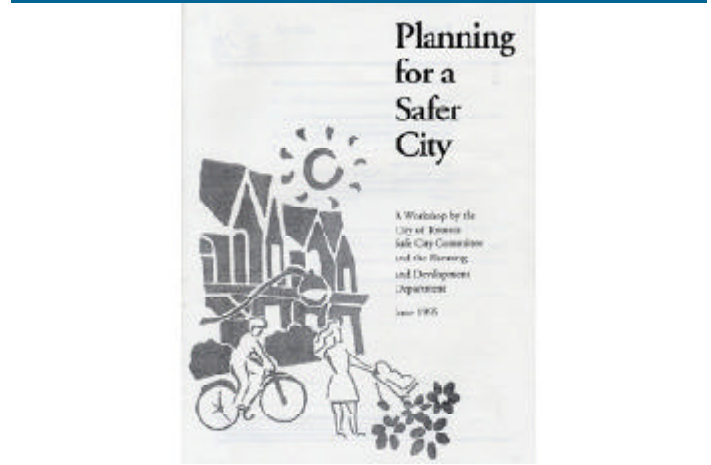
The contents of this training manual are based on interviews with experts in the field of safety and security carried out in Toronto in the fall of 2003.



### 1.1 The City Of Toronto Is In The Process Of Developing A Number of Safety Strategies<sup>1</sup>

This particular training manual has been developed in response to Economic Development, Culture and Tourism's (EDCT's) need for a tool. The Steering Committee for the manual development project included representatives from EDCT and other City departments. What is most relevant for us regarding this strategy:

- It ensures City-owned buildings and open spaces are models for the integration of safety in planning by:
  - conducting safety audits with service users, staff, residents, councillors and police representatives from the local division
  - ensuring that safety and design guidelines are used when renovating and constructing City buildings and parks
  - ensuring that these spaces have adequate lighting, landscaping and maintenance
  - ensuring that major new developments have safety as a priority criteria in design.



### The City of Toronto's Safer City Guidelines Are Concerned With:

- **Awareness of the environment:** The ability to see and understand the significance of what is around and what is ahead in any particular place. How this can be assisted through adequate lighting, clear sightlines, and the elimination of entrapment areas. How to avoid potentially dangerous situations.
- **Visibility by others:** The ability to be seen, through the reduction of isolation, improvements in the mixture and intensity of land use, appropriate site planning (i.e., layout, arrangement and design of landscaping and buildings/structures) as well as the intelligent use of activity generators.



- **Finding help:** The ability to escape, communicate or find help when in danger, through improved signage and legible design.

### Included in the Mission Of Parks And Recreation Division:

- Full and equitable access to high-caliber locally responsive recreational programs
- Efficiently operated facilities
- Safe, clean and beautiful parks, open spaces, ravines and forests

In the City of Toronto's publication *Planning, Designing and Maintaining Safer Parks*, the introduction states:

“This guide is based on the understanding that addressing safety in parks and open spaces is a complex task. It cannot be solved by design alone nor by any one single action. What is required to create and maintain safer park spaces is an **integrative strategy involving design, programming, maintenance and citizen involvement**. Such an approach is essential if parks are to be designed and programmed to maximize interest and provide opportunities for use, thereby minimizing the opportunities for inappropriate activities to occur.”



### 1.2 Experts identified the major challenges to providing a safe and secure environment in Toronto parks and in recreation facilities are:<sup>2</sup>



- The development of a strategic approach.
- Creating the right perception among users and staff of the ways in which local environments can affect safety and security.
- Ensuring programming diversity.
- Ensuring maximum facility and park use.
- High quality and consistent maintenance.
- Creating a sense of community ownership of public spaces and places.
- Ongoing safety and security education.
- Delivering on promised improvements.
- Regulating access to facilities.

Specific challenges for the City as a corporation are:

- The need to develop effective reporting and accountability structures.
- A tendency towards reactive rather than proactive approaches.
- The diversity of situations across the City.
- Low funding availability for safety and security work.

### 1.3 The Division’s Health and Safety Program as a Model?

Recently, the City of Toronto Parks and Recreation Division was recognized by the Ontario Municipal Health & Safety Association for its incredible success in reducing Lost Time Injuries (LTIs) by 83% over the period 2001-2002. This was brought about through the Division’s partnership with the City’s Human Resources Business Unit’s Health and Safety team.

The partnership resulted in the delivery of a comprehensive health and safety program for all Parks and Recreation staff. The development of this program, with its accident/incident investigation program, creation of 70 joint health and safety committees, design and implementation quarterly accident/incident statistical packages for, development and delivery of a range of safety training programs, including WHMIS (Workplace Hazardous Materials Information System), has brought about these successes.

The framework built for the Health and Safety Program could be used as a model for the ongoing development, maintenance and implementation of a Parks and Recreation Safety and Security Strategy.

## 2. KEY COMPONENTS OF THE TRAINING APPROACH – CPTED AND SAFETY AUDITS

### 2.1 What is CPTED?

The acronym stands for Crime Prevention Through Environmental Design. CPTED believes the design of the immediate environment can have major effects on the incidence of crime in that environment.

#### Understanding CPTED

##### Goal:

To create an environment where the design use can lead to the reduction in the fear and incidence of crime and improvement in the quality of life.

