

*BENCHMARKING AUDIT*

# Security & safety 2010

The Swedish Organisation of Local Authorities and County Councils  
The Swedish Civil Contingencies Agency

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# Introduction

This shortened version of the full report is part of The Swedish Organisation of Local Authorities and County Councils (SKL) work to benchmark and present the results and resources in various community services. The possibility to compare the services provided has shown itself to be both successful and an appreciated feature amongst municipalities and county councils. This openness furthers the development of services at the same time as members of the public in a democratic society have the right to full insight into what their commonly financed services actually achieve. The facts presented in this publication are based on national statistics from the National Board of Health & Welfare (Socialstyrelsen), the Swedish Civil Contingencies Agency (MSB), Statistics Sweden (SCB), the National Council for Crime Prevention (Brå), SOS Alarm, and the National Police Board (Rikspolisstyrelsen).

Most incidents resulting in injury or damage and which cause anxiety affect the local authority in one way or another. To be able, in cooperation with other parties, to deal with security and safety issues over the entire scale or threat, from both the individual and community perspective, is therefore a central municipal task. A safe community could well be described as a local authority where few accidents occur, where few crimes are committed, where crises are handled in a satisfactory manner with minimum disruption, and where citizens and their councillors display a safety-conscious attitude which as far as possible is based on actual conditions. A certain percentage of accidents and crimes which occur within a local authority area are impossible for a municipality to influence. Even citizen anxiety is partly based on conditions which the local authority has limited possibilities to influence.

Access to facts at local authority level has largely steered the choice of indicators and therefore even the limitations displayed in this report. It had been desirable with access to more indicators which better reflect results and quality. Within the security and safety fields evidence is largely missing, i.e. scientific evidence which supports that a certain action gives a desired effect. It is therefore difficult to express a view on the connection between preventive safety work and results in the form of fewer accidents, crimes, etc. The indicators in this audit are divided between result indicators (called AX) and resource indicators (called BX).

In this year's Study we have chosen to present security and safety aspects in greater detail in three specific fields:

- The difference between anxiety and actual exposure;
- The importance of fast assistance in acute situations; and
- How a local presence steers the distribution of resources.

Also new this year is the fact that we have chosen to combine certain indicators into two mean average values. One of these has the aim of providing a guide as to which are Sweden's safest local authorities as regards accidents and crime. The other mean average value shows which local authorities, despite less favourable local conditions, are affected by fewer accidents and crimes, an indication of which local authorities pursue an effective security and safety policy. The ambition with mean average results is in its infancy and their publication should be seen as a first attempt to answer the question: Which local authority tends to have succeeded best?

The full Report includes an appendix of tables where all selected indicators for each local authority are presented. This year the local authorities are grouped by county. The appendix of tables can also be downloaded electronically and there are even ready-made summaries of local authority results within municipal groups in accordance with SKL's classification. The appendix of tables also provides values as regards background

*“To be able, in cooperation with other parties, to deal with security and safety issues over the entire scale or threat, with both the individual's and society's perspective, is a central task for local authorities.”*

variables which can be used to produce individual analyses. The indicators are also available in SKL's database WebOr ([www.webor.se](http://www.webor.se)) and on the RKA's website ([www.kommundatabas.se](http://www.kommundatabas.se)). MSB's IDA-portal ([www.ida.msb.se](http://www.ida.msb.se)) offers local authorities the possibility to undertake more advanced analyses of the statistics, primarily within the field "protection against accidents". From 1<sup>st</sup> January 2011, when the WebOr and RKA's databases are closed down, the information will be available from the newly launched municipal and county council database at [www.kolada.se](http://www.kolada.se). At these websites it is possible to retrieve detailed facts about all indicators, undertake self-selected analyses, and choose which local authorities one wishes to compare.

# 1. Summarised results

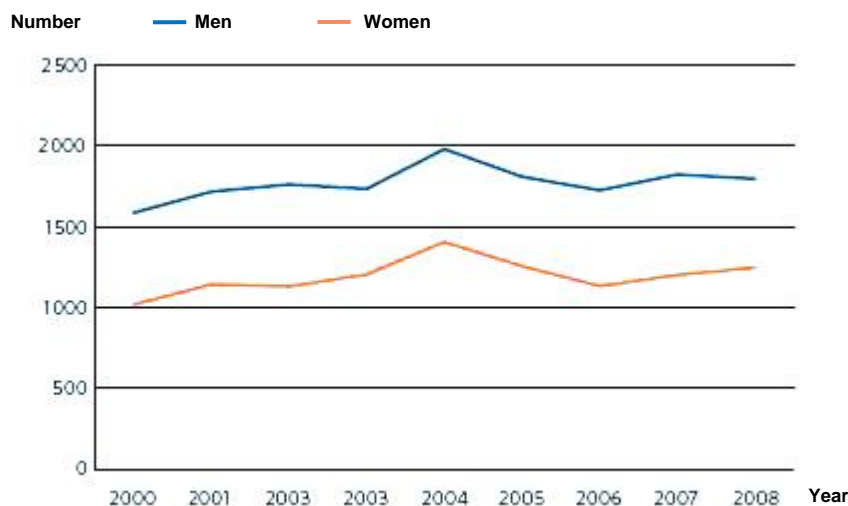
## Development over several years

This year's report begins by studying how accidents such as fires and crimes have developed over a period in Sweden. Even if the report "Comparisons of Security & Safety" has been published for only three years, statistics are in fact available for a number of years. The following reasoning is based on facts from the year 2000 and thereafter.

### More deaths from accidents

In spite of a fall in the number of fatal traffic accidents, the total number of deaths as the result of accidents has increased over the past decade. Each year some 3,000 people die, some 100,000 are hospitalised, and some 700,000 seek help at an emergency centre as the result of an accident. Injury as the result of an accident is the fourth largest cause of death in Sweden. Figure 1 shows the number of deaths from accidents over the period 2000-2008 by gender.

Figure 1. Number of deaths from accidents during the period 2000-2008

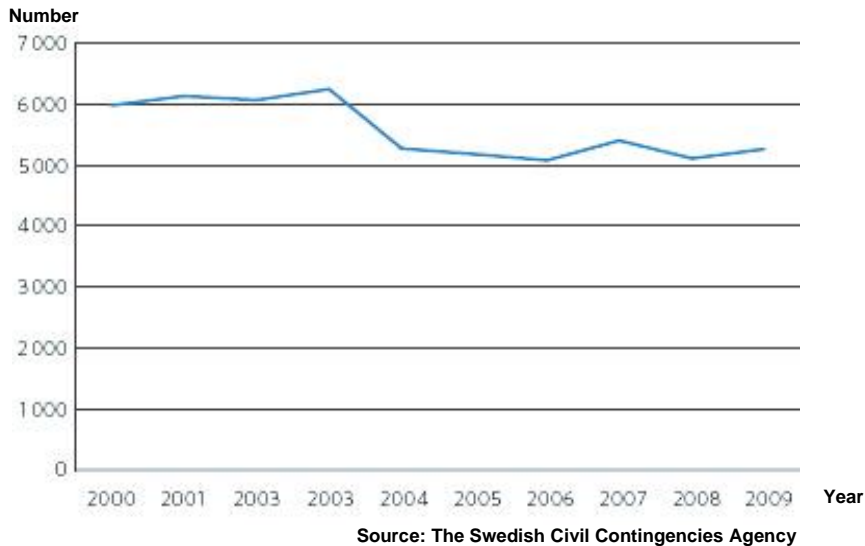


Source: National Board of Health & Welfare

### Number of developed fires constant

The total number of calls which the Swedish rescue services respond to each year during the decade from 2000 has been around 90,000 per year. A slight increase can however be noted during the last five years. Figure 2 shows the trend in the number of calls to developed fires in buildings since the year 2000. A developed fire means that the fire was not extinguished when the rescue service arrived at the scene of the fire. From figure 2 it can be seen that over 5,000 developed fires occur per year in Sweden, and that this figure has been constant over the past five years.

