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A model performance framework for community-based crime prevention

Anthony Morgan
Peter Homel

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Foreword

There is growing recognition within the government, non-government and private sectors of the value of performance measurement as an important feature of effective program management. In criminal justice and crime prevention programs there has been a trend towards the introduction and refinement of performance measurement frameworks designed to measure progress towards program outcomes. In particular, there has been a focus on ensuring that these frameworks are able to meet the needs of a range of stakeholders and contribute to the overall effectiveness of a program; as opposed to simply existing as part of an organisation's annual reporting requirements.

Performance measurement is about more than financial accountability. The introduction of systematic and rigorous performance measurement processes assists policy makers, program managers and practitioners to monitor program implementation and outcomes, which can help to identify problems that may be impacting upon the overall effectiveness of a program. Once these problems are identified, strategies to overcome them can be developed and implemented and the capacity of a program to deliver the outcomes that are desired can be improved.

The Australian Institute of Criminology (AIC) continues to work with a number of organisations to help improve their capacity to effectively measure the impact of their work. This report presents the findings from a collaborative project involving the AIC and WA Office of Crime Prevention (OCP), which aimed to develop a model performance measurement framework for local crime prevention in WA. This framework was designed to support local government crime prevention planning processes by assisting both the OCP and local partners to monitor the operation and impact of local strategies to reduce crime and improve community safety. It was developed in response to recommendations made by the AIC during previous stages of the collaboration agreement with the OCP.

There are a number of important lessons from this project. This report highlights the importance and value of a consultative approach to the development of performance measurement practices. There is a clear relationship between evaluation and performance measurement; both are important and, while they serve different functions, they share similar data and methods which provides opportunities for streamlining. There are a number of principles underpinning an effective performance measurement framework, based upon considerable experience in Australia and overseas, but these must be considered within the context in which the framework is being applied. Lastly, the implementation of performance measurement processes requires practical resources and technical support, which will be a key feature of the AIC's new program of technical assistance for crime prevention policy makers and practitioners.

The material presented in this report should be applicable to community-based crime prevention planning activity in other jurisdictions, as well as remaining relevant to crime prevention programs operating in WA. This is important, given the variety of stakeholders involved in crime prevention at the local level and the range of programs and funding arrangements that are in place.

As is observed in this report, much of the work that has been undertaken in the development of performance measurement processes for crime prevention has occurred overseas. As such, this project was innovative, and represents an important foundation on which to build. Further work will be necessary to trial this framework to determine whether the proposed indicators are appropriate, whether the information gathered is useful and whether the benefits associated with the introduction of performance measurement in crime prevention are delivered.

Adam Tomison
Director

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We would also like to thank the various local government representatives who took the time to talk to us, provide information to assist us in understanding local crime prevention issues and provide feedback on earlier iterations of the framework. The assistance of members of the Performance Measurement Working Group in overseeing the development of this framework is also gratefully acknowledged.

Disclaimer

This research report does not necessarily reflect the current policy position of the Western Australian Government. Since having undertaken the work outlined in this report to develop a performance measurement framework for local crime prevention, there have been a number of changes in relation to the structure and organisation of OCP and the CSCP planning process. While aspects of the framework remain relevant in general terms, there are other elements of the framework that may require modification to reflect current Western Australian policy priorities and other considerations.

Acronyms

AGD	Attorney General's Department
AIC	Australian Institute of Criminology
APACS	Analysis of Policing and Community Safety
CCTV	Closed circuit television
CDRP	Crime and Disorder Reduction Partnerships
CET	Community Engagement Team
CPD	Crime Prevention Division
CPTED	Crime Prevention Through Environmental Design
CSCP	Community Safety and Crime Prevention
DLGRD	Department of Local Government and Regional Development
LGA	LGA
NCPC	National Crime Prevention Centre
NCPS	National Crime Prevention Strategy
OBM	Outcomes Based Management
OCP	Office of Crime Prevention
PADS	Partnership Assessment and Delivery System
PMWG	Performance Measurement Working Group
SAF	Self-assessment Framework
WALGA	Western Australia Local Government Association

Executive summary

This report outlines a model performance measurement framework for community-based crime prevention, developed in 2008–09 by the Australian Institute of Criminology (AIC) on behalf of the Western Australia Office of Crime Prevention (OCP). This framework was developed to assist OCP and local partners to monitor and review the ongoing performance of the Community Safety and Crime Prevention (CSCP) Partnerships and Plans across Western Australia. While new models are currently in development in Western Australia as part of a new State Crime Prevention Plan, partnerships with the local community are likely to continue to feature.

The material presented in this report may assist communities to measure the progress of local partnerships, as it is relevant to community-based crime prevention programs involving regional, local and non-government organisations nationally. The framework that has been developed may also be applicable to local crime prevention planning activity in other jurisdictions, whether it is led by local government or some other stakeholder, and assist in monitoring the operation and impact of crime prevention activity in local areas, either individually or collectively. Similarly, the performance indicators prescribed for the WA OCP may be adapted and modified to suit other bodies tasked with the responsibility for supporting local communities to develop, implement and review crime prevention activities.

Development of the framework

As part of the most recent program of work, the AIC was commissioned to develop a performance measurement framework for CSCP Partnerships and Plans. The AIC undertook, with the assistance of OCP, an extensive review and consultation process with local government to seek input into the development of the framework. This included:

- a seminar with OCP staff involved in the CSCP planning process to discuss issues relating to performance measurement and the management of CSCP Partnerships and Plans;
- a review of the performance measurement and crime prevention literature;
- a review of 20 CSCP Plans (metropolitan and regional) to determine the range of interventions and activities delivered as part of the Plans and relevant reporting mechanisms;
- preparation of a discussion paper outlining the proposed approach to performance measurement and circulating it to select local government in metropolitan and regional locations;
- seeking feedback on the proposed approach from representatives of both metropolitan and regional LGAs (LGAs) visited during the first stage of consultations undertaken in Western Australia; and
- holding a forum with representation from both metropolitan and regional local government and the OCP.

Importantly, the consultative process that informed the development of the framework is consistent with best practice and provides an exemplar process through which other agencies and jurisdictions may modify and adapt the proposed performance framework to suit local contexts.