CPTED Concerns	CPTED Objectives
- Designs that make it difficult for an intended function to work	- designs should ensure that the intended activity has the opportunity to function well and directly support the control of human behaviour (design strategy)
- lands and spaces do not support their intended function	- match intended human function with spaces that can support them (space assessment)

There are three overlapping CPTED design strategies:

- Natural surveillance (facilitates observation)
- Natural access control (decreases crime opportunity, denies access to a crime target and creates perception of risk in potential offenders)
- Territorial reinforcement (users of property develop a sense of proprietorship over it)



CPTED is about **situational crime prevention**, as compared to alleviating alleged social causes like maldistribution of wealth, opportunities, etc. In a situational crime prevention approach, four sets of strategies are used:

- reduce rewards from committing crimes;
- increase the effort required to commit crime;
- increase the risks of getting caught;
- increase the sense of moral guilt attached to criminal activities.<sup>3</sup>

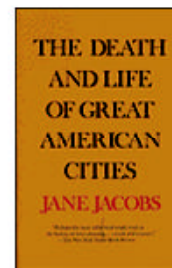


Those who believe crime is mostly a result of social conditions, e.g. poverty, lack of opportunity think that the manipulation of the physical environment and behaviour modification approaches are no substitute for social programs offering increased opportunities for motivation and social interaction.



Some think CPTED merely displaces crime to another location where the crime opportunities are easier. However, although some of this may happen, there's also evidence to show that CPTED approaches can reduce overall crime rates.

CPTED is not a panacea but it works. Its benefits outweigh its deficiencies. But we still have to recognize that there's limited knowledge about direct relationships



between the implementation of crime prevention measures and the actual reduction of crime. Because some are sceptical about CPTED approaches, it makes it difficult to get everyone on side in terms of following through on CPTED-based change recommendations.



In recognition of these critiques, second generation CPTED approaches (post 1990s) adopt a more holistic approach to crime reduction, encouraging ongoing community involvement after design safety measures have been implemented.

### **Six Conditions Are Necessary for Successful Implementation of CPTED Programs**

1. Citizens must feel there's a crime problem in their area, or in the park or facility they use.
2. Those involved, e.g. residents, police, staff, etc. cannot be hostile towards each other.
3. From the outset there must be agreement on goals among the parties involved.
4. The government agencies involved (i.e. the City, in this case) must be prepared to delegate some responsibility to community groups.
5. There must be a joint effort to identify areas of friction and mutual agreements must be worked out to solve these problems.
6. Citizens must be willing to accept some responsibility.

### **The Strengths and Weaknesses of CPTED Approaches**

- **The strengths** include:
  - Proven objectives that can be tested
  - its common sense nature
  - it *does* work
  - increases staff efficiency
  - fosters good community and police relationships.
- **The weaknesses** include:
  - it's not a panacea
  - offers little in terms of behavioural guidelines for staff (how to deal with an incident)
  - used improperly it can lead to 'sanitization' of places and spaces
  - can be expensive to apply in older facilities
  - difficult to evaluate if being done 'properly'
  -



### **CPTED Approaches Can Be Most Effective When:**

- They are complemented by clearly defined and understood staff/user procedures and guidelines, including an action plan.
- Staff recognizes that they are extra eyes and ears in promoting and advocating safety on a daily basis.
- People understand the possibilities and limitations of CPTED approaches.
- Staff fully understand that CPTED implementation does not reduce their responsibility in helping to create and maintain a safe environment.
- Staff are proactive in pointing out design flaws in their workplaces and in suggesting remedies.
- Successes are well-documented and regular evaluations are carried out.
- The corporation recognizes the importance of CPTED in staff work.

## **2.2 What is a Safety Audit?**

### **A Safety Audit is:**

- An organized set of observations of a particular space or setting made by the people that can benefit from the development and maintenance of the maximum safety and security in that particular space or setting.
- The observations are typically organized through the completion of a check list of physical and social aspects of the location, for example ad-

equacy of lighting, subjective sense of safety, sightlines, potential for isolating users, adequacy of signage.

- In Toronto, the safety audit has provided a framework for the design of new parks and open spaces through providing a check list against which potential safety issues can be identified. Most importantly for us, the safety audit provides a method for ensuring a maximum sense of safety and security in existing parks and recreation centres.
- Typically, safety audits bring together a wide variety of people, depending on the nature of the space or setting. In parks and recreation centres, the ideal safety audit group will include a representative group of users of the park and/or centre, one or more staff members from the park or centre, personnel from the City of Toronto who have some authority to ensure that recommendations coming out of the audit will be carried out, and a local division police officer with CPTED training. Most safety audits use a lot of CPTED concepts.
- In the ideal world, recommendations coming out of safety audits, e.g. improve/fix lighting, are carried out.
- To be effective, safety audits should be carried out on a regular basis so that they become an ongoing way of monitoring problems and improvements and of evaluating the effectiveness of the approach.
- Safety audits are carried out in many different settings – neighbourhoods, streets, shopping malls, schools, etc. For us, it's parks and recreation centres that are important.

- The CPTED/Safety Audit procedure can be applied in the early planning stages of a new building as integral part of the planning and design process.

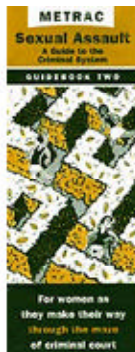
Safety audits were first developed in Canada by METRAC (Metro Action Committee on Public Violence against Women and Children), recognizing that safety is a much greater issue of concern for women than for men.