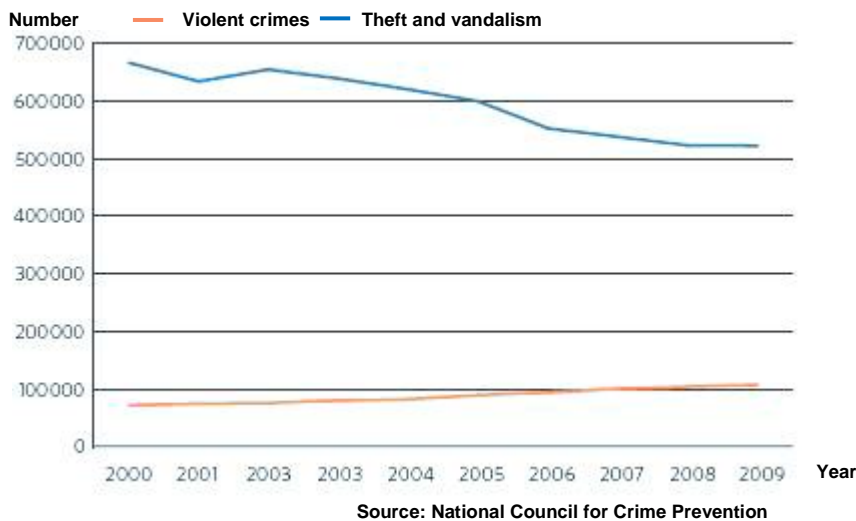
Figure 2. Number of calls to developed fires in buildings 2000-2009



### More crimes of violence – fewer thefts

According to the National Council for Crime Prevention (Brå), the number of reported crimes in Sweden has increased by 85% since 1975. The greatest increase occurred up to 1990. Developments during the period 1990-2006 are characterised by rises and falls around a stable level. Different types of crime have displayed different trends. Reported crimes of violence (crimes against life and limb) have increased during the last decade, while crimes associated with theft and vandalism have declined.

Figure 3. Number of reported violent crimes and thefts during the period 2000-2009



## Local authorities many roles in security and safety

An active policy for security and safety provide the prerequisites for a safe community. Work with security and safety is undertaken both by local authorities as well as by other parties within and close to the local authority's sphere.

The Swedish law covering **protection against accidents** gives local authorities both a responsibility and an obligation to draft a policy statement for rescue operations and fire prevention work, which is often dealt with by the local rescue service, as well as for their wider accident prevention work within the local authority's area. The aim of the policy statement is to create a common platform for the preventive work which is undertaken under the auspices of various legal requirements and responsibilities. Every Swedish local authority has, *inter alia*, a responsibility to work for the prevention of accidents in accordance with the current planning and building legislation, within the traffic safety field, and with injury prevention within the framework for public health commitments.

Under the Swedish law covering **extreme events**, a local authority has the responsibility for its ability to manage an emergency. This responsibility includes even an obligation to produce analyses of the local authority's exposure to risks and vulnerability. This covers both important community services as well as coordinating and facilitating work on risk and vulnerability for other activities in the municipality from a geographic perspective. Most Swedish local authorities have a function for dealing with mental and social care which goes under the abbreviation POSOM. The aim of this support function is to provide, along with the County Council, counselling to individuals who are involved in or witness serious incidents.

The community's work with **crime prevention** consists largely of social work, primarily amongst children and adolescents. This takes place via schools, recreational centres and the social services. From a local authority perspective it is important that even national police activities are pursued with local support. Over the past few years, contracts for cooperation have been drawn up between municipalities and police authorities. In most municipalities this cooperation takes place in the local board for crime prevention. The aim of these contracts is to arrive at a common view about problems, and draw up common policy statements. Even work against organised crime requires assistance from different parties, including local authorities. The granting of permissions, procurement, and the right of priority in all property sales are examples of how a local authority can counteract organised crime.

In addition to the three aspects described above there is a further dimension to municipal security work, namely that of internal control. This essentially concerns internal security work which takes place in order to create conditions which enable the local authority's to provide general activities and services. Just as in all organisations and companies, the local authority has a responsibility, as activity provider, for its own internal security matters, both as regards personal security for councillors and officers, as well as for ensuring its ability to provide municipal services to citizens with as few and as short interruptions as possible. Here there is even an important aspect which deals with the local authority's desire to protect economic value, and prevent theft and vandalism by working with external protection, alarm systems and CCTV. This aspect of security work is partially driven by requirements from insurance companies.

*“From a local authority perspective it is important that even national police activities are pursued with local support.”*

### How safe is your local authority?

Twelve result indicators and two resource indicators are presented in this benchmarking Report. The results in their turn can be divided into comparative results: i.e. how many people are injured, how many fires occur, how many crimes are committed and how anxiety is experienced, as well as direct results in operations: i.e. how fast help can be provided, how many individuals are educated, etc.

This year, for the first time, local authorities are compared using a mean average value which is based on the four presented result indicators where data is available for most local authorities, i.e. personal injury, violent crimes, theft and vandalism, as well as developed fires. We do not claim that the mean average value provides a holistic view of how safe a municipality is, but we hope that this may indicate which is Sweden's safest local authority. Map 1 shows local authority rankings after mean values of the four selected result indicators.

Map 1. Mean average values (ranking) for result indicator types A1 – A4.

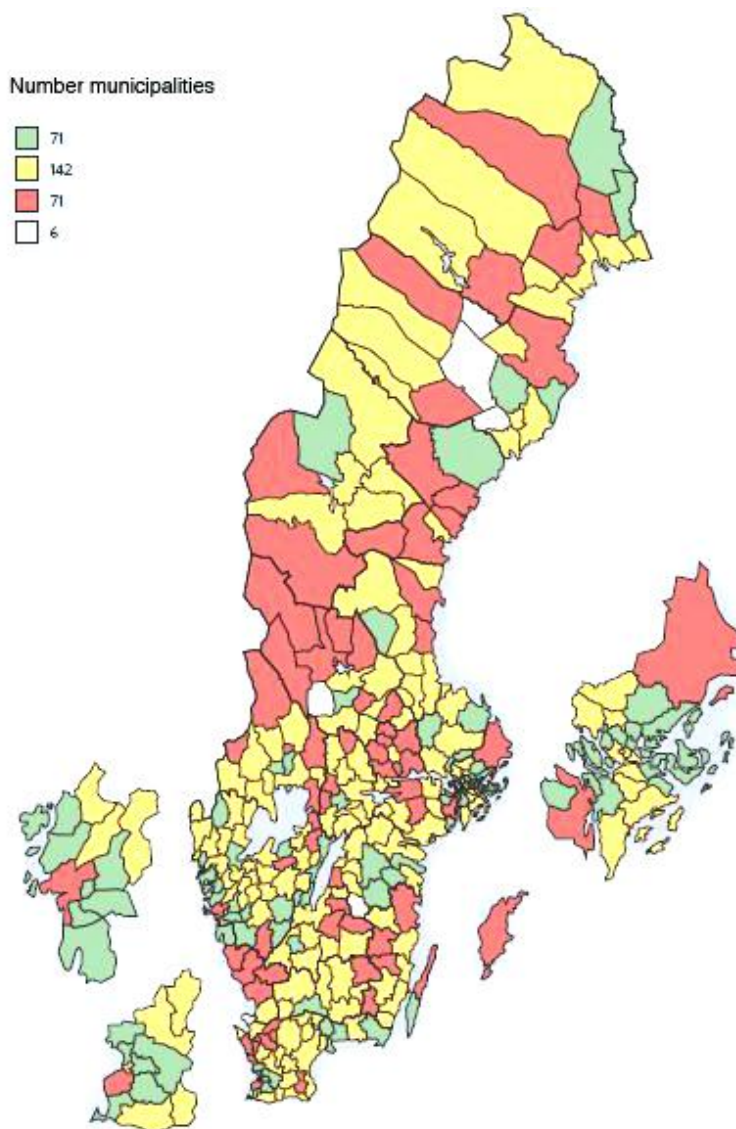




Table 1 presents the 20 local authorities with the best mean average value for 2010. All the municipalities in the top 20 list are small, and display a mixture of rural and suburban character. They vary from Pajala in the north of Sweden to Lomma in the south. Salem and Habo have the highest mean average values, followed by Öckerö and Lomma. The differences between them are however extremely small. Öckerö and Habo display good results in all result indicators. Salem and Lomma display lower results in crime indicators but are better in those indicators concerning personal injury and developed fires. The best municipality amongst large local authorities is Lund with position number 40. All local authority rankings can be seen in the Appendix to the full Report.