A performance framework for crime prevention

A performance measurement framework provides the foundation for the structured and systematic collection and reporting of information relating to

program performance. It most commonly refers to the set of performance indicators and processes for producing performance information. The framework for CSCP Partnerships and Plans outlines:

- a set of high-level objectives (ie planned outcomes) that reflect what the CSCP Partnerships and Plans, and the planning process generally, aim to achieve;
- how those involved in the program including the OCP, Plan coordinators and key CSCP stakeholders, will know that these desired outcomes have been achieved;
- a model of the program that clearly describes how the inputs, processes, outputs and outcomes fit together in a logical sequence and how the various stages in the planning process contribute to desired outcomes;
- what performance information is required by when and how that information will be measured and used to demonstrate results;
- who is responsible at each level of measurement and reporting; and
- how performance information will be integrated into program decision making.

The framework is a documented strategy that will clearly define the process involved in measuring the performance of CSCP Partnerships and Plans, and the responsibility of each party involved in this process. The purpose of the performance measurement framework for CSCP Partnerships and Plans will be to measure progress towards program objectives, inform program improvement and improve accountability to key CSCP stakeholders.

Existing performance measurement processes

There are presently two dimensions to performance measurement processes involved in monitoring the implementation of the CSCP Partnerships and Plans. This includes performance reporting processes undertaken by the OCP and performance monitoring by local government and local CSCP Partnership or interagency committees. Findings from a review of current processes suggest that at a local level:

- data required for measuring performance currently exist, but need to be collected, assessed and used to improve performance in a more strategic and systematic manner;
- where data is collected and reported, it is largely output focused and relates to service delivery, with some simple quantitative measures included such as the number of participants in specific projects and the number of calls to security services;
- there was clear tension in finding a balance between being responsive to local capacity (what could be done) and evidence-informed decision making (what should be done); and
- current reporting practices were too simplistic and did not provide an accurate or sufficiently detailed representation of the outcomes of their crime prevention activities.

At the time of writing, an appropriate indicator relating to the effectiveness of OCP in supporting CSCP Partnerships and Plans had not been identified. Instead, existing reporting processes were focused on outputs (number and proportion of local government with signed agreements and endorsed Plans) and the amount of resources invested in managing each Partnership to maximise efficiency. OCP performance measurement processes therefore need to be modified to reflect a focus on key outcomes from the CSCP planning process.

Performance measurement, crime prevention and local government

Recent experience from crime prevention programs both in Australia and overseas examined as part of this process, has demonstrated the potential value of effective performance measurement systems as an integral component of program development, management and evaluation processes (Homel 2006; Homel et al. 2007). Local government practice with respect to performance measurement in other areas of service delivery was also examined to determine whether there are important lessons to be applied to the performance measurement framework for CSCP Partnerships and Plans. A review of local and international experience in crime prevention and local government concluded that:

- there has been some attempt to implement these sorts of systems overseas, with varying degrees of success and important lessons for crime prevention programs in Australia;
- there is very little precedent for systematic approaches to program-wide performance measurement in local crime prevention in an Australian context;
- there are fundamental differences in the role and responsibility of local government in Australia compared with other countries from which models of crime prevention have been adapted (such as the United Kingdom), as well as differences in the resources invested in crime prevention activity and in performance measurement processes;
- there is a need to establish systematic and consistent data collection mechanisms relating to clearly defined performance criteria to improve the availability of reliable data to monitor the implementation and effectiveness of local crime prevention;
- the value and importance of performance measurement must be demonstrated and communicated to key stakeholders; and
- there must be strategies to address resource constraints and training and development to ensure adequate knowledge and skills exist to support the framework.

Challenges to effective performance measurement

There is strong support for the development of processes to increase accountability for crime prevention, generate support for prevention and the work of local government and enhance the credibility of the CSCP Plans as a long-term strategy to reduce crime and improve community safety. However, there was concern about increased responsibility for local governments, without appropriate resourcing or support to implement performance measurement processes. In particular:

- there are limited or inconsistent existing data collections at the local government level from which to draw information relating to performance indicators;
- there is a relative absence of or inconsistencies between existing systematic performance review processes or systems; and
- limited resources, human and financial, are available to support the implementation of a performance measurement system.

While local government representatives were concerned about increased burden of reporting requirements, they were supportive of the proposed performance measurement framework as long as:

- it was possible to incorporate performance measurement processes into their current work practices;
- the process was easy and streamlined through the development of guidelines and resources and supported in data collection by the OCP and state government agencies; and
- it would not lead to overly ambitious and unrealistic expectations of local governments and CSCP Plans to influence outcomes beyond their control.

A performance measurement framework for CSCP Partnerships and Plans

The development of a performance framework for the CSCP Partnerships and Plans followed three basic steps:

- establish and agree on the objectives (or intended long-term outcomes) to which the work is supposed to be contributing;
- develop a logical description (model) of the work that links inputs, processes, outputs and short-term outcomes to these longer term outcomes; and
- derive performance indicators from that model (Schacter 2002).

Long-term outcomes from the CSCP planning process

The AIC identified the longer-term outcomes from the CSCP planning process as being:

- a reduction in crime and disorder problems that are of greatest concern to the local community; and
- increased community safety and cohesion.

Delivering these outcomes in local communities is an important long-term goal for the CSCP planning process.

Model of the CSCP planning process

A model was then developed that outlines the key elements of the CSCP planning process, including the relationship between the range of activities undertaken by the OCP and local government as part of the CSCP Partnerships and Plans and the hierarchy of short, intermediate and long-term outcomes (see Figure 2). This model details the preconditions that must be met in order for the objectives of the program, which include a reduction in crime and increase in community safety and cohesion, to be achieved. Developing and monitoring performance indicators relating to these short-term outcomes can provide evidence that the CSCP planning process is contributing to the desired longer-term outcomes. Important short-term outcomes include an increased capacity within communities to deliver effective crime prevention initiatives and the development of interagency partnerships.

Understanding the range of interventions delivered as part of CSCP Plans was important in determining appropriate short-term outcomes from the CSCP planning process. In each Plan, there is a wide range of intervention types, incorporating both environmental and social approaches to crime prevention. However, a review of CSCP Plans and consultation with representatives of local government found that initiatives delivered by local government tend to favour community development activities and environmental approaches to crime prevention.

