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DELIVERABLE 7.3

PIM Toolkit 4: Potential use scenarios for 'feelings of insecurity' tool





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Authors

Prof. Caroline L. Davey, USAL
Andrew B. Wootton, USAL

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CONTRIBUTORS

NAME	ORGANISATION
FRANCESC GUILLÉN LASIERRA	INT
DR ANKE SCHRÖDER	LKA
MAXIMILIAN QUERBACH	LKA
MARGO KRENZ	DPT
DR CLAUDIA HEINZELMANN	DPT
DR OSKAR GSTREIN	RUG

PEER REVIEWS

NAME	ORGANISATION
NOREEN MUZAFFAR	USAL

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Table of Contents

1	Introduction.....	6
2	Use scenarios.....	7
3	Identification of use scenarios.....	9
4	Presentation of scenarios.....	10
5	LKA.....	11
	5.1 <i>Priorities and use scenarios – LKA</i>	11
	5.2 <i>Two scenarios – LKA</i>	11
6	INT.....	13
	6.1 <i>Priorities and use scenarios – INT</i>	13
	6.2 <i>Two scenarios – INT</i>	14
7	Next steps.....	15
8	References.....	16
9	Appendix A.....	17
	9.1 <i>Feelings of insecurity in Hannover – the main train station</i>	17

1 Introduction

An increased feeling of insecurity by citizens is a serious impact of high impact petty crime. The Cutting Crime Impact (CCI) project is developing tools related to measuring and mitigating citizens' feelings of insecurity in two law enforcement agency (LEA) contexts:

- Lower Saxony, Germany (LKA)—The Landeskriminalamt Niedersachsen (LKA) is at the forefront of efforts to understand citizens' feelings of insecurity, having conducted a survey with 20,000 citizens of Lower Saxony measuring: (i) cognitive factors; (ii) emotions in relation to high-impact petty crimes; and (iii) citizen behaviours. The LKA has also undertaken environmental security audits with local stakeholders.
- Catalonia, Spain (INT) — Departament d'Interior, Generalitat de Catalunya (INT) is responsible for delivering the Annual Report on Public Safety of Catalonia, the Crime Victimization Survey and the Public Safety Plan of Catalonia. INT is seeking to improve the assessment, understanding and communication of citizens' feelings of insecurity, as well as to better integrate this within LEA operations.

The Design Concepts for tools on predictive policing, community policing and CP-UDP emerged from an intensive period of requirements capture research conducted by the LEA partners. However, the tools on measuring and mitigating feelings of insecurity are informed to a greater degree by a critical review of the scientific evidence-base and development of theoretical concepts and models to understand the issue in a more practical way. Led by USAL, CCI undertook a critical review of the state-of-the-art around measuring and mitigating feelings of insecurity (Task 7.2) and developed a conceptual model of feelings of insecurity (Task 7.3).

The 'CCI Feelings of Unsafety' model presented at the DesignLab in Barcelona was developed in order to be able to 'deconstruct' the feelings of unsafety experienced by citizens in a way that allowed these to be addressed more holistically — rather than just with policing. The 'CCI Feelings of Unsafety' model was also an attempt to differentiate between feeling of unsafety due to victimisation, and those felt by citizens who are not personally victimised (the majority). Feelings of 'Unsafety' was chosen because the term 'insecurity' is used across a lot of different contexts—unrelated to policing or even urban environments: job insecurity; insecurity in personal relationships; insecurity due to lack of confidence, etc. Indeed, if asked, a citizen would be more likely to say that he or she felt 'unsafe'.

The CCI Feelings of Unsafety Model was developed to help LEA practitioners and security policymakers understand and address feelings of insecurity that impact of citizen's behaviour and quality of life. The CCI project is developing tools to meet the needs of two LEAs—LKA and INT. To understand their needs, the LEAs were asked to identify 'use scenarios.'

2 Use scenarios

Use scenarios are real-world examples where data on citizens' feeling of insecurity might be incorporated into LEA practice. A scenario should be a detailed account of a situation in which citizens experience feelings of insecurity—and where police and other stakeholders might be present. It is useful for gaining an understanding of the context in which citizens and users operate. The scenario may focus on a particular situation or moment in someone's life. Further information on scenarios and their use in the design process is available from the UK Design Council, accessed 12 February 2020).