**Table 1. Municipalities with the best mean average value for result indicators A1 – A4.**

1. Salem	6. Hammarö	11. Vellinge	16. Orust
2. Habo	7. Knivsta	12. Tjörn	17. Götene
3. Öckerö	8. Mörbylånga	13. Danderyd	18. Pajala
4. Lomma	9. Åtvidaberg	14. Söderköping	19. Vaxholm
5. Nykvarn	10. Bollebygd	15. Staffanstorp	20. Svedala

We have even calculated the mean average value for the previous two years. Salem, Habo, Öckerö, Lomma, Nykvarn, Hammarö, Knivsta, Åtvidaberg, Bollebygd, Vellinge, Tjörn, Söderköping, Staffanstorp, Götene and Pajala are all amongst the 20 municipalities which have had the best mean average value during the entire three-year period. Three of the local authorities in the table above are on the list for the first time, namely Orust, Vaxholm and Svedala.

We have also studied the trends for these three years in order to be able to identify the municipalities where results have improved. Those municipalities which have improved their results the most during the years in question are Orust, Dals-Ed and Mörbylånga. Amongst large and larger municipalities we can see that Stockholm, Trollhättan and Kristianstad have improved their mean average values the most.

### **How does your municipality compare with the best?**

Think if all local authorities had the same result as the municipality with the lowest number of injuries, that with the lowest number of crimes, and that with the lowest number of developed fires. How many people would avoid being hospitalized? How many people would avoid being the subject of violent crimes, and how many would avoid seeing their home burgled? How many buildings would avoid being destroyed by fire?

The answer is, that if the result achieved in Staffanstorp applied all over Sweden, some 32,000 fewer people would require hospital treatment after accidents. If the same results as in Ydre and Pajala applied throughout Sweden some 85,000 fewer violent crimes and 390,000 fewer thefts and vandalism would occur. With the same results in the whole of Sweden as in Salem there would be 3,800 fewer fires which lead to destroyed buildings. Reality, however, is not so simple that the entire Country can mirror these top individual municipalities. Yet even the effort to improve results could lead to significant improvements and overall economic savings which theoretically could provide large potential for greater effectiveness and savings in human and material value!

Our comparisons can be used to find good examples of local authorities which have been particularly successful within one or more fields of security work. Since no local authority can claim to be best or worst at everything, all should have something to learn from others, or to teach others. By creating networks, local authorities can develop and spread successful methods. The exchange of information will not only improve security work but may in time even lead to greater achievements in specific goals.

*Since no local authority can claim to be best or worst at everything, all should have something to learn from others, or to teach others.*

When making comparisons it is important to find suitable municipalities to compare oneself with. One natural starting point can be to compare oneself with municipalities which have been particularly successful with their activities, irrespective of their structure or geographical location in Sweden. Where do people experience the greatest security? Which municipalities have the least number of injuries and crimes? Which municipalities have the most well-developed services?

By selecting the most successful municipalities within respective fields, and by comparing their results with ones own municipality, it is possible to easily find out how one compares with the best. Below is a summary of those municipalities which have been most successful, and their results. There is also room in the table to fill in your own municipality's results.

**Table 2. 'Best value' municipalities under each respective indicator.  
For a description of the indicators please see the "Definition" section below.**

	<b>Indicator</b>	<b>Your local authority values</b>	<b>The best municipality</b>	<b>The best municipality value</b>
A1	Personal injury		Staffanstorps	7.5 per 1000 pop
A2	Fires with material damage		Salem	0.15 per 1000 pop
A3	Violent crimes		Ydre	2.1 per 1000 pop
A4	Theft and vandalism		Pajala	14.7 per 1000 pop
A5	Local authority costs for damage		8 municipalities	No damage costs
A6	Insecurity & anxiety – accidents		Lund	64.4%
	Insecurity & anxiety – crime		Öckerö	38.6%
	Insecurity & anxiety – rare incidents		Lund	23.8%
A7	Information and training – undertaken by municipality		Mönsterås	251.9 trained per 1000 pop
	Information and training – percentage trained		Leksand	69.9%
A8	Cooperation – with police		192 municipalities	Yes
	Cooperation – pre-ambulance arrival		214 municipalities	Yes
A9	Dealing with crises		117 municipalities	Complete
A10	Risk and vulnerability – analyses		26 municipalities	Max. value 12
A11	Help in acute situations Rescue service response time		Malmö	7.4 minutes
	Help in acute situations Ambulance response time		Tranås	6.8 minutes
A12	Gender equality in the rescue services		Torsby	18.9 %

## Definitions

All facts are based on statistics from the National Board of Health & Welfare [Epidemiologic centre] (Socialstyrelsen), the National Council for Crime Prevention (Brå), the Swedish Civil Contingencies Agency (MSB), the Swedish Organisation of Local Authorities and County Councils (SKL), the National Police Board (RPS), and Statistics Sweden (SCB). Further information about quality, etc is available on each respective agency's website.

### **A1 Personal injury**

*The number of persons hospitalized (admitted to hospital for at least 24-hours) as the result of unintentional injury (accidents) per 1,000 inhabitants.*

The facts used have been taken from the National Board of Health & Welfare's register of patients (PAR). The register contains, *inter alia*, all ward cases where the patient has been discharged from a Swedish hospital during the year in question as the result of an external cause = accident. One and the same person can only feature once during any one year. These comparisons use statistics for the period 2007 – 2009 and comprise over 300,000 admissions. The number of admissions has then been adjusted using facts from Statistics Sweden on the population in each municipality. That a person is admitted to a hospital does not necessarily mean that the injury was serious. In many cases patients, especially children with relatively minor injuries, are kept in for observation. In other cases the extent of an injury may only be seen later.

### **A2 Fires with damage to property**

*The number of developed fires in buildings per 1,000 inhabitants.*

The facts used have been taken from MSB's register of rescue service responses. The register is based on the response reports submitted by individual rescue services after every call. The register contains, amongst other things, all responses by municipal rescue services to fires in buildings. A building means everything from residential accommodation to public and industrial buildings, etc. A developed fire refers to responses where the object is still alight when the rescue service arrives at the scene of the fire. MSB's response register contains only such fires that have been the subject of a rescue call. The comparisons use statistics for the period 2005 – 2009 and cover some 26,000 calls to developed fires. The number of rescue service responses has then been adjusted using information from Statistics Sweden on the population in each municipality. Results are missing from six municipalities. A contributory reason to this omission is that response reports in paper form are no longer accepted.