Performance indicators

The AIC has recommended that the most practical approach to measuring the performance of CSCP Partnerships and Plans will be to develop a mixed model of performance measurement combining:

- a self-assessment of performance against clearly defined criteria relating to qualitative performance indicators, to be completed by members of a CSCP interagency committee in partnership with the OCP; and
- quantitative performance indicators for those outcomes and outputs where data is available and which could be collected, or in some cases, is already collected on a routine basis (particularly relevant for longer-term outcomes).

The range of possible quantitative and qualitative performance indicators relating to the key elements of the CSCP planning process are outlined in the Tables in *Appendix A*. The final framework will be largely concerned with indicators relating to outcomes and outputs from the CSCP planning process. Relevant data sources for each indicator, timeframes for data collection and reporting and the agency responsible for collecting the information have also been outlined in these Tables. There is some overlap between the performance indicators that have been identified for the various components of the planning process. Some of these performance indicators, while based on extensive consultation with key stakeholders, will depend upon the availability of appropriate data which will need to be verified. As such, these indicators require further testing and refinement, until a smaller and more precise set of indicators can be selected.

Self-assessment reports for qualitative indicators

Self-assessment reports require the development of a qualitative assessment form (or forms) that can be completed by local government in partnership with the OCP and their local interagency committee. This will identify a number of criteria relevant to the qualitative performance indicators in the framework, against which the performance of each individual CSCP Partnership and Plan could be assessed. The performance of the OCP in supporting the CSCP planning process could also be assessed through this mechanism.

The self-assessment reports would be completed for each CSCP Plan (or regional Plan). Measuring performance would require rating performance

against specific criteria for each component of the framework and providing a brief description of evidence that supports this rating. These assessments would focus primarily on short-term outcomes and outputs, and on providing information that will inform operational decision making. This would be in addition to quantitative performance indicators for longer-term outcomes which are more easily measured or for which data is available. A number of sample assessment templates (*Appendix B*) have been prepared to be trialled in the next stage of implementing the performance framework.

Quantitative performance indicators

In addition to qualitative performance indicators measured through the use of self-assessment reports, the performance measurement framework for CSCP Partnerships and Plans also outlines a number of quantitative performance indicators. The performance framework for CSCP Partnerships and Plans is primarily concerned with identifying statewide indicators and indicators that can be compared across LGAs . The final framework therefore includes a statewide set of performance indicators against which all local government areas will be required to report and which can be aggregated to measure the performance of the CSCP planning process as a whole.

In addition, each local government may need to develop performance indicators relating to specific initiatives delivered as part of their local CSCP Plan. A key part of the next stage would be to assess whether there is a need to develop materials that provide guidance to local government to develop specific indicators that relate to individual initiatives, actions and projects that are delivered as part of CSCP Plans.

Sources of performance information

The Tables in *Appendix A* outline relevant data sources for each performance indicator included in the framework. These include:

- self-assessment reports completed by CSCP Partnership Committees;
- WA Police recorded crime data;
- community safety surveys;
- local government administrative data;
- key informant interviews;
- OCP project database; and
- OCP administrative records.

Some of these sources of data already exist. Where performance measurement data is already being collected, clear guidelines and mechanisms for systematically collecting data and ensuring the quality, consistency and comparability of data across LGAs must be developed. Other data collection mechanisms will need to be developed. The OCP has already undertaken a number of steps to improve the availability of information that could be used to measure the impact and operational components of the CSCP planning process.

The performance measurement framework will need to be supported by a comprehensive program management information system that can be consistently applied to individual projects and/or plans as a common project management and reporting system. This will require the development of:

- an appropriate data system that can effectively capture performance information;
- standardised assessment tools to measure the impact of clusters of similar projects funded by the OCP and/or delivered as part of CSCP Plans;
- a set of standard performance indicators for crime prevention projects (relating to both outputs and outcomes), similar to those that have been developed to support the performance measurement strategy for the renewal of the NCPS in Canada; and
- a standard community safety survey that can be administered by local governments as part of the CSCP planning process to inform the development of new CSCP Plans, then be used to assess the performance of CSCP Plans over time.

Reporting performance information

It will be necessary for there to be clearly defined roles for all parties involved in measuring and reporting on the performance of the CSCP Partnerships and Plans. The bulk of the responsibility

will need to be shared between the OCP and local CSCP Partnership Committees. It will be important to ensure that whatever processes are established, a reasonable attempt is made to minimise the impost on all parties by integrating data collection and reporting processes into existing performance review process and into the day to day work of those involved in the CSCP planning process. It will also be important to give consideration to whether there are adequate resources available to support performance measurement processes, including the systematic collection and reporting of performance indicator data.

Reporting structure

The OCP is central to the reporting structure, with responsibility for overseeing the CSCP planning process and communicating progress to senior managers.

- The OCP shares valuable performance information with the local CSCP Partnership Committee, regularly reviewing the performance of each LGA and supporting the Committee to address performance issues as they arise.
- The CSCP Partnership Committee is accountable to the local community for the performance of the CSCP Plan in addressing crime and safety issues.
- The OCP will report on the performance of the CSCP Partnerships and Plans (individual, regional and collective) to CSCP Partnership Committees, Regional Managers Forums and Senior Officers Group, and through their representation on these forums coordinate crime prevention action and address performance issues as they arise.
- The CSCP Partnership Committee will report on the performance of local CSCP Plans to Regional Managers Forums and issues relating to the contribution of state government agencies.
- The Regional Managers Forums report to Senior Officers Group on the contribution of state government agencies to the CSCP planning process.

It will be important to ensure that there is a feedback loop integrated into performance reporting systems, so that information is shared to all parties regarding the value and practical use of performance information. There must also be clear procedures in place for taking action in response to performance information that is collected and reported.

Future stages in developing the framework

The framework presented in this report should be subject to further testing and refinement. Once endorsed, the framework should be implemented in accordance with the procedures outlined in this report with regard to how and at what stages performance will be measured and reported, and by whom. The AIC recommends that implementation of the framework take place in three stages:

- *Stage one*—trialling the endorsed framework in a small number of LGAs (2 metropolitan and 2 regional pilot sites) and the development of an implementation plan.
- *Stage two*—implementing the refined framework, including any modifications, across all LGAs in accordance with the plan developed in stage one.
- *Stage three*—reviewing implementation of the framework to determine whether it has enhanced the effectiveness of local crime prevention activity.

