



# User manual for the self-assessment tool to assess and measure security and safety in urban areas

## Urban Agenda for the EU Partnership on Security in Public Spaces

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Copenhagen, September 2021



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## Disclaimer

This report has been delivered under the Framework Contract “Support to the implementation of the Urban Agenda for the EU through the provision of management, expertise, and administrative support to the Partnerships”, signed between the European Commission (Directorate General for Regional and Urban Policy) and Ecorys.

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# 1 Introduction

This user manual is created in the context of the Urban Agenda for the EU Partnership for Security in Public Spaces Action 1. The manual is aimed for the end user of the self-assessment tool for measuring security in their urban areas. The tool is designed to serve the cities and regions of different sizes across Europe and offer an instrument for peer learning and inspiration rather than ranking. In the framework of this tool urban security is approached in a holistic way, including a wide selection of factors that affect the citizens' everyday life and their feeling of safety and security.

The idea behind the very detailed set of indicators is to try to accommodate a large number of indicators, so that cities will be sure to be able measure what is important for each city. That means that every city will have the opportunity to select from the list of non-mandatory indicators to self-assess what is important for that particular city.

This user manual serves partly as an introduction to key concepts of urban security and urban safety and partly as a guide to how to fill out the spreadsheets with the six indicators in the self-assessment tool.

The purpose of the indicators is primarily to give cities the opportunity for self-assessment a tool to self-assess the urban security in a comprehensive, holistic way and in comparison, to peer cities.



## 2 The user manual

### 2.1 Key concepts and definitions

The concept of urban security is defined as the overall condition of territory (e.g., a neighbourhood, a city) of being protected from harm caused by intentional human action/behaviour. It includes harms to assets, infrastructures, and citizens in the concerned territory. Possible harms to citizens range from reduction of quality of life to casualties. Urban security applies also in case of crimes and terrorist attacks. For example, a city is secure because several measures have been set to protect its assets, infrastructures, and citizens against crime.

The concept of urban safety is defined as the condition of citizens in a territory (e.g., a neighbourhood, a city) of being protected from harm caused by both intentional human action/behaviour and/or not intentional failure. It includes harms to citizens in the concerned territory. Possible harm to citizens ranges from reduction of quality of life to casualties. Urban safety applies in case of natural disasters (e.g., earthquakes and pandemics) as well as in case of crimes and terrorist attacks. For example, a city is safe because several measures have been set to protect its citizens against flooding.

Although urban safety applies also in case of natural disasters (such as earthquakes and pandemics), in the context of this self-assessment tool we will focus only on harms caused by intentional human actions/behaviours. As consequence, the definition of urban security encompasses the definition of urban safety.

Sense of safety in a city/perception of urban security is then defined as the feeling of people about safety/security of territory. Perception can be expressed by people living in the territory as well as by people never been in the concerned territory. Sense of safety in a city/perception of urban security can importantly vary across people (given their socio-economic conditions, direct experience with safety/security issues, etc.) and overtime.

Public space as common good implies its accessibility to all with no direct cost to the user, and also its spirit of “public service” without any purpose other than contributing to the overall quality of urban life. These spaces can then be categorised into streets (not highways), open spaces (parks, gardens, pocket parks, plazas, squares, riverbanks, beachfront, etc.) and public facilities (social halls, libraries, municipal buildings, schools, health facilities, etc.). Also, places, not strictly considered as public spaces, but that have a considerable impact on public and city life (e.g., private spaces contributing to public utility, in which public services are provided) such as tourist sites, transport infrastructures, shopping malls, places of worship, concert halls are included in the adopted definition.