### **A3 Violent crimes**

*The number of reported violent crimes per 1,000 inhabitants.*

The facts used have been taken from the National Council for Crime Prevention's (Brå) official statistics. This illustrates criminality based on crimes reported to and investigated by the Police, Customs, Prosecution, Courts and the Prison Service. Non-reported crimes are not included in criminal statistics. Crimes which were committed earlier but reported during the year are included in these statistics as are crimes reported in Sweden but committed overseas. The statistics even include, to a small degree, reported crimes which in connection with later investigations reveal were not crimes. The crime category 'violent crimes' includes 'deadly violence', 'attempted murder or manslaughter', 'assault and battery including aggravated battery', 'rape including serious rape', 'serious abuse of women', 'serious abuse', 'assault against employees', together with 'robbery and serious robbery'. This comparison uses statistics for the period 2007 – 2009 and comprises over 300,000 reported violent crimes. The number of reported crimes has then been adjusted using information from Statistics Sweden about the population in each municipality.

#### **A4 Theft and vandalism**

*The number of reported thefts and acts of vandalism per 1,000 inhabitants.*

The facts used have been taken from the National Council for Crime Prevention's (Brå) official statistics. These statistics illustrate criminality based on the crimes reported to and investigated by the Police, Customs, Prosecution, Courts and the Prison Service. Non-reported crimes are not included in criminal statistics. Crimes which were committed earlier but reported during the year are included in these statistics, as are crimes reported in Sweden but committed overseas. These statistics even include to a smaller degree reported crimes which in connection with later investigations show were not crimes. The category theft and vandalism includes the 'theft, vandalism of vehicles', 'thefts from vehicles', 'burglary', 'theft and shop lifting', 'theft of firearms, ammunition and explosives', 'other theft crimes together with 'robbery including serious robbery'. This comparison uses statistics for the period 2007 – 2009 and comprises nearly 1.6 million reported thefts and acts of vandalism. The number of reported crimes has then been adjusted using information from Statistics Sweden about the population in each municipality.

#### **A5 Local authority costs for damage**

*Gross municipal costs for vandalism in thousands of SEK per 1,000 inhabitants.*

The facts used have been taken from a questionnaire distributed by the Swedish Organisation of Local Authorities and County Councils (SKL) to local authorities during 2009 and which included questions about their costs for various damage. Indicator A5 is based on the question "What costs has your municipality incurred, excluding municipal companies, for vandalism such as broken windows, arson, graffiti or other vandalism? Specify in thousands of SEK, gross for 2008 – before insurance payments." Replies have been given either in absolute numbers or in estimated intervals of thousands of SEK: 0, 1-100, 101-250, 251-1000, 1 001-2 500, 2 501-10 000 and over 10 000. Costs for damage have then been adjusted using information from Statistics Sweden about the population in each municipality.

#### **A6 Insecurity and anxiety**

*The number of individuals who sometimes or often worry about being involved in some form of accident, a crime or an infrequent incident .*

Data about anxiety for accidents, crime and infrequent incidents are gleaned from the questionnaire on security and safety undertaken by the Swedish Civil Contingencies Agency (MSB) during the winter of 2010. The survey included a question about how often individuals feel anxious about being affected by various accidents, various crimes and various infrequent incidents. Replies were graded from never to always, and the alternatives sometimes, often and always have been combined to a single measure of anxiety.

The types of accidents included in the question of whether individuals are anxious for some form of accident, were fires, drowning, electrocution, falls, aircraft, boat or train accidents, poisoning, natural catastrophes and traffic accidents. The types of crimes included in the term some form of crime were burglary together with violence and assault. The equivalent for infrequent incidents were disruptions in drinking water supplies for more than 24 hours or electricity supplies for more than 24 hours, breaks in IT or TV for more than 24 hours, a pandemic, war or warlike situation and terrorism.

Not all municipalities participated in the survey. This means that the comparison only allows the presentation of results from 73 of 290 local authorities.

## **A7 Information and education**

*The number of persons which has been educated by the municipality to prevent or deal with fires or other accidents per 1,000 inhabitants.*

The Swedish Civil Contingencies Agency (MSB) summarises annually, in cooperation with County Councils, facts about to which extent municipalities ensure that the law on protection against accidents is followed. In their evaluation for 2009, municipalities or municipal-associations were asked about how many persons were educated by the local authority with the aim of strengthening the individual's ability to prevent or deal with fires or other accidents. The number of persons educated has then been adjusted using information from Statistics Sweden about the population in each municipality. Note that the indicator is based on information submitted by individual municipalities and municipal associations or the equivalent. All municipalities which form part of a municipal association are afforded the same value even if there are differences between individual local authorities.

*The proportion of individuals who have been educated in first aid, emergency management or preventive activities.*

Data about the percentage of individual who have participated in first aid, emergency management or accident prevention work are obtained from the survey on security and safety implemented by The Swedish Civil Contingencies Agency (MSB) during winter 2010. This included the question "Have you done any of the following for your own security?" Those that answered "Yes" to the alternative "Taken a first aid course", "Taken a course in emergency management" or "Taken a course in accident prevention", are included in the sample for the comparison.

Not all municipalities participated in the survey, which means that the sample only allows a presentation of results from 73 of 290 municipalities.

## **A8 Cooperation**

*Have the municipality and Police signed an agreement on cooperation in 2010 or earlier?*

Those local authorities and Police forces which have notified that they have signed an agreement on cooperation have received a "yes" in the summary. The survey was undertaken during 2010 by the National Police Board (RPS) which collected agreements with local authorities in accordance with the model for locally supported national police operations and title "agreements between the Police and municipalities for locally supported national police operations". The facts are based on RPS statistics from the 1<sup>st</sup> October 2010.

*Do the County Council and the Municipality cooperate regarding activities while waiting for an ambulance?*

The Swedish Civil Contingencies Agency (MSB) summarise annually, in cooperation with the county administrations, facts about the extent to which municipalities ensure that the law on protection against accidents is followed. In an analysis from 2009, all municipalities or municipal associations were asked whether their rescue services do anything while waiting for an ambulance to arrive.

Note that the indicator uses data which can either have been submitted by individual municipalities, municipal associations or the equivalent. All local authorities included in a municipal association are afforded the same value even if there can be variations between local authorities.

## **A9 Emergency management**

*Emergency management ability – a municipality’s own assessment of its ability to maintain important services during an emergency.*

The Swedish Civil Contingencies Agency (MSB) undertakes annually, in cooperation with county administrations, an assessment of local authorities’ preparatory work in accordance with the law on municipalities and county council’s emergency preparations prior to and in connection with an exceptional event both in peace-time and in states of readiness.

A municipality has good abilities to deal with an exceptional event, that is to say an ability to undertake necessary measures to ensure that those services which the municipality deem must always function and provide its population and media with sufficient and correct information about the incident. The criteria for the three alternatives are:

### *Fully met*

- The Municipal’s emergency leadership (both elected councillors and officers) together with heads of departments for those services which must always function have been educated and trained during the last two years.
- The Municipality has preparations (organisation, staff and other resources) for information to citizens and its own staff in connection with an exceptional event.
- The Municipality has a plan for continuous education and training of the Municipality’s leadership and affected departments.
- The Municipality has taken measures which ensure competent leadership through technical reinforcement measures at its operations centre with reserve power, uninterrupted electrical power supply, external protection and improved communication security (telephone and computer traffic).

### *Partially met*

- The Municipality’s emergency leadership (both elected councillors and officers) together with heads of departments for those services which must always be functional have been educated and trained during the current term of office.
- The Municipality has made preparations (organisation, staff and other resources) for information to citizens and its own staff in connection with an exceptional event.
- The Municipal leadership’s operations centre has access to reserve power.

### *Not met*

- None of the above alternatives have been achieved.

## **A10 Risk and vulnerability**

*The number of services for which local authorities have stated that they have implemented risk and vulnerability analyses.*

Each year the Swedish Civil Contingencies Agency (MSB), via the county administrations, asks local authorities about how they work with emergency preparations. One of the questions is intended to illustrate in what detail they undertake analyses of risks and vulnerability. The aim of this work is to determine how essential community services are organised in order to function during periods of strain such as major storms, electricity rationing, IT-attacks, etc. Through active analyses it should be possible to discover critical defects in service provision which can then be dealt with.