USAL identified the following contexts where scenarios may occur:

- Home
- In the neighbourhood
- Commuting / travelling between contexts
- Place of employment
- Education establishments
- Public spaces
- Retail environment
- Public events & venues
- Cultural / religious venues
- Bars, clubs and restaurants

The research into feelings of insecurity reveals that citizens are more anxious in high-risk environments (e.g. deprived areas, around train stations, etc.)—especially if they know that opportunities to summon help or escape are limited. People are also sensitive to environmental factors that may engender anxiety—dark, isolated areas and the presence of certain groups of people or mitigate such feelings—lighting, presence of families, shopkeepers, etc. However, there are significant differences between groups of individuals in terms of feelings of insecurity—for example: children; young people; students; parents; BME; women; men; older people. In addition, being a victim of crime may significantly increase anxiety in an individual—and potentially family and friends

aware of the incident. This might be considered a “contagion effect”. Emotional contagion is the phenomenon of having one person's emotions and related behaviours directly trigger similar emotions and behaviours in other people (Hatfield et al, 1993).

3 Identification of use scenarios

The potential use scenarios were identified and validated through consultation with the two LEAs—INT and LKA. The identification of meaningful scenarios related to *feelings* of insecurity—as opposed to crime victimisation—required a number of iterations and support from non-LEA partners, including RUG, Efus and DPT. To be able to develop a design solution, the LKA and INT were asked to identify a specific situation and demographic group upon which the DesignLab can focus. USAL asked the LKA for a scenario where the identified demographic group was being deterred from positive activity by feelings of insecurity—positive activities might relate to a whole range of every behaviours, including travelling by public transport, using public space, going shopping, etc. For the LEA to be better able to collect data about the area and devise interventions, USAL recommended the LEAs concentrated on the city centre and surroundings—rather than consider the whole region. The LKA and INT each identified possible use scenarios—discussing options within the LEA and with USAL. The LEAs considered: (i) potential impact of citizens’ feelings of insecurity on behaviour; (ii) potential impact on LEA service delivery (e.g. cost; staffing; service demand; service quality, etc.); (iii) impact on policymaker practice; (iv) relevance to LEA / policymaker objectives and priorities; and (v) ease of implementation / practicality. The LEAs were asked to select two scenarios most relevant to the LEA (Scenario A and Scenario B). Finally, the LEAs were asked by USAL:

- To confirm that they are happy with choice of scenarios — and would be able to describe the identified areas and contextual issues relating to the specific citizen users for Scenarios A and B to DesignLab participants
- To prepare materials (photos, bullet points, etc.) for a short (20 minute) presentation communicating Scenarios A and B to DesignLab participants (location; what it looks like; who is present; how it’s used; etc.). USAL provided a PowerPoint template for this purpose that asked the LEA to provide some background to the scenarios by identifying ‘priorities.

4 Presentation of scenarios

The LKA and INT presented their scenarios at the DesignLab, after which consortium members were engaged in a process of innovation and idea / concept generation facilitated by USAL. The purpose of the DesignLab was twofold: Firstly, to help participants understand the LEA scenarios using the CCI Feelings of Unsafety Model; and, secondly, to generate solutions to feelings of unsafety / insecurity identified in the scenarios.

The next sections explain how the two LEAs identified and selected their scenarios:

- Landeskriminalamt Niedersachsen (LKA)
- Departament d'Interior, Generalitat de Catalunya (INT)

5 LKA

To identify priorities for mitigating feelings of insecurity in Hannover, the question posed to the LKA was:

“In Hanover, what are the positive activities amongst citizens that are being deterred by citizens’ feelings of insecurity?”

“In relation to the above, who are the specific groups that experience feelings of insecurity and are being deterred from positive activities?”

5.1 Priorities and use scenarios – LKA

In consultation with USAL, the LKA identified the following positive activities that were being deterred by feelings of insecurity:

- Use of public space and facilities (streets, bus stops, etc.) at night in Hannover — especially amongst young women who have been out for the evening
- Use of the area surrounding public transport 'hubs', such as the central train station — especially by young women and older people
- Use of public transport — especially by women and older people
- Use of parks, green spaces, sports, playgrounds, etc. — especially by children, parents, women (including those with a migration background)

5.2 Two scenarios – LKA

The LKA identified the following specific situations and demographic groups upon which the DesignLab could focus.