Introduction

As part of a wider program of work commencing in 2005, the AIC was responsible for the evaluation of the CSCP planning process in Western Australia. This evaluation program was undertaken as part of a collaborative project between the OCP and AIC, which involved a number of other capacity-building activities (including the development of crime prevention resources and provision of technical assistance and training). The aim of the evaluation was to make recommendations to improve the delivery of community-based crime prevention activity in Western Australia.

As part of the third and final stage of this program, in 2008–09 the AIC was commissioned to develop a performance measurement framework for CSCP Partnerships and Plans (the framework). This report outlines a model performance framework developed through an extensive consultation process, procedures relevant to its implementation and suggested resources to support the framework. It describes the proposed approach to performance measurement for local crime prevention in Western Australia and a set of recommendations for the implementation of the framework.

Purpose of the current phase of the program

A review of the CSCP Partnership and Plans identified the processes for monitoring the performance of CSCP Plans, either on an individual or aggregate basis, as requiring further development (Anderson & Tresidder 2008). Despite there being widespread support of the program and recognition of the importance of crime prevention planning processes, the capacity of the OCP and its local CSCP partners to demonstrate the effectiveness and benefits of the CSCP planning process was limited by the lack of an established performance measurement system. Without an established mechanism for systematically collecting and analysing information about the CSCP planning process, making a reliable assessment as to the performance and effectiveness of the program is difficult, time consuming and potentially expensive.

In order for the OCP to effectively assist to better manage the implementation of CSCP Partnerships and Plans in partnership with local government, it was argued that valuable performance information

was required about both individual Plans and the program as a whole. The current phase of the evaluation program therefore involved the development of a performance measurement framework to be used to monitor and review the performance of CSCP Partnerships and Plans. This required determining what information was required, for what purpose and the most efficient way in which to collect it.

The AIC, through extensive consultation with the OCP and CSCP stakeholders, developed a model performance measurement framework that would enable OCP and local partners to monitor and review the ongoing performance of the CSCP Partnerships and Plans across Western Australia. This was to be undertaken at both an individual and aggregate level, and was required to provide a common foundation upon which to evaluate the overall impact of the Plans, both separately and as a whole. Views on the ability of the framework to monitor the operation and impact of individual plans, as well as the program as a whole, were therefore sought.

The development of a model performance measurement framework involved:

- identifying a set of high-level outcomes which reflect the specific outcomes of crime prevention activity undertaken in the delivery of CSCP Plans and the combined effort of key CSCP stakeholders;
- developing a set of performance indicators for each outcome, which may be monitored so as to enable the performance of CSCP Plans to be adequately assessed in terms of achieving the specified outcomes;
- outlining relevant data sources and data collection methodologies required to populate each of the specified indicators; and
- determining the nature and scope of work associated with the implementation of the final framework by CSCP Plan stakeholders and OCP staff.

Development of the framework

The AIC worked closely with the OCP to develop a comprehensive methodology for this phase of this evaluation program. A Performance Measurement Working Group (PMWG) was established to oversee the development of the performance measurement framework with representation from the AIC, OCP and CSCP Council (including the Chair and representatives from WA Police and WA Local Government Association (WALGA)). The primary role of this working group was to oversee the development of the framework and to comment on various iterations of the draft framework prepared by the AIC through consultation with the OCP and key CSCP stakeholders. Specifically, the PMWG was responsible for assessing whether the proposed framework would meet the needs of the various parties involved in monitoring and reviewing the ongoing performance of the CSCP Plans, both now and into the future.

There is evidence that involving users of performance information as 'critical friends' in the development of performance measurement systems can result in improved performance management (Audit Commission 2000a). The AIC was committed to ensuring that this framework would be readily accessible and of benefit to local government and to the OCP. Therefore the AIC, with the assistance of OCP, undertook an extensive review and consultation process with local government to seek input into the development of the framework and feedback on the proposed approach. This included:

- a seminar with OCP staff involved in the CSCP planning process to discuss issues relating to performance measurement and the management of CSCP Partnerships and Plans;
- a review of the performance measurement and crime prevention literature;
- a review of 20 CSCP Plans to determine the range of interventions and activities delivered as part of the plans and relevant reporting mechanisms;

- preparation of a discussion paper outlining the proposed approach to performance measurement, including:
  - key issues to consider in developing the framework;
  - a model of the CSCP planning process;
  - detailed explanation of key components; and
  - suggested key performance questions and performance indicators for each component.
- circulating a summary discussion paper to select local government in metropolitan and regional locations;
- seeking feedback on the proposed approach from representatives of both metropolitan and regional LGAs visited during the first stage of consultations undertaken in Western Australia in late November 2008; and
- holding a forum in February 2009 with representation from both metropolitan and regional local government and the OCP.

The consultative process that informed the development of the framework is consistent with best practice and provides an exemplar process through which other agencies and jurisdictions may modify and adapt the proposed performance framework to local contexts. The contribution of key stakeholders is a significant factor in the effectiveness of local crime prevention, as evidenced by the information provided by from participants throughout the consultation process and the AIC's reports on the previous stages of the evaluation (Anderson & Homel 2005; Anderson & Tresidder 2008). It was important that there was also buy-in from key stakeholders in the development of the framework to measure the performance of CSCP Plans. Each stage in the development of the framework is outlined in more detail below.

Session with OCP staff

In addition to preliminary discussions with members of the PMWG, the initial development phase involved a half day session with OCP staff involved in the CSCP planning process, including representatives from the Community Engagement Team (CET) and Policy sections. The objectives of this session were to:

- identify the basic parameters and criteria that will inform the development of the framework;
- determine the primary objectives the CSCP planning process;
- document the key activities relevant to the CSCP planning process;
- identify existing and potential mechanisms for monitoring performance; and
- identify and discuss key issues relevant to the design and implementation of a performance measurement framework for CSCP Partnerships and Plans.