- Women are more vulnerable to violence, 56% of Canadian women are afraid to walk in their own neighbourhood after dark. Only 18% of men feel this way.

METRAC's safety audit process is based on two principles:

1. That all users of space are the safety experts of that space; thus users should be involved when evaluating a space.
2. When a space is made safe for the most vulnerable of users, it in turn becomes safe for all users.

The work of METRAC has made a big difference in making public spaces in Toronto and other cities safer. For example, their safety audit work led to the development of TTC Designated Waiting Areas, emergency intercoms, the Request Stop Program on buses and changes to the new rapid transit stations.



The METRAC experience has been most valuable as a model that has been modified to fit different circumstances and different locations. It has been used by groups around the world as a starting point in the development of locally-oriented safety audit processes. The best practices inherent in the METRAC approach are used here to underpin an EDCT strategy.

## METRAC Tips That Promote Effective Safety Audits

- Prioritize the items by what's most important because it may take longer than you think, e.g. go to spots where there are a lot of concerns first
- Include photos in your report, use photos to tell a story
- Videotaping it a good idea too
- Have a post audit follow-up meeting

- Keep report focused and short
- Distribute report to everyone in positions of authority (in our case, within EDCT)
- Date the audit
- Check back or set a meeting for a later date to follow up on the recommendations you made – were they carried out? If not, develop and implement an action plan.
- Celebrate your achievements, e.g. tell your local community paper

### Key Steps In A Safety Audit

- Identify key EDCT stakeholders
- Prepare a safety audit kit, including: a map of the area/building, a questionnaire, a page to list key problems identified.
- Prior to the audit, hold a briefing session to explain the process and issues, provide each participant with the kit
- Do the audit walkabout.
- Have a debriefing session, immediately after the walkabout, bringing it all together
- Hold a follow up session a week or two afterwards to discuss the results and implementation process.
- Make sure there *is* an implementation process.
- Repeat six months or a year later, or in a shorter time if there are urgent and pressing issues. Ensure someone is responsible for having participants' names on file and that person then brings the group together for the next round, etc.

A safety audit questionnaire for recreation centres is attached as Appendix A. We will use this to guide us through a practice audit.



### Strengths and Weaknesses of Safety Audits

- **The strength of safety audits** lies largely in their ability to bring together a wide range of stakeholders who can then develop a sense of ownership and collective responsibility for the safety and security of the facility or park.
- **The weaknesses of safety audits** include: the difficulty of quantifying the concerns identified; the difficulty in demonstrating concrete results, i.e. dealing effectively with the concerns; the problem of implementation; the danger of unrealized expectations; there tends to be insufficient funding to respond to all safety audit concerns; it is necessary to be mindful of the dangers of creating a false sense of security.

- **For safety audits to work, they have to be fully supported by the corporation.**

They must also:

- be as quantifiable as possible
- become an integral part of a long-term action plan
- identify immediate problems and provide specific ‘fixes’, but also highlight some of the larger and longer-term problems
- be sufficiently funded, particularly in terms of implementing recommendations and also in terms of providing training for staff, planners and diverse user groups
- be carried out from community development perspective
- avoid the creation of false expectations

Toronto District School Board (TDSB) regularly carries out safety audits in its schools as part of its Safe Schools Policy so that the audits have an ongoing influence on school safety throughout the city. The audit is built into their service delivery philosophy. Each school has a Safe Schools Plan that addresses safety and security measures.



Each school also has a Safe Schools Committee responsible for carrying out the safety audit. The committee comprises students, staff, parents and community members. The Board recommends that the audits be carried out annually. Each school safety audit, complete with recommendations is submitted to the Board each year. This then feeds into the budgeting process.

- The TDSB process could be seen as a model for the Parks and Recreation Division.
- The TDSB audit form is available on their website [www.tdsb.on.ca](http://www.tdsb.on.ca)

Now that we are familiar with some of the background on safety and security issues and strategies, let's try to apply it where we work, Toronto Parks and Recreation. Below are listed 19 factors that form the basis of CPTED and safety audit approaches.



**19 FACTORS FREQUENTLY MONITORED  
USING CPTED/SAFETY AUDIT APPROACHES**

01. Access
02. Attitudes and behaviours of users
03. Citizen involvement
04. Diversity - of use, users (gender, age, etc.) and
05. Egress (ability to 'escape' )
06. Entrapment sites (potential)
07. Isolation (sense of)
08. Legibility of site (orientation of users)
09. Lighting
10. Maintenance
11. Ownership
12. Practices Policies of site managers
13. Predictability of activities
14. Programming of space/site
15. Security services - alarm systems, locks, etc.
16. Signs
17. Sightlines
18. Subjective feelings about the site
19. Usage - frequency, time of day, etc.