Scenario A:

Older people (over 65 years) are being deterred from using public transport at certain times – for example, the final subway stop “Alte Heide” in a suburban area of Hannover

The LKA developed a PowerPoint presentation detailing the subway stop and highlighting the key issues, namely that:

- Perceived as unsafe
- Some anti-social behaviour
- Some knife crime
- Dark and poorly lit
- Old (1970s) design

Scenario B:

Young women (16–25 years) are deterred from using the bars / restaurants / cinema in “Raschplatz”, Hannover city centre — and from walking to and from the area during the evening

The PowerPoint presentation detailing Raschplatz highlighted the following:

- Pedestrian area with bars, restaurants, and cinema
- Different atmosphere in the evening/night compared to in the daytime
- Perceived as unsafe in the evening/night — especially by young women
- Used by different groups of people, including the homeless
- Underground area (-1 level) avoided by most
- Visible drug dealing and drug use
- Some violence, usually directed against men

The Presentation is shown in Deliverable 7.4 Use Scenario presentation for DesignLab 4.

To help identify relevant use scenarios, DPT—a CCI partner based in Hannover—provided some information about feelings of insecurity in Hannover. This included information about the main train station (see Appendix A).

6 INT

To identify priorities for mitigating feelings of insecurity in Barcelona, the question posed to INT was:

“In Barcelona, what are the positive activities amongst citizens that are being deterred by citizens’ feelings of insecurity?”

“In relation to the above, who are the specific groups that experience feelings of insecurity and are being deterred from positive activities?”

INT found the first question difficult to answer because use of facilities in Barcelona has increased significantly due to the increase in residents in the city centre and in tourists—therefore difficult to identify whether some places or amenities are being avoided.

In addition, some of the groups vulnerable to feelings of insecurity seem to be growing more secure and have become less of a priority for INT (e.g. Older people).

6.1 Priorities and use scenarios – INT

In consultation with USAL, INT identified the following positive activities that might be deterred by feelings of insecurity:

- Use of some playgrounds and parks – especially amongst children / their parents
- Use of local facilities in certain city centre areas such as Sants-Monjuic or Sant Martí district of Barcelona – especially amongst local shop owners and workers, as well as older (over 65 years) residents
- Visiting city centre areas popular amongst tourists such as Sants-Monjuic or Sant Martí district of Barcelona – especially by adults living outside of the city.
- Walking in the evening / night when visiting bars, clubs, concerts etc. in certain areas of Barcelona — especially amongst young women (18 to 35)
- Using the Metro system in Barcelona at certain times – especially amongst young women (18 to 35 years of age)

Further information about feelings of insecurity in Barcelona was provided by Marta Murrià Sangenís, Institut d'Estudis Regionals i Metropolitans de Barcelona.

6.2 Two scenarios – INT

INT identified the following specific situations and demographic groups upon which the DesignLab could focus.

Scenario A:

Local residents with children deterred from using public spaces in Raval, Ciutat Vella district of Barcelona — for example, the play areas and public spaces

Residential area comprising mainly small apartments:

- Area has a bad reputation
- Visible drug dealing / taking
- Some apartments used for drug dealing
- Public areas avoided by certain groups (e.g. residents with young children)

Scenario B:

Women (16–30 years) are deterred from walking home through the Olympic Harbour area of Barcelona after a night out

- Perceived as unsafe in the evening/night — especially by young women.

7 Next steps

In the DesignLab on feelings of insecurity, CCI partners identified potential solutions to the scenarios presented by INT and the LKA. The DesignLab protocol and results are detailed in the D1.7 Report on results of DesignLab 4

8 References

Hatfield, Elaine; Cacioppo, John T.; Rapson, Richard L. (1993). "Emotional contagion". *Current Directions in Psychological Science*. 2 (3): 96–99.

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9 Appendix A

9.1 Feelings of insecurity in Hannover – the main train station

Margo Krenz and DR. Claudia Heinzlmann, DPT, December 2019

INSECURITY IN PARTICULAR AREAS AND SITUATIONS

The citizen's own district scores better than the "inner city" and "Hanover in general" when it comes to the feeling of security as well as satisfaction with cleanliness. A higher proportion of respondents feel safe in their own district than in all other urban areas. Thus, "only" 28.1% of women avoid "certain places in their own district" in the evening and at night, but 58% "certain places in the city centre". The Raschplatz and the Steintorviertel are the most frequently mentioned "avoided" places in Hanover.