The session with OCP staff sought to address the following three key questions:

- What objectives were the CSCP Partnerships and Plans directed at achieving?
- What key actions were being applied to the achievement of these objectives?
- How was progress in the achievement of these goals and objectives currently being measured and how could progress be measured in the future?

The information gathered from this planning session informed the development of a logic model of the CSCP planning process and a draft performance measurement framework which was used as the basis for further consultation with CSCP plan stakeholders.

Review of the performance measurement literature

The AIC then undertook a review of the literature relating to performance measurement, which included reviewing:

- good practice in performance measurement for public sector programs;
- experience in other jurisdictions, both local and international, in developing performance measurement systems for community-based crime prevention programs;
- appropriate high-level outcomes and performance indicators in the context of locally driven crime prevention activities; and
- performance measurement in other aspects of local government activity.

Review of existing CSCP plans

The AIC also undertook a review of more than 20 CSCP regional and metropolitan plans. The purpose of this exercise was to identify objectives common across plans, determine the range of interventions and actions delivered to achieve these objectives and examine existing indicators and reporting mechanisms (where specified in the plan).

Discussion paper

The AIC prepared a detailed discussion paper based upon preliminary findings from the session with OCP staff, input from the PMWG and the review of the performance measurement literature and of a sample of CSCP Plans. This discussion paper outlined the proposed approach to performance measurement for crime prevention in Western Australia, including:

- basic parameters for the framework;
- key issues to consider in developing the framework;
- a model of the CSCP planning process;
- detailed explanation of key components; and
- suggested key performance questions and performance indicators for each component.

A summary of the full discussion paper was circulated to select local government in metropolitan and regional locations prior to the commencement of consultations. This included the model describing the CSCP planning process and suggested components of a performance framework.

Consultations with local government in metropolitan and regional areas

Feedback was sought on the proposed framework from representatives from both metropolitan and regional LGAs visited during the first stage of consultations undertaken in Western Australia in late November 2008. LGAs approached as part of this initial phase included the:

- Town of Victoria Park;
- Town of Vincent;
- City of Gosnells;
- City of Melville;
- City of Cockburn;
- City of Rockingham;
- City of Swan;
- City of Perth;
- Shire of Meekatharra;
- Shire of Cue; and
- Wheatbelt East Regional Organisation of Councils (including representation from the Shires of Bruce Rock, Kellerberrin, Merredin, Tammin, Westonia and Yilgarn).

Prior to meeting with the AIC, each contact was provided with a copy of a summary of the discussion paper prepared by the AIC along with the brief feedback form. Participants were also asked to review the model developed to describe the CSCP planning process prior to meeting with the AIC. Interviews were structured according to questions in the feedback form. Feedback was sought on the proposed framework, views regarding the key achievements from the CSCP planning process and critical success factors, information on existing performance review processes and advice as to the most practical approach to measuring performance.

A report outlining key findings from these consultations was submitted to the OCP and PMWG in January 2009. A number of recommendations were made to the OCP and PMWG based on this feedback. This feedback was used to revise the proposed framework prior to the next stage of consultations.

Forum with local government

The AIC and OCP hosted a forum in February 2009 that was attended by representatives from both metropolitan and regional local government, OCP staff and the Chair of the PMWG and was facilitated by the AIC with assistance from the OCP. The purpose of this forum was to seek feedback from local government on the proposed performance measurement framework for CSCP Partnerships and Plans, and to discuss possible strategies for measuring the performance of CSCP Plans and issues relating to the implementation of the proposed framework.

The primary objectives of this forum were to:

- agree upon an appropriate set of quantitative performance indicators to be included in the framework;
- define the basic content and parameters of a self-assessment report; and
- determine an appropriate implementation strategy and performance measurement processes.

A large amount of information was collected which was useful in further refining the proposed approach to performance measurement in Western Australia and the manner in which it will be implemented. A detailed report outlining key findings from the forum was submitted to the OCP in March 2009 for circulation to participants.

Endorsement

The final report (this report) outlining the model performance framework, procedures relevant to its implementation and suggested resources to support the framework, was submitted to the OCP in June 2009. The next stage in the development and implementation of this framework are described in the final chapter of this report. Prior to embarking on these next stages, the framework will need to be endorsed by senior managers representing those agencies that are involved with the CSCP planning process.

Community Safety and Crime Prevention Partnerships and Plans

The WA OCP is responsible for directing the state government's approach to community safety and crime prevention. At the time of writing this report, the OCP was working with other relevant government agencies to develop a State Community Crime Prevention Plan. This plan will build on the previous State Community Safety and Crime Prevention Strategy, which had provided the strategic direction for crime prevention across Western Australia since 2004 (OCP 2004).

The OCP has primary responsibility for coordinating the overall delivery of crime prevention in Western Australia. The OCP employs a partnership approach with other government agencies, local government, non-government sector and local organisations to create sustainable initiatives to improve community safety and crime prevention. One of the ways this is promoted is through the development of local CSCP Partnerships and Plans.

CSCP Partnerships

CSCP Partnerships are established with local governments to develop and implement local CSCP Plans. Partnership agreements are signed between the WA Government and individual local governments or regional groupings (where it is agreed). The purpose of the agreement is to clearly define the roles and responsibilities of each of the partners, based on principles of shared responsibility and effective communication.

While local government are enlisted to lead and coordinate the Partnerships, Plan development and implementation may involve a range of key stakeholder groups within the local community, such as:

- WA Police;
- state government agencies including the Departments of Corrective Services, Health, Education and Training, Housing and Works, Indigenous Affairs and Community Development;
- Australian Government agencies;
- non-government and service organisations;
- Aboriginal and Torres Strait Islander Communities;
- businesses;
- young people;
- minority groups (ethnic communities, people with disabilities);
- community volunteers;
- local schools;
- religious organisations; and
- local media.

CSCP Plans

The purpose of a CSCP Plan is to identify and prioritise concerns about community safety and crime prevention in a LGA, identify key action areas and responsibility for these actions. The Plan is a tool to address local issues in a coordinated approach, improve the efficiency of services and to ensure that the most appropriate agencies are engaged to respond to the issue. CSCP Plans:

- identify and prioritise local issues of concern;
- develop practical responses to these issues; and
- evaluate and measure the effectiveness of each response.

The OCP has identified the aim of the CSCP Plans as being to improve community safety, improve service delivery and reduce crime within the community.