- **Which of these factors is an issue for you in your park and/or centre?**

# 19 Factors frequently monitored using CPTED/Safety Audit Approaches.



**01** Access (-)



(+)



**02** Attitudes and behaviours of users (-)



(+)

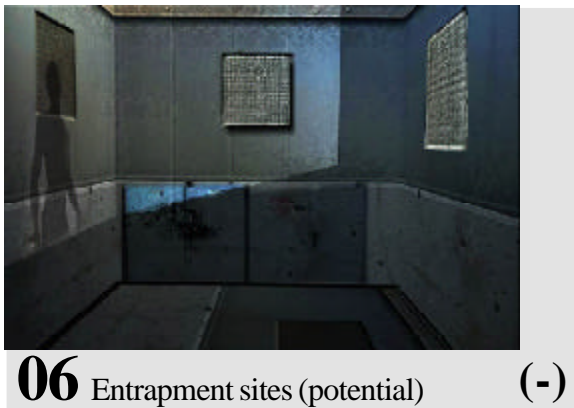


**03** Citizen involvement (-)

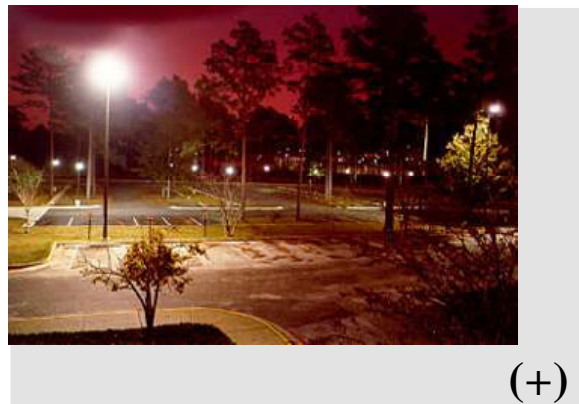
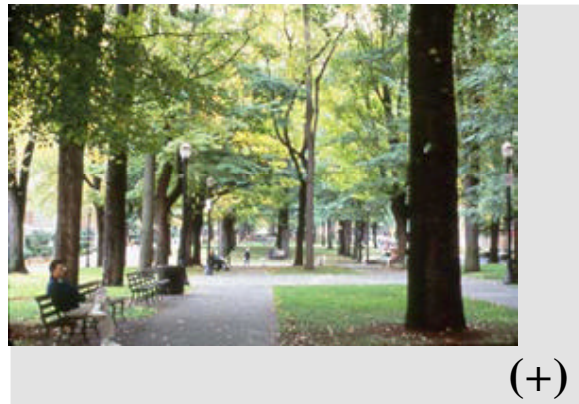


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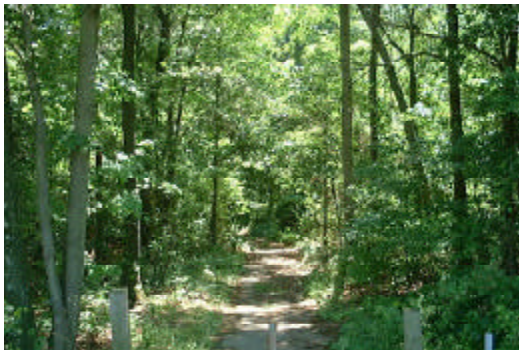
# 19 Factors frequently monitored using CPTED/Safety Audit Approaches.



**16** Signs (-)



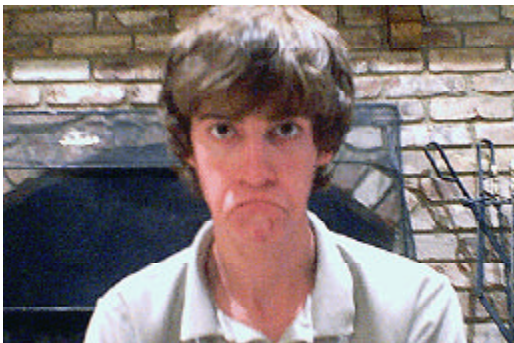
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**17** Sightlines (-)



(+)



**18** Subjective feelings about the site (-)



(+)

# 19 Factors frequently monitored using CPTED/Safety Audit Approaches.



**19** Usage - frequency, time... (-)



(+)

## **B** CONDUCTING A SAFETY AUDIT

### 1. IS YOUR RECREATION CENTRE SAFE?

Let's think about some of the locations and functions in your particular recreation centre. How do they measure up?

**Main Entrance:** – Should be at the front of recreation centre. It should provide a safe, well-lit protected shelter for those entering. The area should have a paved, non-slip surface with easy entry for wheelchair accessibility. There should be seating areas to each side the main entrance, with the seats placed so that they do not obstruct pedestrian traffic.

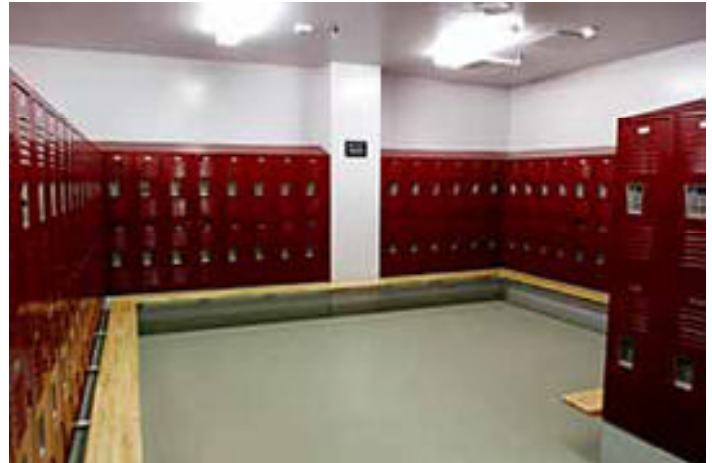
- All recreation centres should have an obvious main entrance or 'point of arrival' that is staffed.
- In lobbies/reception areas, it is important that the person at the desk can provide surveillance to the front entrance and of corridors leading into the building's various spaces.
- Make sure secondary entries don't become hidden alcoves, rounded corners will improve visibility around these entrances. Also ensure secondary entry points are properly controlled.