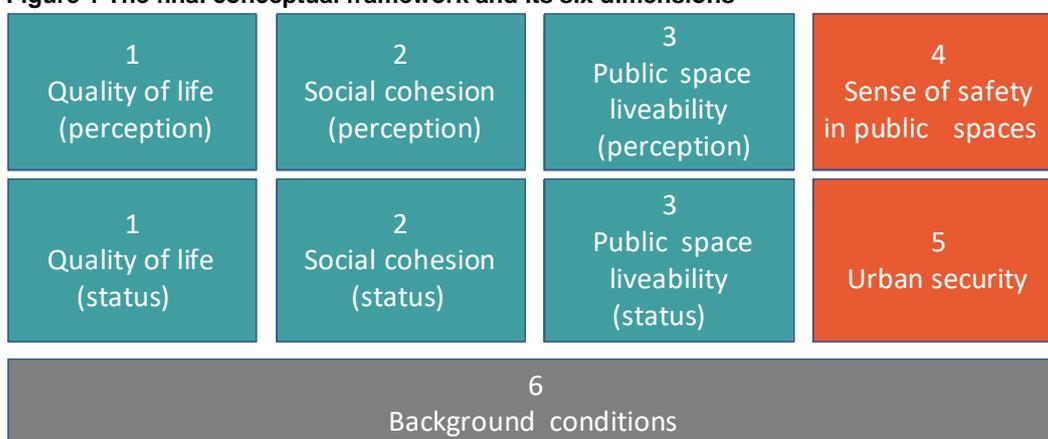
### 3 The structure of the self-assessment tool

The self-assessment tool is divided into 6 main dimensions:

1. Quality of life
2. Social cohesion
3. Public space liveability
4. Sense of safety
5. Urban security
6. Background conditions and demographic aspects.

A more detailed overview of the self-assessment tool is presented in Figure 1 below.

**Figure 1 The final conceptual framework and its six dimensions<sup>1</sup>**



The first three dimensions, quality of life, social cohesion, and public space liveability, are divided into two sets of sub-indicators. The first group of sub-indicators are a set of indicators, that collects information about citizen's perception with in each of these three dimensions, marked with (*perception*) in Figure 1. The subjective information would in most cases require cities to do surveys to obtain the information.

The second group of indicators is a set of a statistical or objective nature, marked with (*status*) in Figure 1. These could either be obtained from the city level or could be calculated by National Statistical offices.

The information that is collected for all dimensions for the self-assessment tool should be entered in a separate spreadsheet for each dimension. The objective information for the first three dimensions should be entered in the Excel sheets XXX \_S and the subjective information in sheets XXX\_P.

<sup>1</sup> The conceptual framework and its six dimensions were developed in an earlier study conducted under Action 1, aiming at supporting European cities in their self-assessment exercises related to urban safety and security; <https://futurium.ec.europa.eu/en/urban-agenda/security-public-spaces/library/action-1-report-approaches-and-tools-assess-and-measure-security-and-safety-urban-areas>



The fourth and fifth dimension, sense of safety in public spaces and urban security, each consist of four sub-groups with sub-indicators. In this dimension there is a mix of subjective and objective sub-indicators.

Each dimension has a varying number of sub-indicators, so it will be possible to self-assess on a wide variety of detailed objective and subjective indicators over time.

### 3.1 How to fill the indicators

There are suggestions on how to define each indicator in column E in all the spreadsheets. However, these suggestions should not necessarily be followed rigorously by the cities. For instance, for the survey-based indicators in the self-assessment tool, the Likert Scale will be suggested. If cities are using other scales, please feel free to enter results, that do not follow the Likert Scale. Cities should have an emphasis on entering city level data, not using national data where city level data are missing. After filling the indicators there is not supposed to be additional calculations done, such as averages.

The entire self-assessment tool consists of a total of 199 indicators, which would most likely be impossible for cities to fill in its entirety. Therefore, cities could instead use the 199 indicators as an inspiration, so the individual city could pick the dimensions and indicators, that would be the most relevant to them. This process could be done in two steps. The first step could be, that the city goes through every indicator to see if this particular indicator would make sense for them. The second step could be, that a definition for the chosen indicator could be decided upon, so it could be measured and tracked over time. Suggestions on how to measure each indicator are included in the spreadsheets.

The following section will list the detailed indicators for both the objective and subjective indicators under each dimension.

### 3.2 Dimension 1 – Quality of Life

The objective measures are income, house crowding, employment, work-life balance, personal relationship, high-education attainment, low-education attainment.

The subjective indicators include the areas personal finances, housing, job, work-life balance, personal relationship, life satisfaction gap, childcare services, long-term care services, health care services, education services satisfaction, public transport services, cultural/leisure services/events, local administration services for citizens, life, attractiveness of the city.