In their survey MSB posed the following questions “Is there a summarised version of the comprehensive operative risk and vulnerability analysis (RSA-work) for the Municipality, prepared in accordance with the law on exceptional events, chapter 2 paragraph 1”, and “For which of the following services have risk and vulnerability analyses been undertaken during the past four years?” The services concerned are:

- Central administration including information services
- Aged care
- Individual and family care services
- Disabilities
- Schools
- Nursery schooling
- Local electricity supplies
- Drinking water supplies
- District heating supplies
- Environmental and health protection
- Other municipal services
- Other important services

In benchmarking indicator A10 every area has been given a point. Therefore, if a municipality has undertaken RSA-work within all fields and even drafted a comprehensive summarised RSA for the local authority area one receives 12 points, the maximum for this indicator.

#### **A11 Assistance in acute situations**

*Emergency call processing time. Median time is measured in minutes.*

Information about emergency call processing times comes from the organisation ‘SOS Alarm’ which currently coordinates emergency calls in Sweden. ‘Emergency call processing time’ refers to the time from the call being received by the alarm coordination centre to the time the call reaches the rescue services. Note that only responses to save life, property or the environment are included. This comparison includes information about emergency call processing times for the period 1<sup>st</sup> June 2009 until the 31<sup>st</sup> May 2010. The indicator uses a median value expressed in minutes.

*Response times for the rescue services, i.e. the time from the emergency call is received until the first resource is at the scene. Median time is measured in minutes.*

Information about emergency call processing time comes from the organisation ‘SOS Alarm’ which currently coordinates emergency calls in Sweden. ‘Emergency call processing time’ refers to the time from the call being received by the alarm coordination centre to the time the rescue services arrive at the scene. Note that only responses to save life, property or the environment are included. This comparison includes information about emergency call processing times for the period 1<sup>st</sup> June 2009 until the 31<sup>st</sup> May 2010. The indicator uses a median value expressed in minutes.

*Emergency call processing time for an ambulance. Median time is measured in minutes.*

Information about emergency call processing time comes from the organisation ‘SOS Alarm’ which currently coordinates emergency calls in Sweden. ‘Emergency call processing time’ refers to the time from the call being received by the alarm coordination centre to the time the call reaches the ambulance service. Note that only priority 1 responses are included. This comparison includes information about emergency call processing times for the period 1<sup>st</sup> June 2009 until the 31<sup>st</sup> May 2010. The indicator uses a median value expressed in minutes.

*Response times for an ambulance, i.e. the time from the emergency call being received until the first resource is at the scene. Median time is measured in minutes.*

Information about emergency call processing time comes from the organisation 'SOS Alarm' which currently coordinates emergency calls in Sweden. 'Emergency call processing time' refers to the time from the call being received by the alarm coordination centre to the time an ambulance arrives at the scene. Note that only priority 1 responses are included. This comparison includes information about emergency call processing times for the period 1<sup>st</sup> June 2009 until the 31<sup>st</sup> May 2010. The indicator uses a median value expressed in minutes.

#### **A12 Gender equality in the rescue service**

*The proportion of women working as fire personnel in emergency response duties.*

Each year the Swedish Civil Contingencies Agency (MSB), in cooperation with the county administrations, summarises information from local authorities about how they work with the law on protection from accidents. Local authorities or municipal associations are asked to state how many of their employees are engaged as firemen or leaders in first responder services and what proportion are women.

Note that the indicator is based on data which has been submitted by individual municipalities, municipal associations or the equivalent. All municipalities which are part of a municipal association are afforded the same value even if there can be differences between individual local authorities.

#### **B1 Personnel**

*The number of annual employment positions which either full-time or part-time serve as firemen in first responder services per 1,000 inhabitants.*

Each year the Swedish Civil Contingencies Agency (MSB), in cooperation with the county administrations, summarises information from local authorities about how they work with the law on protection from accidents. Local authorities or municipal associations are asked to state how many of their annual employment positions are engaged as firemen or leaders in first response services. The number of annual employment positions has then been adjusted after data from Statistics Sweden about the population in each municipality.

Note that the indicator is based on data which has been submitted by individual municipalities, municipal associations or the equivalent. All municipalities which are part of a municipal association are afforded the same value even if there can be differences between individual local authorities.

*The number of annual employment positions working with accident prevention matters per 1,000 inhabitants.*

Each year the Swedish Civil Contingencies Agency (MSB), in cooperation with the county administrations, summarises information from local authorities about how they work with the law on protection from accidents. Local authorities or municipal associations were asked to state how many of their annual employment positions are engaged in inspections in accordance with the law on protection from accidents, and how many annual employment positions are involved in information or advisory services in accordance with chapter 3 paragraph 2 of the law on protection from accidents. The number of annual employment positions has then been adjusted using facts from Statistics Sweden about the population in each municipality.

Note that the indicator is based on data which has been submitted by individual municipalities, municipal associations or the equivalent. All municipalities which are part of a municipal association are afforded the same value even if there can be differences between individual local authorities.



*The number of annual employment positions coordinating the local authority's emergency preparedness per 1,000 inhabitants.*

Each year the Swedish Civil Contingencies Agency (MSB), in cooperation with county administrations, undertakes an analysis of local authorities work with emergency preparedness in accordance with the law on municipalities and county councils work prior to and in connection with exceptional events both in peace-time and in states of readiness. The 2009 analysis asked how large the personnel resources are for coordinating the Municipality's work with emergency preparedness. Answers were given proportionally, i.e. in percent of an annual employment post. These proportions have then been recalculated to annual employment positions and subsequently adjusted using information from Statistics Sweden about the population in each municipality.

*The number of annual employment positions working with security matters per 1,000 inhabitants.*

The information was obtained via a questionnaire sent out to local authorities by the Swedish Organisation of Local Authorities and County Councils (SKL) during 2009 and which, *inter alia*, included questions about the number of annual employment positions involved in security matters. The number of annual worker positions has been subsequently adjusted using information from Statistics Sweden about the population in each municipality.

## **B2 Costs**

*Costs for rescue services per inhabitant in SEK.*

The costs relate to the rescue services efforts with the aim of preventing and dealing with fires, accidents, damage and other acute situations. The presentation shows gross costs for the year 2009. Gross costs have then been adjusted using information from Statistics Sweden about the population in each municipality. Local authorities have various book-keeping and costing policies for such items as depreciation, internal rental and deferred personnel costs.

*Reimbursement for emergency management per individual in SEK.*

Every municipality receives an annual central government grant for tasks within their emergency management system. A supplement is paid to Stockholm, Gothenburg, Malmö and certain adjoining municipalities due to the special risks associated with large population centres, and because of substantial additional work over municipal boundaries in related questions of risk and vulnerability. The grant amounts shown are for 2010 and are adjusted with information from Statistics Sweden regarding the population in each municipality.

*Costs for security work per inhabitant in SEK.*

The information has been obtained via a questionnaire sent out to local authorities by the Swedish Organisation of Local Authorities and County Councils (SKL) during 2009 and which, *inter alia*, included questions about the number of annual employment positions involved in security matters along with costs for security guard services. The number of annual employment positions has been subsequently recalculated to a cost per annual employment post. These costs have then been adjusted using information from Statistics Sweden about the population in each municipality.

## Model-generated values

Local authorities differ as regards their geography, demography and socioeconomic factors. These factors influence their results in respect of personal injury, fires with property damage, crimes of violence, as well as theft and vandalism. Consequently even model-generated values for these categories are presented and can be interpreted as the result each municipality should have based on local conditions. Model-generated values have been assembled using statistical regression analysis where the actual result has been compared with variables for local conditions. Model values display a confidence interval of 95-percent, which expresses the inherent uncertainty in the calculation.