**Administration Areas:** Should be close to the main entry area with visible accessibility between them and the main entrance through lots of windows or an open plan.



**Corridors:** Should be broad, well-lit, with nothing projecting into the corridor space. Avoid designs that have sudden, 90 degree turns, round all corners. Install windows looking into and out of activity room doors allowing those inside to monitor corridors and vice versa. Do not create alcoves and nooks along corridors. Maintain clear sightlines along all corridors



**Meeting rooms - should:**

- be built for easy monitoring
- have visual access to hallway, e.g. through lots of windows
- be equipped with a built-in, lockable storage cabinet that is observable from the corridor, for A.V. equipment etc.
- be locked when not in use.

**Gymnasiums - should:**

- Avoid skylights.
- Use high-set windows that allow light into space.
- Retractable bleachers should be capable of being locked in place when not being used.
- Locked equipment rooms should be visible from exterior of gymnasium.
- Use glass block walls or impact resistant windows along a common corridor that will allow monitoring.

**Locker rooms - should :**

- Be organized for easy surveillance with a clear circulation pattern and no dead end spaces.
- If possible, have a staff office located close to the main entry and exit with a window to monitor the locker area.

- Have lockers mounted flush to the wall with no top surfaces exposed for hiding materials.
- Not have acoustic ceiling tiles. (They may become hiding places)

**Washrooms – should be:**

- properly lit (light switches in a locked box accessible only to staff)
- monitored by staff
- clean and well maintained
- Equipped with stall partitions that preserve privacy, that are strong allowing surveillance, i.e. a gap of about 30 centimetres between the floor and the bottom of the cubicle wall
- Located directly adjacent to main corridors to maximize visibility and surveillance
- Easy to access and to exit
- Open to acoustic surveillance
- Equipped with good quality hardware
- With walls that can withstand graffiti.(A graffiti whiteboard?)
- Located in centrally located, easy to get to parts of the building.
- With good sightlines so people can't loiter or sneak in.
- Incorporating 'homeless and people living in poverty' strategy.

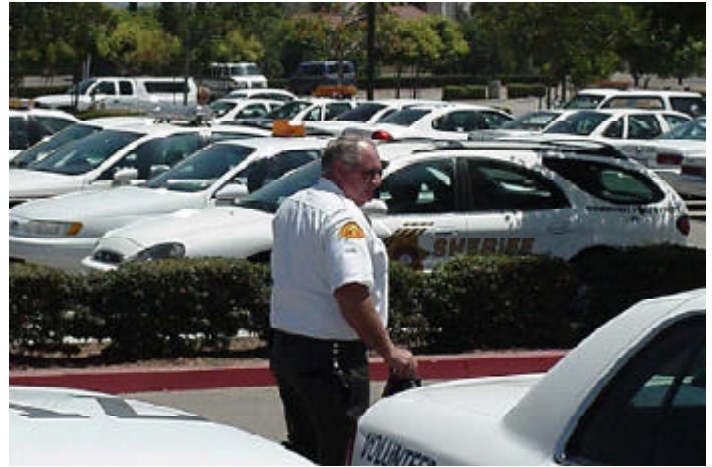


**Stairs and Stair wells** – should be:

- Well lit and wide
- With open handrails that are not comfortable for sliding
- With the entire area under the stairs enclosed and inaccessible for any use
- If enclosed, monitored by video cameras at main access points.
- Well maintained and clean.

**Key boxes:** should be in a locked cabinet with recreation centre plans, evacuation maps, computer passwords, etc. This cabinet should be accessible to police and fire department personnel.

**Vending Machines:** should be in a niche to avoid obstructing traffic flow. Put them in well trafficked and monitored locations.



## THE IMPORTANCE OF PARKING LOTS

Most recreation centres and a number of parks have parking lots. Parking lots are particularly important public spaces in terms of monitoring safety and security issues. If your recreation centre or park includes a parking lot, then this should be included in your safety audit. These may be outdoor surface level parking lots or parking structures with several levels. The kinds of things to look out for in terms of parking lot safety are:

- Lighting- how even is it? Are there pools of dark and light? Are any lights out? Can you see into the back seat of a parked car?
- Are there potential hiding places?
- If you have surveillance cameras, are they in the best places?
- Are there formal or informal security patrols? And, if so, how frequent?
- What's the make up of nearby land uses and how does this affect safety and security
- How good is the maintenance?
- Are there escape routes?
- Is it well signed?
- Is movement predictability likely to be a problem?
- Are there designated spaces (ideally close to the building) and/or escorts for people who work or attend programs and activities late?

- Is there passive or active surveillance?
- Are there good sightlines and visibility?
- Does the parking lot integrate well with the external roadwork in terms of entry and egress?
- Is it safe for pedestrians and cyclists?
- Are they closed during off hours?