The CSCP planning process

The process involved in a local government entering into a CSCP Partnership with the OCP and developing a Plan is as follows:

- *Agreement*—a CSCP Partnership Agreement is signed between a local government authority or regional grouping (where agreed) and the WA Government. Upon signing this agreement, funding from the OCP will be granted to the local government to develop a formal CSCP plan.
- *Committee formation*—a Community Safety and Crime Prevention Committee is established to oversee the development, implementation and evaluation of the CSCP planning process.
- *Research, evidence and public consultation*—the main crime prevention and community safety concerns are prioritised through extensive public consultation. This evidence then provides the basis for developing appropriate strategies to address these concerns with the emphasis on local solution for local problems.
- *Plan*—a CSCP plan is developed based on these strategies. The plan is sent to the OCP for endorsement. More funding is provided by the OCP after a plan is endorsed to assist local governments in plan implementation.
- *Implementation and review*—once implemented, processes should be in place to ensure continual monitoring, reporting and evaluations.

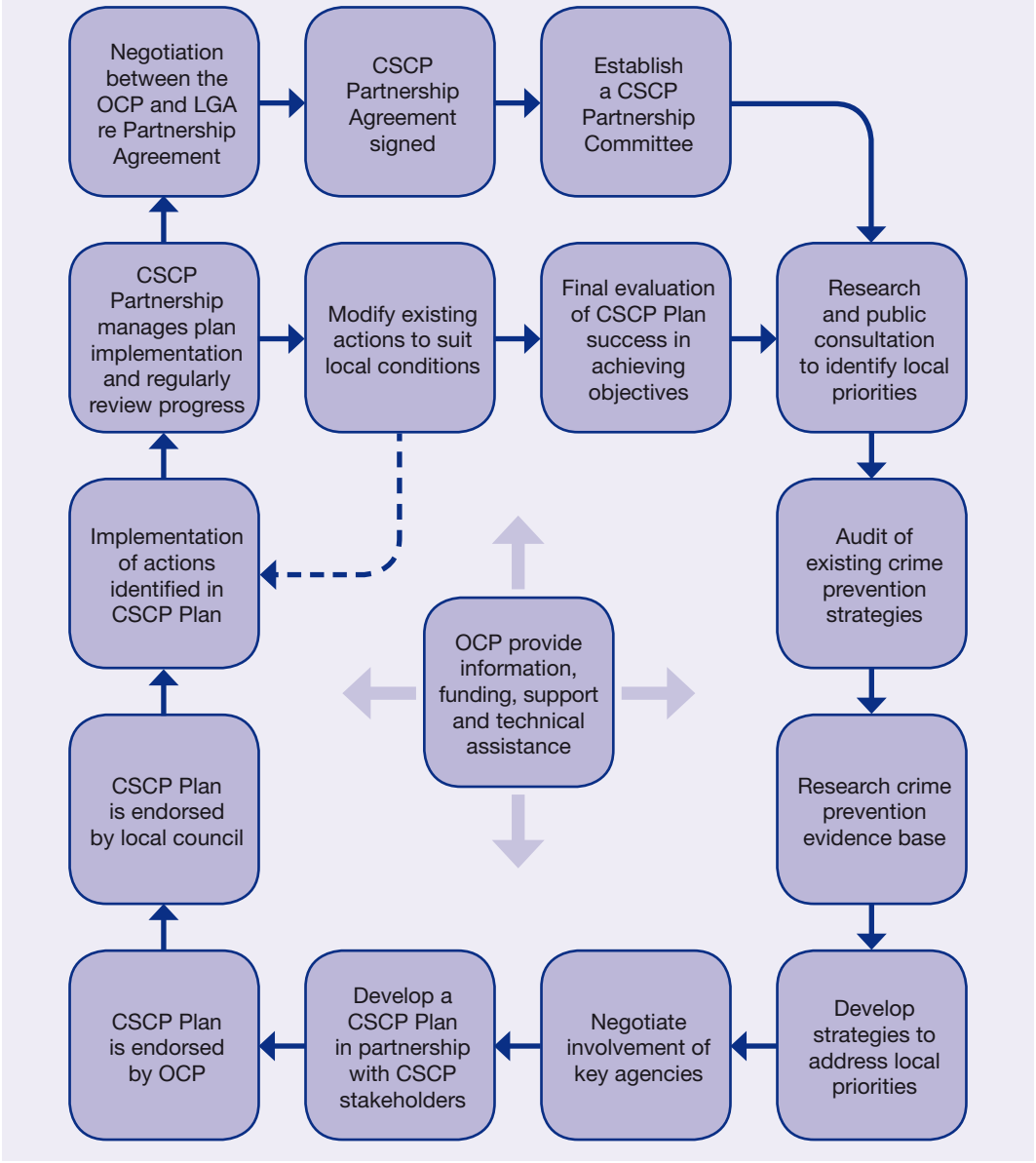
The key stages involved in the CSCP planning process are outlined in Figure 1.

The OCP is responsible for negotiating the terms of the Partnership agreement with each LGA. Once a partnership agreement is signed, the OCP provides support to LGAs in the design and delivery of their CSCP Plan through the CET. This support includes the provision of advice and guidance to CSCP stakeholders to assist in the development, implementation and evaluation of CSCP Plans and individual initiatives, facilitating partnerships between key agencies (especially state government), providing information and material relating to crime prevention and community safety, as well as providing grant funding. In addition, the OCP also produces local crime profiles to assist communities in identifying local crime problems.

OCP provides the LGA with funding to assist with the Plans at two stages. The community is given funding to initiate the planning process, on the condition that it results in a CSCP Plan being developed. Once the plan has been developed and endorsed, additional funding is given to the LGA to implement a project focusing on one of their key target areas. In addition, the OCP makes funding available to the LGA to assist with administration costs. This funding is not the only funding accessible to LGAs implementing a plan. LGAs are also entitled to apply to the other funding schemes offered by the OCP.

Alongside direct support provided to each LGA, the OCP also undertakes a range of activities which support CSCP Plans. This includes developing state strategies relating to key priority areas, such as designing out crime and graffiti, coordinating targeted programs in high-need areas, such as Burglar Beware, and social marketing initiatives to raise awareness of crime prevention and disseminate crime prevention advice.