Local authorities have been classified according to whether they have more or fewer actual fires than indicated by the model. Classification depends on whether the actual value lies outside the confidence interval. If the actual value does not lay outside the confidence interval the Municipality is considered to have as many fires as predicted by the model. The same applies to personal injury, crimes of violence, and theft and vandalism.

The method for developing the model-generated values is further described in a report from the Swedish Fire & Rescue Agency (NCO 2008:11, 199-197/08).

## Background variables

### **Population**

The total population as at 31<sup>st</sup> December 2009. Source: Statistics Sweden.

### **Proportion over 80 years of age**

The proportion of the population which is over 80 years of age on the 31<sup>st</sup> December 2008. Source: Statistics Sweden.

### **Average income**

Average income for persons over 20 years of age on the 31<sup>st</sup> December 2008. Source: Statistics Sweden.

### **Gini coefficient**

The Gini coefficient is a measure of the range of incomes in a local authority. The coefficient can vary between 1 and 0. A high value illustrates larger inequalities than a low value.

The Gini coefficient is based on year 2008. Source: Statistics Sweden.

### **Sick leave index**

The sick leave index is a measure of the number of days where sickness benefits, employment accident benefits, rehabilitation benefits, activity and illness benefits from social insurance have been paid out. The sick leave index is calculated by totalling the number of days where sickness benefits, employment accident benefits, rehabilitation, activity and illness benefits from social insurance have been paid out, divided by the population in the age-group 16-64 years. The sick leave index is based on year 2007. Source: Statistics Sweden.

**Economic support**

The number of persons per 1,000 inhabitants who received financial support during the year 2008. Source: Statistics Sweden.

**Education**

The proportion of the population in the age-group 16-74 with less than 3-year post-college education. Information applies to the year 2008. Source: Statistics Sweden.

**Degree of urbanisation**

The proportion of a municipality's population living in a built-up area in comparison to the local authority's total population in the year 2005. A built-up area is defined as a collection of housing with at least 200 souls, where the distance between buildings does not exceed 200 metres. Source: Statistics Sweden.

## 2. Three sectors in greater detail

### The difference between anxiety and actual experience

The type of incidents which more than 40 percent of Sweden's population sometimes or often worry about are traffic accidents, burglaries, crimes of violence and assault, along with fires. This finding shows up in a survey on security and safety undertaken by the Swedish Civil Contingencies Agency (MSB) during the winter 2010. The same survey shows that relatively few people have been affected by such incidents over the past five years. Further analysis also shows that those affected by a certain incident generally worry more about this type of incident than those who have not been affected.

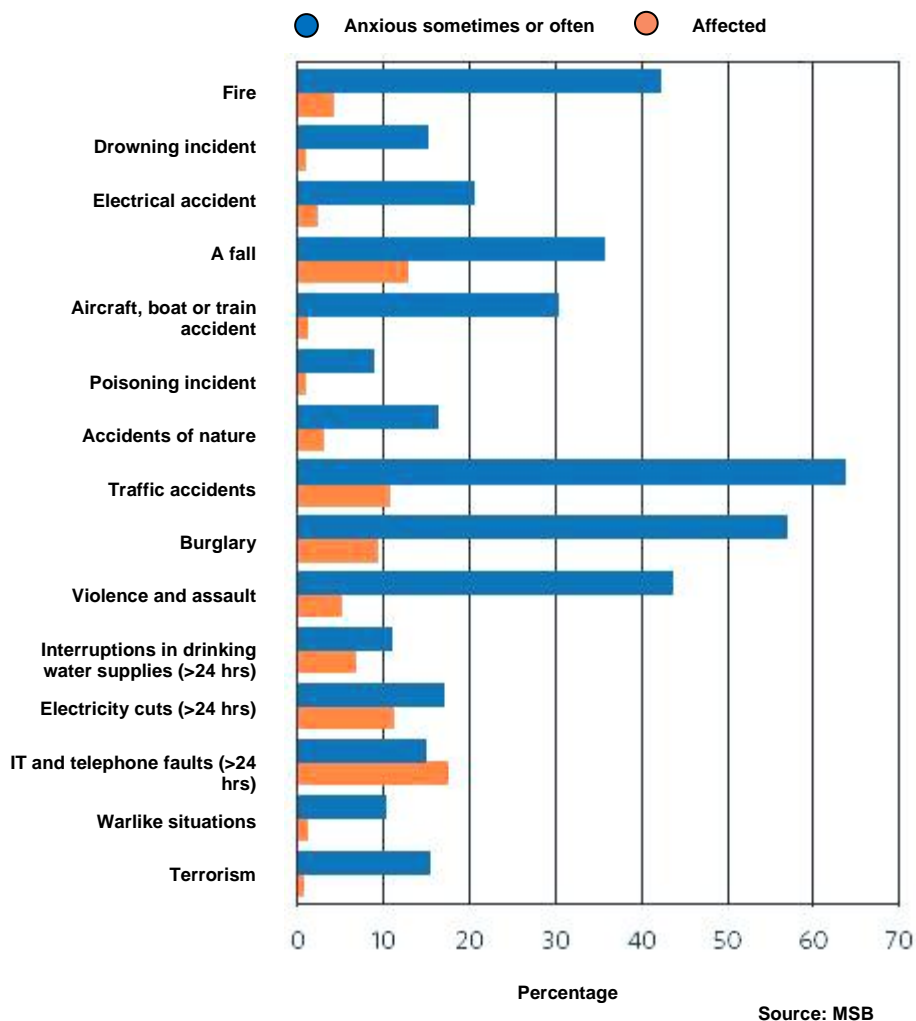
The survey shows that for most incidents there are large differences between how many are involved in an accident, crime or rare incident, and the degree people worry about similar incidents. Figure 4 shows both the proportion of individuals affected by various accidents, crimes and rare incidents, and the proportion of individuals who sometimes or often worry about a similar incident.

Figure 4 also shows that the difference between being affected and being anxious is greatest for traffic accidents, burglaries, crimes of violence and assault, along with fires. Equivalent analyses at municipal level show the same results, i.e. the proportion of individuals who worry about being affected by various incidents is significantly greater than the proportion who say that they have been affected.

In general, people are most anxious of being affected in a traffic accident, a burglary, a crime of violence, an assault, or a fire. A comparison of local authority results for such incidents shows that people are least worried of being affected by a burglary and traffic accident in Öckerö, least anxious for a crime of violence or an assault in Skellefteå, and least worried for a fire in Växjö. It should be pointed out that not all municipalities contributed to the survey, which means that comparisons are based on results from only 73 of 290 local authorities.

*In general, people are most anxious of being involved in a traffic accident, a burglary, a crime of violence, an assault, or a fire.*

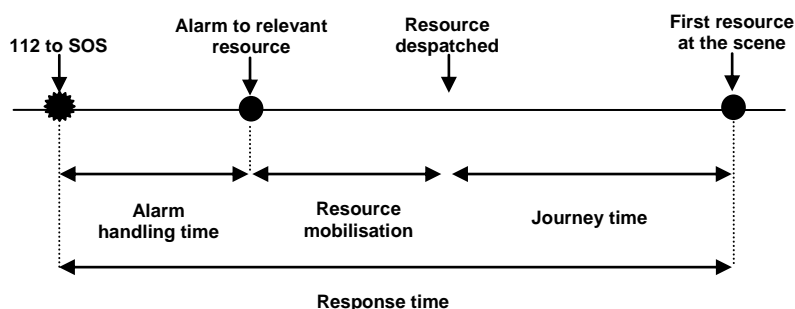
Figure 4. The proportion of individuals affected by an incident together with the proportion of individuals who sometimes or often worry about being involved in an incident.