In the United Kingdom, there is a 'Secured Car Park Award Scheme' The process involves self assessment, site inspection by police and a surveyor and application for the certificate. The self assessment guide includes items on: surveillance, boundary treatment (i.e. perimeter should not obstruct view to and from facility), lighting, vehicular access, parking area, pedestrian access, security, signage and management practice.

## 1.2 Doing A Recreation Centre Safety Audit

All former City of Toronto centres went through safety audits in 1991. Staff and centre users worked together to come up with solutions to the safety problems they had identified. In many cases the suggested solutions were implemented. Since then a considerable number of recreation centres in the new City of Toronto have carried out safety audits.



The kinds of forms used tend to be fairly standardized. A form is appended to this manual and we will use it in this workshop to carry out a practice safety audit. The kinds of things you'd be looking for in a safety audit are discussed below by areas and functions within a recreation centre as well as the more general aspects that are a part of any safety audit.

*(Similar to the way a community safety audit is carried out, an EDCT-focused audit would involve all the relevant EDCT stakeholders, this would mean a cross-sectional representation of staff working in your park or community centre.)*

Do you have safety concerns about ... ? If so, what are they?

- Are they different at different times of day, different seasons of the year?
- Have you noticed any safety hazards in particular places, e.g. hallways, gym, activity rooms, meeting rooms, washrooms, the parking lot, the surrounding area. (A building plan would be helpful.)
- Are there any potential hiding places that concern you?
- What would improve things in terms of safety?
- Do you feel safe alone? – and at what times?
- Have you ever been a victim of criminal activity? If yes, please describe the incident: What? Where? When? How could the situation be improved?
- Have you ever felt you were at risk of being a victim?
- How is the lighting? (*Obviously this is done at night*) Rate from good to poor. What needs improvement? Are there any obstructions to good lighting?
- How is the signage – to washrooms, emergency assistance, directions to places and programs? Is Braille signage incorporated?



- How is the maintenance? Is there graffiti? Is there vandalism? How quickly are things fixed? Is the area surrounding the building well maintained?
- In terms of **sightlines**, are there sharp corners, impermeable barriers, stairwells, lobby entrances that concern you?
- What about the surrounding area? The parking lot?
- Are there groups or organizations you're concerned about? How and why? Is population of users changing? How? Is this a concern? How? Are there people with special needs that aren't being met? Who? Are there institutions around here that make you feel less comfortable? What are they?

spots. The movement predictor problem can be dealt with through the development of good sightlines, good lighting, and by adding hardware such as emergency phones, intercoms and video cameras – with the means to summon help being well-signed.

Another approach is to create an alternative night route.



**Entrapment spots** are small, confined spaces, close to a well-travelled route, shielded on 3 sides by barriers – e.g. elevators, store rooms, fire stairs. Dark, recessed entrances that may be locked at night can act as entrapment spots, as can gaps in tall shrubbery

**Isolation – ear and eye:** Are there eyes on the space/route (e.g. windows)? Can I be heard from here?

**Land Use Mix:** A mix works best, because it is more likely to mean people will be there all the time. But they have to be compatible mixed uses- e.g. services, workshops and stores in residential areas. Avoid large gaps in land use and long, blank walls. Avoid large parking lots, particularly when together with inward-facing activities, e.g. Dufferin Mall, Yorkdale Plaza, Woodbine Race Track. A good local example of a redesign that has brought more activity on to the street is that of St. George Street in the University of Toronto Campus. And particularly through extra activity generators – e.g. mobile lunch sales.

## 2. IS YOUR PARK SAFE?



**The problem of movement predictors**, i.e. design features that force predictable or unchangeable routes or paths offering no choices to pedestrians. Thus, a potential attacker can predict where a pedestrian will end up once on the path. They're a particularly acute problem when they are isolated and/or conclude in entrapment



**Activity Generators** are complementary uses and users. They work best when they're located along an active edge. Enhanced programming in parks could be considered an activity generator. Generally, the more active a space is, the safer it is.

**Sense of Ownership** – A sense of ownership of a park among a community group can be a considerable boost to safety and security in that park. The 'Friends Of...' program in Toronto has had considerable success in this area. This is somewhat similar to the notion of territoriality. However a territorial sense of ownership over a park or a piece of a park can be problematic if the territorial group is seen as a group to be avoided by the majority of potential park users. This could be the case with territoriality being expressed by a noisy group of young men.



- Does the park have activities that appeal to a wide variety of users?

**Maintenance** – Good maintenance means ongoing and regular, and fixing things immediately if they break down. If litter is not picked up over long periods, if graffiti is not removed as soon as it appears, then most park users get the sense the park is neglected. The park then feels unsafe to them so they tend not to use it. Unless this is dealt with as soon as it arises, the park can very quickly find itself on a downward spiral.

- Is graffiti removed immediately? Is litter picked up? Are repairs prompt?



**Washrooms** - Are they:

- properly lit? (light switches in a locked box accessible only to staff)
- Open during daylight hours? Securely locked at night? With times of opening and closing clearly posted?
- In a location with good sightlines? Clean and well maintained?
- With good acoustic and visual surveillance?
- Equipped with stall partitions that preserve privacy? Are strong and allow surveillance?
- Located in well travelled areas?

- Easy to access?
- Easy to exit/escape?
- Equipped with good quality hardware?
- Incorporating best practices re homeless people and harm reduction approaches?