### 3.3 Dimension 2 - Social Cohesion

The sheet for the objective indicators of Dimension 2 contains eight statistical indicators regarding social integration of immigrants and/or immigrants, homelessness, young people without status, labour integration of women, labour integration of foreign people, urban segregation, risk of poverty, and inequality. These indicators all need to be calculated using administrative data at either city level or by national statistics offices. There is a suggestion on how to calculate each indicator. If that for

some reason that is not possible, the city should use their own definition every time the indicator is filled, which will enable year to year comparison.

The sheet for the subjective indicators of Dimension 2 contains six subjective indicators. These are social integration of migrants and/or refugees, labour integration of women, labour integration of foreign people, urban segregation, risk of poverty and inequality. These indicators have in common, that they require surveys to obtain people's perception. The sheet contains a suggestion on how to define each indicator.

### 3.4 Dimension 3 - Public space liveability

The objective indicators are public space, green areas/public parks, pedestrian areas, cycle paths, traffic congestion, renovation of public buildings/areas, maintenance of green areas/public parks, urban planning design to prevent crime in new buildings/areas, urban planning design to prevent crime in renovating existing buildings/areas, environmental protection, solid waste management, air quality and noise.

The subjective indicators include public space availability, public space maintenance, usage of public space, green areas/public parks availability, green areas/public parks maintenance, usage of green areas/public parks, pedestrian areas availability, pedestrian areas maintenance, usage of pedestrian areas, cycle paths availability, cycle paths maintenance, usage of cycle paths, parking availability, accessibility of public space for vulnerable groups, compliance of public space for family needs, environmental protection, solid waste recycling, solid waste management, street lighting, street cleaning, odour nuisance on streets, noise nuisance on streets.

### 3.5 Dimension 4 - Urban security

This dimension has four sub-groups of indicators, that are listed by group in the following section. The indicators in this dimension are a mix objective and subjective measures.

#### *Threats from unexpected events*

This sub-groups includes the following indicators: Terrorist attacks relevance, severity of terrorist attacks, vulnerability to terrorist attacks, CBRN attacks relevance, severity of CBRN attacks, vulnerability to CBRN attacks, explosive/bombing attacks relevance, severity of explosive/bombing attacks, vulnerability to explosive/bombing attacks, attacks to facilities/infrastructures in public spaces relevance, severity of attacks to facilities/infrastructures in public spaces, vulnerability to attacks to facilities/infrastructures in public spaces, violent public disorder events/manifestations, severity of violent public disorder events/manifestations, vulnerability to violent public disorder events/manifestations.

#### *Crime and other nuisances*

Crimes, intentional homicides, intentional homicides of female victims, Intentional homicides of young victims, intentional homicides perpetrated by firearms, assaults, assaults perpetrated by young people, sexual assaults, rapes, thefts (on the street), thefts of a private land vehicle, robbery (on the street), damages to a private land vehicle, damages to a public land vehicle, burglaries of private residential premises, damages to private residential premises, damages to public buildings, damages

to street furniture, corruption of public officials, offenders, offenders for drug abuse, offenders for alcohol abuse.

#### Victimisation and experience with crime and other nuisances

Experience with crime, experience with crime perpetrated by firearms, experience with assaults, experience with sexual assaults, experience with rapes, experience with thefts/ pickpocketing (on the street), experience with thefts/damages of a private land vehicle, experience of having witnessed thefts/damages of a public land vehicle, experience with robbery (on the street), experience with burglary/damages of private residential premises, experience of having witnessed damages to public buildings, experience of having witnessed damages of street furniture, experience about noise, experience about smell (on the street), experience with harassment (on the street), experience with hate crimes (on the street), experience with corruption of public officials, experience with organised crime, experience with gangs' crime, experience with crime related to radicalism/extremism, experience of problems with people using or dealing with drugs (on the street), experience of problems with people using or dealing with alcohol (on the street).

#### Mitigation against crime and other nuisances

This group of objective indicators include police control (on the street) during the day, police control (on the street) during the night, request of police interventions during the day (on the street/in public space), request of police interventions during the night (on the street/in public space), community-based patrolling/watch groups, private security guards (on the street), adoption of systems for surveillance (on the street).

### 3.6 Dimension 5 - Sense of safety

This indicator consists of four sub-groups.