### The importance of quick help in acute situations

Receiving help quickly when accidents or crimes occur is one of the greatest expectations on organisations such as the Police, and the rescue and ambulance services. In an emergency these services can be reached through the European emergency telephone number 112. This year’s comparison audit includes data which shows how fast help in the form of an ambulance and/or rescue services reach inhabitants in Sweden’s local authorities. As in previous years the Police have regrettably declined to openly present details about how quickly citizens get help in emergency situations.

Figure 5. The alarm chain from accident to help at the scene.



For the person affected by an acute situation it is important to receive help as soon as possible, i.e. it is important to minimise the time from an emergency call being answered at the Alarm centre to the first resource arriving at the scene. In order to measure how effectively local authorities and the SOS Alarm work together, the actual response time in the alarm chain from this year's indicator is compared with the simulated (planned) response times presented in the benchmark audit – Security and safety 2008. The simulated times from 2008 are based on theoretical journey, mobilisation and alarm handling times from the nearest fire station to all registered residents, i.e. a residential unit which represents the surroundings where most accidents occur. Acute situations occur of course even in other surroundings, such as places of work and out in traffic, but the simulated response time should act as a reasonable approximation for how quickly a municipality plans for their rescue services to reach the scene of an accident.

If the real time is longer than the planned time, the alarm chain should be studied in more detail and appropriate measures taken. If the opposite occurs, i.e. the actual time is shorter than the planned time, this indicates a high degree of efficiency. In 31 municipalities the actual response time during the past year is shorter than the simulated time.

According to the report “The significance of the time factor in connection with rescue service responses” (Swedish Rescue Agency (Räddningsverket), 2004) a shorter time from alarm to help can be translated into a community saving in Swedish kronor (SEK). The socio-economic monetary value is a comprehensive judgement of life saved and reduced personal, property, and environmental damage. Different values apply to different types of accident. For example, a higher value applies in connection with a drowning incident than for the release of a dangerous substance. The average value is SEK 6,000 per minute for each and every emergency call to the rescue service. This figure is based on a normal distribution of calls in a municipality with about 1/3 automatic fire alarms, 1/3 rescues and 1/3 fires. The difference between total simulated and actual response times for those municipalities where actual time exceeds simulated time is 115,000 minutes over the course of a year. Multiplied by SEK 6,000 per minute this means that if all local authorities could reach the accident scene as fast as the planned time, and as in the 31 best municipalities, damage costs could be reduced by SEK 690 million per annum.

*“The average value is SEK 6,000 per minute for each and every emergency call to the rescue service.”*

Landskrona, Tomelilla, Skurup, Kumla and Jönköping are those municipalities where the time difference has had the greatest effect on reducing the costs of incurred damage.

An important part of the alarm chain is how fast the SOS Alarm organisation can get the first resource on its way to an accident scene. Certain local authorities are themselves responsible for calling out their emergency services, albeit in close cooperation with SOS Alarm. Over the past few years improvements have been made within just the alarm chain, and several municipalities with good results are organised under SOS Alarm centres which have significantly improved their alarm handling times. According to SOS Alarm, the average time (in Sweden) from receipt of an emergency call to the

alarm reaching the first resource was 107 seconds, while in the best centre, in Malmö, it took 68 seconds.

In connection with an evaluation of data about the time from emergency call to provision of help, it appears that in municipalities which employ early alarm calls (i.e. the issue of a preliminary alarm while disseminating more exact information from the emergency call, with the aim of shortening response time) are at the accident scene half a minute faster. Several local authorities with good results have also introduced what is known as ‘first response units’. This concept, by which a single fireman from a part-time station drives directly to the accident scene, produces the same response time of a full-time station fireman. Even digital alarms shorten alarm handling times. This working method involves very limited extra costs at the same time as it provides citizens with faster help.

### **A local presence steers the distribution of resources**

In preparing this year’s report we have had the ambition to reinforce the evaluation of how local authorities invest resources within the security and safety sector. It has however been difficult to obtain a complete picture of this sector, especially for what can be called security work. Essentially, much of the costs for the community’s security work falls on parties other than the local authority. The Police and the Courts, private companies, and individual are all examples of others who foot the bill for security efforts within the local authorities’ geographical area.

In a questionnaire sent out to all local authorities in Sweden they were asked how much each invested in the provision of manned guard services, as well as how many annual employment positions are engaged in security coordination services or the equivalent. However, a significant part of security work comprises tasks assigned to a caretaker or janitor, school and related staff, social workers, etc the costs for which do not show up in the survey. In addition, neither are the costs for insurance and investments in security services such as alarms and security cameras included.

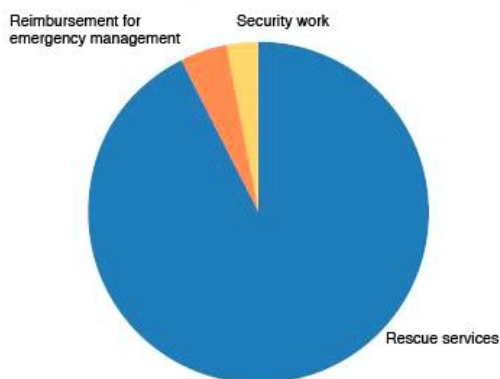
The costs for municipal rescue services are presented annually in Statistics Sweden’s (SCB) summary of municipal accounts. While we have chosen to present gross costs, there is a significant difference between what overall tasks are covered within the framework for these costs. Some municipalities pursue a limited service confined to accidents which can result in rescue responses, while other municipalities adopt a wider approach.

Local authorities receive an annual central government grant for tasks within the emergency management system, and this forms the reimbursement for emergency management shown in Figure 5. In addition to central government funding, local authorities also invest additional resources in emergency management.

The figure below illustrates the distribution between the cost indicators which are included in this year’s audit of comparisons.

*“The Police and the Courts, private companies and individual are all examples of others who foot the bill for security efforts within the local authorities’ geographical area.”*

Figure 6, Distribution between local authority costs for rescue services and security work, together with reimbursement for emergency management.



This limited comparison shows that a very large proportion of the total allocated resources are devoted to rescue services. It is primarily the demand for a local presence of rescue resources in smaller settlements which push up the costs for rescue services. It should be possible for the resources required for this purpose to be used even for other security tasks in order to improve effectiveness in security work and improve safety. Several local authorities use their rescue service for tasks other than the minimum stipulated by law. The introduction of active measure while waiting for an ambulance to arrive, and which are now employed in 214 local authorities, is one example of this. In 2006 the Swedish Rescue Agency (SRV) issued a report entitled 'The joint use of communal on-call and preparatory services is profitable'. This report presented an idea on how such services can be coordinated for certain tasks in an emergency situation. A government pilot study is currently under way on common resources within the sector covering public order, security and health.

*"It is primarily the demand for a local presence of rescue resources in smaller settlements which push up the costs for rescue services."*



## 3. New indicators

### **Indicator A5 – Local authority costs for damage**

*Measured: Gross municipal costs for damage from vandalism in thousands of SEK per 1,000 inhabitants. This indicator is under development and there are shortcomings in the quality of the basic material. Source: SKL*

During the autumn of 2009 the Swedish Organisation of Local Authorities and County Councils (SKL) carried out a questionnaire which covered, *inter alia*, the costs of damage from vandalism which local authorities presented in their 2008 accounts. The survey covered all local authorities and data is available from 173 of these. Some municipalities have been able to specify an actual cost for this damage while others have estimated their costs within a specified interval.