**Signage:** People need to know where they are. This is particularly important in large and linear parks. Signs should be in large print. ‘You are here’ maps can be a great help, including a pocket guide/map with take-along leaflets providing sites and directions.



**Linear and Large Park Spaces:** Much of Toronto’s park space is linear in form, e.g. the ravine parks and trails along the waterfront. Also, in a few cases, e.g. High Park and Tommy Thompson Park, parks cover relatively large areas. In such cases, safety and security requires that users need to know exactly where they can enter and exit and where exactly they are in relation to those entries and exits and other parts of the park.

- There should be at least one clearly marked ‘exit’ to an area of high pedestrian and car traffic every 500 metres.
- They should be clearly signed, indicating alternate night routes; providing a warning that the route is entering an isolated area.

- Where possible, they should be well lit, well signed and with no underground passageways.
- Where possible, they should be monitored by police or uniformed staff on bikes. They may also be monitored by community organized ‘park watch’ groups.
- Of course, where the preservation of nature is the prime purpose of particular linear and large parks, it should be stressed that use is optional. This is not the case if the route is mainly used as a means of getting from a to b.

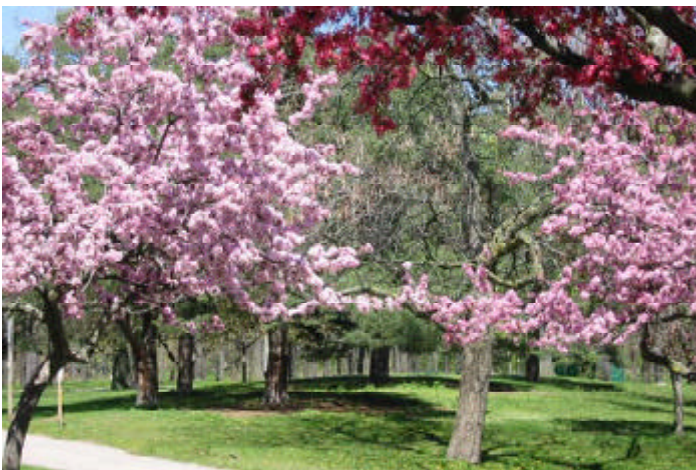


**Bicycle Paths:** Many of Toronto’s linear and large parks incorporate bicycle paths. These should:

- Be well lit, at least five lux, with seven lux for high risk areas
- Not all paths should encourage night use.
- Be free of tall bushes, dense shrubbery and dense clusters of trees alongside routes themselves.
- Trees should be trimmed so that they are high-branching, two metres or higher. Site-appropriate species should be planted.

- Be cleared to a distance of about three metres on either side of the path where it goes through natural vegetation.
- Be clearly signed with lighting at entrances to the path.
- Be clearly signed with alternative routes where the route passes through isolated areas.
- Have highly visible bicycle parking areas; well-lit where appropriate.

In the previous section on Recreation Centres, we talked about **the importance of parking lots**(see page... above). Please refer to this section prior to carrying out a parks audit.



- Are they different at different times of day, different seasons of the year?
- Have you noticed any safety hazards in particular places? Any park ‘hotspots’?
- Are there any hiding places in the park that concern you?
- What would improve things safety wise?
- Do you feel safe alone? – and at what times?
- Have you ever been a victim of criminal activity? If yes, please describe the incident: What? Where? When? How could the situation be improved?
- Have you ever felt you were at risk of being a victim?
- How is the lighting? (*Obviously this is done at night*) Good to poor. What needs improvement? Are there any obstructions to good lighting?
- Can get assistance in all places in or out of view?
- Are there pay phones in area you know of? If so, do you feel comfortable using them? If not, why?
- Would it be helpful if there was signage directing you to where you could seek help?
- What would help make you feel safer?
- Sightlines – problem areas: (landscaping features, such as berms; bushes, etc.
- What’s positive? What’s n

## 2.1 Doing A Park Safety Audit

*(Obviously, there is some overlap with the facility audit, as is seen in the first points. However, there are also important differences, as demonstrated in the later points.)*

- Do you have safety concerns about ... ? If so, what are they?

## C IMPLEMENTING A SAFETY STRATEGY

You now have a sense of what's involved in taking CPTED and safety audit approaches towards developing a safety and security strategy at your facility or in your park. What is key for you now is to go back to your facility or park and start to work on implementing a strategy or on building on the existing strategy. Key aspects of this will be:

### 1. FAMILIARITY WITH POLICIES AND PROCEDURES

Staff at each site should be familiar with:

- A cash handling policy.
- A fire policy, with drills done as under the Ontario Fire Code.
- An Emergency Preparedness Plan that's reviewed and updated annually
- A Code of Conduct for staff and users, including approaches to conflict, conflict resolution, bullying, harassment, etc. (have this posted in an obvious location)
- A chain of command in place for when the supervisor is not on site.
- An Incident Reporting Procedure
- A policy outlining the safety and security approach, including process for involving stakeholders, carrying out safety audits, following through, monitoring follow-up, etc.

#### 1.2 If Not Already In Place, Work Should Begin On:

- **Developing your own safety and security working group.** This group should include supervisory staff, front-line staff, facility/park users and a local CPTED-trained police officer.