#### Safety in public spaces

This sub-groups includes the following subjective indicators: Worries about being victim of terrorist attacks, worries about being victim of attacks to facilities/infrastructures in public spaces, worries about being victim of violent public disorder events/manifestations

#### Concerns about crime and other nuisances

This sub-groups of subjective measures includes indicators regarding Concern about crime, Concern about family/friends being victims of crime, concern about crime perpetrated by firearms, concern about homicides, concern about assaults, concern about sexual assaults, concern about rapes, concern about thefts/ pickpocketing (on the street), concern about thefts/damages of a private land vehicle, concern about robbery (on the street), concern about burglary/damages of private residential premises, concern about harassment (on the street), concern about hate crimes (on the street), concern about organised crime, concern about gangs crime, concern about radicalism/extremism, concern about nuisance with people using or dealing drugs, concern about nuisance with people using or dealing alcohol, concern about nuisances with homelessness, concern about nuisances with neighbours, concern about being involved in traffic accidents, concern about being contaminated by COVID-19

### Feeling of unsafety

This group of subjective measures includes indicators for sense of unsafety at home at daylight, sense of unsafety at home at night, sense of unsafety in public spaces without people, sense of unsafety in crowded public spaces, sense of unsafety at daylight in public spaces, sense of unsafety at night in public spaces, relative sense of unsafety in the neighbourhood where living respect to the city in general at daylight, relative sense of unsafety in the neighbourhood where living respect to the city in general at night.

### Trust and confidence about mitigation of crime and other nuisances

This sub-groups includes subjective indicators trust in the police force, trust in the criminal justice system, and confidence in systems for surveillance.

## 3.7 Dimension 6 - Background conditions

This dimension includes two groups of indicators that are listed below.

### Demographic aspects

This group of objective measures include life expectancy, population, daily commuting, population density, young people, elderly people, and vulnerable people. The framework does not have a set definition for these terms. However, this should not be a reason for not entering information here. National standard standards can be applied here instead.

### Services and infrastructures availability

This group of objective measures includes availability of roads, usage of private transport availability of public transport, usage of public transport, availability of public utilities services, usage of public utilities services, availability of internet connection, usage/access of internet connection, availability of health care structures/services, usage of/access to health care structures/services, availability of educational services until primary education, usage of/access to educational services until primary education.

## 4 Concluding remarks

When cities undertake the task of gathering the information for the pilot run of the self-assessment tool, the status of this tool is that it is still being developed. The self-assessment tool is not yet fully developed, so when data is collected, if the data cities have does not fully meet the suggested definitions in the spreadsheet, the cities should go with their own data. This also goes for suggestions in the spreadsheet, that are not precise enough.

Since we are currently in a developing phase, we would be more than grateful if you had the time to look at the framework and help us develop the tool further by giving your overall feedback on the modules and indicators and the data your city has on the indicators. As already mentioned, the framework (attached) consists of six modules, all of them representing a category on urban safety and security and consisting of various indicators.

Given the number of indicators here, we have four sub-questions that might help a bit in providing answers by prioritising in the following categories:

1. You already have data at your disposal (please enclose if possible)
2. You can gather the data, but not within this timeframe
3. Gathering the data would require a big resource input, e.g., surveys would have to be launched or special calculations need to be made at national statistical offices.
4. Data for this indicator is not available, e.g., due to legislative restrictions

If you could provide one of the above values for each indicator in its own columns in the spreadsheet, that would be a great help. That would help the Urban Agenda for the EU Partnership on Security in Public Spaces to move forward with the development of the self-assessment tool.

### 4.1 GDPR issues

The database will allow effective analysis of the imported data and possibly contribute to the identification of data structures and need for future standards. The database design will benefit from the support of a non-EU IT consultant actually working for the JRC in institutional research activities of the E.4 Unit. Collected data will not be shared outside the Urban Agenda for the EU Partnership for Security in Public Spaces Action 1 members and collaborators, with no external access to the database server. Export of data will be performed according to the requests of the Action 1 expert. Once the activity will be concluded, the management of the database will be in accordance with the Action 1 leader's indications, possibly depending on whether further developments of the activity will be considered. The present information can be shared with the cities participating to the pilot.