Local authorities are owners of many properties and installations. School buildings, bus shelters, vehicles, and even traffic signs are often the subject of broken windows, graffiti or other vandalism. According to the SKL survey, the cost for those municipalities who replied is some SEK 340 million per annum. If one assumes that those municipalities which did not answer the questionnaire have the same average costs, vandalism costs the Country's local authorities a total of SEK 570 million per annum. This is money which could otherwise be spent on municipal activities. For example, this sum is the equivalent of almost 1,400 full-time annual jobs in the Country's local authorities.

It is mainly small and middle-sized municipalities which display the lowest costs for damage per inhabitant. The municipalities with the highest costs for damage are primarily large towns and those in the suburbs.

### **Indicator A6 – Insecurity and anxiety**

*Measured: The number of individuals who are sometimes or often anxious of being involved in some form of accident, crime or rare incident. Source: MSB*

Data about anxiety for accidents, crimes and rare incidents are gleaned from the questionnaire on security and safety undertaken by The Swedish Civil Contingencies Agency (MSB) during the winter of 2010. The survey included a question which asked how often individuals feel anxious about being affected by various accidents, various crimes and various rare incidents. Replies were graded from never to always, and the alternatives sometimes, often and always were combined to a single measure of anxiety.

The types of accidents included in 'the measure of anxiety' were a fire, drowning, electrocution, a fall, aircraft, boat or train accidents, poisoning, accidents of nature, and traffic accidents. The types of crimes included in the term 'anxiety for some form of crime' were burglary together with violence and assault. The equivalents for 'rare incidents' were disruptions in drinking water supplies for more than 24 hours, electricity cuts for more than 24 hours, breaks in IT or TV for more than 24 hours, a pandemic, a war or warlike situation, and cases of terrorism.

For various reasons many local authorities have chosen not to participate in the survey. Information from the survey therefore allows the presentation of results from only 73 of 290 local authorities. An analysis of the data shows that there are no great differences between municipalities as regards anxiety for accidents. Residents in Öckerö, Lund, Skellefteå, Kalix, Örnsköldsvik and Tjörn are less anxious for crime. As regards anxiety for rare types of incidents there are small or no differences at all between local authorities.

### **Indicator A7 – Information and education**

*New supplementary measurement: The number of persons who have been educated by a municipality to prevent or deal with fires or other accidents per 1,000 inhabitants.*

Source: MSB

New measurements that supplement the existing indicator. The existing indicator is based on information from local authorities about the number of people educated by municipalities. The new statistics are based on data about the proportion of individuals who say they have participated in first aid, crisis management or accident prevention courses, and are obtained from the survey on security and safety implemented by The Swedish Civil Contingencies Agency (MSB) during winter 2010. This survey included the question “Have you done any of the following for your own security?” Those that answered “Yes” to the alternatives “Taken a first aid course”, “Taken a course in emergency management” or “Taken a course in accident prevention”, are included in the sample for the comparison.

For various reasons many local authorities have chosen not to participate in the survey which means that the sample only allows a presentation of results from 73 of Sweden’s 290 municipalities. Inhabitants in Leksand and Stenungsund are those with greatest participation in first aid, crisis management or accident prevention courses.

### **Indicator A10 – Risk and vulnerability**

*Measured: The number of services where local authorities have stated that they have implemented analyses of risk and vulnerability. Each sector gives one point which can result in a maximum of 12 points.*

Every year the Swedish Civil Contingencies Agency (MSB), via the county administrations, asks local authorities about their work with emergency preparations. One of the questions is intended to illustrate in what detail they undertake analyses of risks and vulnerability. The aim of this work is to determine how essential community services are organised in order to function during periods of strain such as a major storm, electricity rationing, IT-attack, etc. Through active analyses it should be possible for various activities to identify critical defects in service provision, which can then be dealt with. The obligation to undertake a risk and vulnerability assessment is specified in the law governing local authorities measures in preparation for and in connection with exceptional events both in peace time and in times of heightened alert.

In their survey, the Swedish Civil Contingencies Agency (MSB) posed the following questions “Is there a summarised version of the comprehensive operative risk and vulnerability analysis for your municipality, prepared in accordance with the law on exceptional events, chapter 2 paragraph 1”, and “For which of the following services have risk and vulnerability analyses been undertaken during the past four years?”

- Central administration, including information services
- Aged care
- Individual and family care services
- Disabilities
- Schools
- Nursery schooling
- Local electricity supplies
- Drinking water supplies
- District heating supplies
- Environmental and health protection
- Other municipal services
- Other important services

26 municipalities state that they have a comprehensive risk and vulnerability assessment (RSA) and that all 11 sectors have been documented. The median value for Sweden as a whole is 8. Among the 26 municipalities with the maximum tally of 12 points are both small and large local authorities spread over the entire Country.

The service where most local authorities state that they have undertaken a risk and vulnerability assessment (RSA) is the supply of drinking water, where 212 municipalities have done an RSA. Following this is aged-persons care and schools, with 209 and 188 municipalities respectively having completed an RSA.

#### **Indicator A11 – Assistance in acute situations**

*New supplementary measurement: Emergency call processing time. Median time is measured in minutes.*

New measurements that supplement existing values. Alarm handling time constitutes a special presentation of that part of response times which is equivalent to the time from receipt of a 112 call to the Alarm centre notifying the first emergency resource. Times are presented separately for the rescue services and for the ambulance service.

#### **Overall value**

*Measured: Overall value – actual result. The overall value is calculated by combining the result indicators A1 Personal injury, A2 Fires with damage to property, A3 Crimes of violence, and A4 Theft and vandalism presented in this Report.*

*Measured: Overall value – departures from the model-calculated value. The overall value is calculated by combining the departures from model-generated results for result indicators A1 Personal injury, A2 Fires with damage to property, A3 Crimes of violence, and A4 Theft and vandalism presented in this Report. This indicator is under development and there are shortcomings in the quality of the material.*

Overall values have been assembled against the background of a desire to obtain a complete picture of the results in each municipality. An additional aim is to present successful municipalities even more clearly. This refers to municipalities which are normally ranked high in comparison with others when evaluating several indicators. It is important to point out that behind the overall value concept, both high and low values can be hidden in the result indicators. We do not claim to provide a comprehensive picture of goal attainment in municipal services, but the overall value concept does provide an indication about how well a municipality has succeeded. Chapter 1 discusses the indicator *Overall value – actual results*. Appendix 2 in the full Report provides a description of the methodology used to produce this indicator.

It is not certain that the actual results properly describe how well work on security and safety functions in a municipality. This depends on the fact that actual results for accidents and crimes can be largely explained by local conditions such as socio-economic and demographic factors. Consequently, even model-generated values are presented for these results, which can be interpreted as the result the local authority should have attained with regard to its local conditions. Model-generated values have been produced by help of statistical regression analysis.

Model-generated values also make it possible to discover municipalities whose methods and working practice can be especially interesting to study.

We have therefore even calculated the overall value of departures from the model-generated values, since this is an indication of which municipalities produce better results than they should with regard to local conditions. Such a situation can mean that these municipalities pursue a successful safety strategy. However, it should be stressed that method development is in its infancy and that not all factors may be included in the model-generated values, which can affect certain local authorities.

The list below shows which local authorities, within each respective category, display the greatest difference between results and model-generated values, i.e. the local authorities which can have an effective and interesting security process and which it can be interesting to study further in order to find good examples. A ranking of all participating local authorities is presented in the Appendix to the full Report under the heading *Overall value – departures from model-generated values*.

**Table 3. Municipalities within municipal groupings with the greatest difference between their results and model-generated values.**

Suburban municipalities	Tjörn
Rural municipalities	Övertorneå
Commuter municipalities	Orust
Large urban centres	Gothenburg
Larger towns	Borås
Production-dominated municipalities	Olofström
Other municipalities, 12,000-25,000 inhabitants	Hagfors
Other municipalities, more than 25,000 inhabitants	Mark
Other municipalities, less than 12,000 inhabitants	Karlsborg