- Involving your working group in developing your local strategy and familiarizing yourselves with all the corporate safety and security protocols and procedures and ensuring that your facility or park procedures are in sync with these.
- Including in your strategy ways for dealing with suspicious behaviour, violence, harassment, access control issues on a day-to-day basis.
- Identifying the various user groups and key individuals within these groups.
- Developing a safety audit approach that suits your facility or park. Possibly including a more frequent safety and security inspection process, perhaps on a monthly basis.
- Learning how to identify safety and security issues in your facility/park.
- Developing a method for observing and reporting safety and security incidents and then dealing with them within your safety and security strategy.

## 2. GETTING THE WORK DONE: TOWARDS A SYSTEM OF PRIORITIES

As noted in several places in this training manual, to be effective, a safety and security strategy has to include strong implementation component to ensure that those issues identified using CPTED/Safety Audit approaches are dealt with as expeditiously as possible. Given that some issues are more critical than others and that some require more resources than others, it is practical to develop a system of priorities so that the corporation can act in ways that address the critical issues first within a context of scarce resources. It is recommended that a system of priorities be developed to ensure that the CPTED/Safety Audit approach reaps the maximum benefits. This would be a system incorporating priorities A through C, where:

- ‘A’ type priorities are those initiatives that are to be implemented as soon as possible, and that require minimal capital investment and not to address them would be of high risk;
- ‘B’ type priorities would be those initiatives where the risk accompanying ‘no action’ would not be as high as in ‘A’ type. Such priorities would require moderated capital investment.
- ‘C’ type priorities would be those initiatives where large capital expenditure is required and the risks attached to ‘no action’ would be moderate in the short-term but much higher in the longer term.

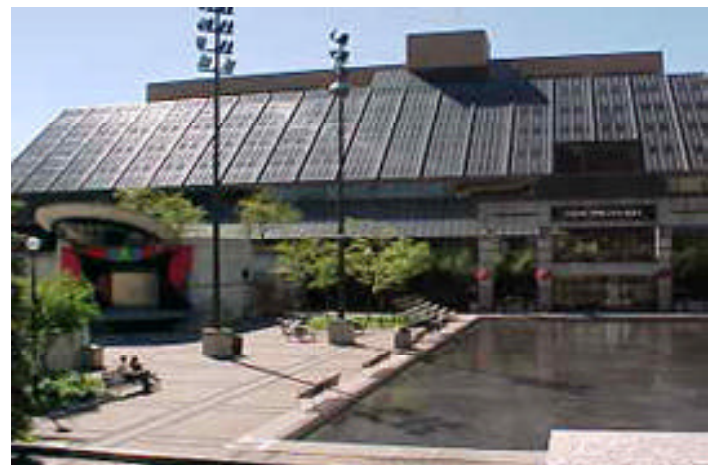
Overall corporate policy should be to deal with all ‘A’ type priorities within 2 years, all ‘B’ type priorities within 4 years, and all ‘C’ type priorities within 6 years.

<sup>1</sup> The Safety Strategy fits into the broader framework of the the overall Social Development Strategy developed by the City. See: *A Social Development Strategy for the City of Toronto* (2001). In terms of the highest level of corporate policy making, the *Toronto Official Plan* (2002) expresses the importance of safety in its overall vision through the following statement: “The vision of the plan is about creating an attractive and *safe* city that evokes pride, passion and a sense of belonging — a city where everybody cares about the quality of life.” (p2) (Our emphasis)

<sup>1</sup> See Appendix C for full details on the consultation with safety and security experts.

<sup>2</sup> It includes the Oscar Newman notion of defensible space and the thoughts of Jane Jacobs, going back to her seminal book *Death and Life of Great American Cities* and notions of how physical design can influence human behaviour, particularly that of ‘eyes on the street’, i.e. active street life reducing crime opportunities.

Other influences are Herbert Gans *People and Plans* and William Holly Whyte’s *The City: Rediscovering the Centre*. C. Ray Jeffrey’s *Crime Prevention Through Environmental Design* developed notions of “opportunity theory” of crime prevention. He came up with what he saw as three crucial factors: territoriality, natural surveillance, image and milieu.



# **APPENDIX A: REFERENCES/RESOURCE MATERIALS**

## REFERENCES/RESOURCE MATERIALS

Association of Chief Police Officers in England and Wales (2001) *The Secured Car Park Award Scheme: Guidelines for Self Assessment*

Australian Capital Territory Government (2000) *Crime Prevention and Urban Design Resource Manual*

City of Auckland (no date) *Safety in and around the Pt. Chevalier Shopping Centre*

City of Brisbane (no date) *A Safety Audit Template*

City of Edmonton (1999) *Crime Prevention Safety Audit Guide: Building Partnerships for Safer Neighbourhoods*

City of Melbourne (2003) *A Strategy for a Safer City*

City of Melbourne (no date) *Safe City Car Parks Accreditation Scheme*

City of Port Phillip (2002) *Jim Duggan Reserve Design In: Design In Evaluation Report and "How To" Guide*

City of Scarborough (no date) *Community Safety Audit Program*

City of Toronto, Safe City Committee and Planning and Development Department (1992) *A Working Guide for Planning and Designing Safer Urban Environments*

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City of Toronto – Parks and Recreation Department (no date) *Planning, Designing and Maintaining Safer Parks*

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- Toronto District School Board (2002) *Safe Schools Procedures Manual*
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