Figure 1 The CSCP planning process



Current status of the CSCP Partnerships and Plans

As at the end of 2008, around 90 percent of LGAs had entered into a Partnership agreement with the OCP (either individually or collectively with other LGAs), with more than 100 draft Plans received, of which 80 had been endorsed. This represents a high level of local government participation, not matched in similar local crime prevention planning initiatives in other Australian states or territories (Anderson & Tresidder 2008).

While some LGAs were still in the process of development a local CSCP Plan, communities with endorsed Plans were focusing their efforts on implementing actions identified in their CSCP Plan.

In addition, a number of LGAs had come to the end of the initial planning period and were in the process of re-developing a new Plan. Therefore, there were communities at all stages of the CSCP planning process, which has important implications for the development and implementation of a performance framework.

Review of the CSCP Planning Process

In 2008, an AIC report was released outlining findings from a review of the CSCP planning process, which focused specifically on the development and implementation of Plans in local communities (Anderson & Tresidder 2008). This review involved an extensive consultation process, including a metropolitan and regional workshop, survey of CSCP stakeholders and face-to-face interviews of CSCP Plan coordinators.

In addition to the high level of local government participation in the CSCP planning process, the review concluded that CSCP Plan coordinators were generally positive about the planning process and the support provided by the OCP and that they are optimistic with respect to the capacity and potential of Plans to have a positive impact in their community. There is a high level of demand for more opportunities for training and professional development in a range of areas relevant to crime prevention. However, a number of operational issues were identified as needing to be addressed. The issues were categorised into seven broad and overlapping themes:

- CSCP committees and coordinators identified maintaining momentum beyond initial planning stages and engaging stakeholders in the implementation of actions identified in individual CSCP Plans as a key area of concern.
- There is a need to better highlight and promote the benefits of Plans to key stakeholders, including the community, to encourage their involvement.
- The people that are involved in CSCP committees are often involved in other local planning processes and therefore deal with the same issues in different contexts on a regular basis, often struggling to identify new and innovative solutions. Similarly, some sectors of the community are also better represented than others as active participants in the CSCP planning process, which results in some imbalance in terms of the issues that can be addressed.
- Police are generally supportive of the CSCP planning process, although their participation in crime prevention activities is often limited by resource constraints.
- Staffing issues, including high staff turnover and workloads, negatively impact upon the capacity of local CSCP Committees to implement Plan activities, particularly in regional areas.
- There is a lack of a systematic approach to documenting the progress of Plans both in terms of their implementation and progress towards desired outcomes and communities have limited capacity to properly evaluate the effectiveness of individual projects or the Plan's success in achieving its objectives.
- More proactive support is required from OCP beyond the initial planning stages in supporting local communities in implementing actions identified in Plans (Anderson & Tresidder 2008).

A number of recommendations were suggested to address these issues and enhance the effectiveness of the CSCP Partnerships and Plans. One of these was to develop and implement a framework that would allow for ongoing monitoring of CSCP Plan and project outcomes.

Performance measurement: Purpose, principles and practice

This section of the report provides a brief overview of the fundamentals of effective performance measurement and identifies a range of issues that have been considered in developing a performance measurement framework for the CSCP Partnerships and Plans.

Performance measurement defined

Performance measurement is an integral component of a performance management system. Performance management is the practice of reviewing program performance, identifying factors which may be impacting upon current and future performance, and making informed decisions regarding appropriate action to improve the performance of a program (Home Office 2007). Performance management requires both performance measurement and performance monitoring:

- performance measurement is the systematic collection of information about program performance in a structured and meaningful format (ie performance indicators); and
- performance monitoring is the process of analysing the information that is routinely collected to make assessments regarding the performance of a program (Home Office 2007).

Effective performance management systems build on performance measurement and monitoring processes to inform decision making and determine action that is necessary to improve program performance. Performance information informs management decision making. The key to effective performance management is taking action in response to information about program performance.

The collection, assessment and reporting of performance information are important strategies for monitoring and improving the performance of programs like the CSCP planning process (ANAO 2002; DTF 2004). This information is the product of performance measurement. Well-designed performance measurement systems are vital to effective performance management (Audit Commission 2000a). The systematic measurement and reporting of performance information is required to measure the progress of a program towards desired outcomes as well as to improve internal and external accountability (ANAO 2002). Effective organisations routinely measure their performance to determine whether they are performing as required, whether they are generating desired outcomes and to identify possible opportunities for improvement (Audit Commission 2000a). Performance measurement is a valuable management tool that identifies what practices are going well and what

needs to be improved, changed or even abandoned in the light of changing circumstances, new problems and improved practice (Schacter 2002).

It is important to understand that performance measurement and evaluation are different, albeit related, approaches to measuring the effectiveness of any policy or program. Both work from some common data sources. Both take as their fundamental point of reference the logic model that underlies any policy or program. However, they differ in their time horizons, their assumptions and their particular uses.

Evaluation can help to inform crime prevention policy and practice and develop a sound evidence base and understanding of what works best and can be considered good practice in addressing crime problems. Evaluation reflects on the design and implementation of a program to determine whether the chosen strategy has achieved its stated objectives, through an assessment of intended and unintended outcomes. Evaluation also explores alternative explanations for these outcomes. Furthermore, evaluation will normally attempt to explain why a policy or program has or has not achieved its objectives in terms of both internal and external causes, and recommend strategies to improve performance.

Performance measurement can provide insight into whether a policy or program is likely to achieve its objectives, by enabling ongoing monitoring of key performance information. Evaluation feeds into higher-level decisions about the choice and design of policies and programs, while performance measurement is used mainly for ongoing management and accountability. The performance measurement system represents an ongoing learning tool to identify what practices are going well and what needs to be modified or perhaps even abandoned in the light of changing circumstances, new problems and improved practice.