Almost 60% of those questioned are in favour of increasing the presence of the police in the urban area. More than half of the survey participants also advocated an expansion of the presence of the municipal security services. The majority of respondents agree with the measures taken by the Security and Order Council, e.g. et al the "expansion of the security partnership" and the "prohibition of aggressive begging" as well as the new "urban security service". In one question, the participants of the Citizens' Panel had the opportunity to submit ideas and suggestions on how security or the sense of security could be increased in Hanover.

HANNOVER MAIN STATION AND ITS FORECOURTS

Places in urban regions are often places where different population groups come together. Feelings of uncertainty often result from this. An extensive project "Hanover creates space" has been running in Hanover since 2000 to systematically revitalise its spaces. When it comes to the feeling of insecurity among the population in Hanover, Hanover Central Station and its forecourts are often a focus. The forecourts include the Raschplatz, the exit to the Oettinger Wiese (ZOB), the exit to the signal box, the exit to the city and the adjacent railway underpasses.

The drinking, drug and homeless scene has been firmly established in the area of Hanover Central Station for several years. The transition from homelessness to alcohol and drug / drug addiction is fluid. It is not possible to separate the individual groups. In parts, up to 100 people are estimated to linger and next to the Raschplatz stairs and in the vicinity of the social facilities. In particular, the drug facility "Stellwerk" is home to hard drug addicts. The environment of the Stellwerk social welfare facility is therefore neglected and littered, typical of the scene.

“The sense of security of the people in Hanover is very important to all of us. So-called anxieties, in which citizens feel insecure, even if the crime situation objectively does not give reason for this, must be taken seriously and reduced. The findings in and around the main station clearly show us that there is a great need to act here”.

Police President Volker Kluwe

In response to the problems at Hanover Central Station and its forecourts, the Hanover police have been implementing the *bahnhof. Safe* project since May 2019. It has the sub-projects Presence, Prevention, Video and Public Relations and in particular promotes the cooperation of local actors and the strengthening of the police presence.

As part of the "*bahnhof.sicher*" project, a survey is currently being carried out, which provides a reliable information basis for the feeling of security of people who often stay in and at the main train station in Hanover. Questionnaires were created for the evaluation, in which commuters and employees of local companies should provide information about their personal perceptions. A final evaluation of the survey is still pending.

Preliminary results are essentially in line with what the police have already assumed in this connection: The station building as such, as well as Ernst-August-Platz (exit towards the city centre) are perceived as safe, the northern area of the station, including in particular the Raschplatz as sometimes very unsafe. The perceptible presence of uniformed security forces was judged to be predominantly positive. The very frequent mention of "beggars" is surprising when it comes to the question of which factors have to be taken into account for the feeling of insecurity. Direct contact by strangers seems to have a particularly negative impact on the feeling of security among the respondents.

An increase in the control pressure and special operations carried out have so far not led to the crowding out of the scene. Preventive police measures have not changed the behaviour of the scene or its whereabouts in the past. As a result, there are projects and measures that deal specifically with the security and strengthening of subjective security in Hanover station. However, these are not necessarily considered successful.

RESEARCH PROJECT OF THE WÜSTENROT FOUNDATION

In a research project by the Wüstenrot Foundation "Young People in Public Spaces in the City", the Raschplatz in Hanover was examined with regard to the use of space by young people. In the observational study it was found that the room offers potential as a central and at the same time undisturbed meeting point and place of communication, which has hardly been exploited to date (see Herlyn et al. 2003, p. 193). In order to expand the consumption-oriented use of the space, which is one-sidedly oriented towards visiting the adjacent localities, and to increase the attractiveness of the

space, the research group worked with spatial experiments. As an example of the “central city square” type of room, temporary actions were suggested.

The experiment "balloon field" carried out on a Saturday at the end of July 2002 showed that "waiting to experience, communication strengthened, and movement brought to the field" (ibid. P. 193). The balloons, set up in a structured design, enclosed a pedestal covered with carpet, which invited to linger in the previously unused centre of the square. The conclusion of the research group is: “A mixture of moving beauty, play, movement, seeing and being seen without a presentation plate effect and a certain romance has a positive integrating effect. A similar image could possibly permanently create a different image for the Raschplatz ”(ibid. P.194). Regardless of this project, further attempts to integrate a new user group on the Raschplatz (e.g. through open air events “Summer in the City” 2016) did not work.



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Contact Us . info@cuttingcrimeimpact.eu



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