A performance measurement framework

A performance measurement framework provides the foundation for the structured and systematic collection and reporting of information relating to program performance. It most commonly refers to the set of performance indicators and processes for producing performance information. The framework for CSCP Partnerships and Plans outlines:

- a set of high-level objectives (ie planned outcomes) which reflect what the CSCP Partnerships and Plans, and the planning process generally, aim to achieve;
- how those involved in the program, including the OCP, Plan coordinators and key CSCP stakeholders will know that these desired outcomes have been achieved;
- a model of the program, which clearly describes how the inputs, processes, outputs and outcomes fit together in a logical sequence and how the various stages in the planning process contribute to desired outcomes;
- what performance information is required by when and how that information will be measured and used to demonstrate results;
- who is responsible at each level of measurement and reporting; and
- how performance information will be integrated into program decision making.

The framework is a documented strategy that will clearly define the process involved in measuring the performance of CSCP Partnerships and Plans, and the responsibility of each party involved in this process. Where necessary, data collection tools will be established that will enable performance information, both in quantitative and qualitative form, to be collected in a systematic way. This will help to ensure that routine processes are established for monitoring the performance of CSCP Partnerships and Plans on an ongoing basis in a coordinated manner across all local communities.

The purpose of the framework

The development of a performance measurement framework must be driven by a clear understanding of the purpose of the framework, including who will use the information that is collected, how and for what purpose (Audit Commission 2000a). The purpose of the framework has specific implications for the type of information that will be collected.

The performance measurement framework for CSCP Partnerships and Plans will aim to measure progress towards program objectives, inform program improvement and improve accountability to key CSCP stakeholders (ANAO 2002). The framework and systematic collection and use of performance information will help to ensure ongoing sustainability of collaboration across agencies, as it will provide evidence as to the effectiveness of partnership arrangements between state government agencies, local government and communities. It will also provide evidence that will support CSCP Plan coordinators and the OCP to promote the benefits of the Plans and generate the support and involvement of key stakeholders.

More specifically, the proposed framework will offer several benefits to CSCP stakeholders by providing:

- a consistent approach and basis for regularly and systematically collecting, analysing, using and reporting information relating to key outcomes from both CSCP Partnerships and Plans;
- a mechanism for collecting performance information that will enable the OCP and local partners to monitor and review the ongoing performance of the CSCP Partnerships and Plans across Western Australia, both at an individual and aggregate level;
- evidence as to the effectiveness of partnership arrangements between state government and local government;
- evidence to inform changes that will improve the way in which individual Plans are managed and the actions within Plans delivered;
- data that will be used to assess the performance of the OCP in terms of supporting local communities to deliver effective crime prevention initiatives and identify where improvements in the level and nature of that support are possible;
- evidence that will inform OCP decision making with respect to resource allocation and prioritisation of local plans for targeted assistance to:
  - improve the targeting of project delivery support and expertise to LGAs requiring additional support to implement actions identified in their CSCP Plans; and
  - increase the capacity of the OCP to provide services such as training and targeted crime prevention programs.
- evidence to support CSCP Plan coordinators and the OCP to promote the benefits of the Plans and generate the support and involvement of key stakeholders, including the broader community;
- a mechanism for improving transparency and accountability, and informing key stakeholders and the wider community about the performance and value of individual CSCP Plans and the program as a whole;
- a way of assisting those stakeholders involved in CSCP Partnerships or Plans to meet internal reporting requirements, particularly in local government and state government agencies, and in demonstrating the nature, level and where possible the impact of their contribution;
- a way of recognising and encouraging good practice in the delivery of CSCP Plans by identifying successful Plans, projects or LGAs, documenting their success and encouraging them to disseminate information and advice on good practice; and
- performance indicators and mechanisms for collecting data that will form the foundation of a future evaluation into the overall impact of the CSCP Partnerships and Plans and local crime prevention efforts.

Australian research examining the implementation of performance measurement processes within human service agencies (which included agencies in the health, education, disability and housing sectors, among others) showed that those systems developed to inform decision making, as opposed to a focus on improving accountability, are more likely to be implemented successfully (Ramage & Armstrong 2005). Therefore, the framework should be established with the primary purpose of informing decision making with respect to the improved operation and effectiveness of local crime prevention.

Key principles for an effective framework

There are a number of important considerations in the development of a performance measurement framework for CSCP Partnerships and Plans. Experience from both Australia and overseas in performance measurement within the public sector and in crime prevention has identified a number of key principles which underpin an effective system for collecting performance information. A performance measurement framework for the CSCP Partnerships and Plans will need to be consistent with the principles outlined in Table 1.

These principles served as the basis for developing and assessing the merits of the proposed framework, which is discussed in the remaining sections of this report. A defining feature of the framework is that it is intended to provide timely and useful information on performance that can help to inform practical improvements to the management and implementation of CSCP Partnerships and Plans.

Table 1 Key principles for a performance measurement framework for CSCP Partnerships and Plans

Principle	Description
Clear purpose	There should be a clear understanding of who will use the information collected and how and why the information will be used
Focus on outcomes and program improvement	The framework should focus on and capture the range of agreed outcomes from the CSCP planning process and on the aspects of the program that need to be improved
Links to broader strategic direction	There should be clear linkages between the objectives of individual CSCP Plans, the CSCP planning process as a whole and the broader strategic goals of state crime prevention plans
Flexible and reflects diversity	The framework should take into consideration and reflect the diversity of initiatives delivered as part of the CSCP planning process and recognises that each LGA has local priorities and develops and implements responses to these priorities
Develop and implemented with key stakeholders	The framework should be developed and implemented as a partnership between the OCP and local government, and reflect and help clarify performance expectations
Balanced	The framework should include a sufficient number of indicators to provide a balanced picture of performance and to ensure that program managers have sufficient information to understand the range of factors that impact upon program performance
Simple, easy to understand and cost efficient	Performance measurement processes need to be easy to implement and understand, finding a balance between the improved perspective that a larger number of performance indicators may provide compared with the relative costs of collecting, storing and reporting information related to these indicators
Mixed methods approach	There should be a balance between indicators that are easily quantifiable, such as the number of recorded offences and qualitative indicators, such as perceived amenity of public space
Integrated into core business	Performance measurement processes should be integrated into existing CSCP management and performance review processes, rather than being viewed as an add-on activity
Minimise duplication	The framework should aim to minimise any duplication in the collection of information, integrate the collection of information into the day-to-day work of those involved as much as possible and ensure that only information that it is necessary to improve the performance of CSCP Plans is collected
Subject to regular review and refinement	The framework needs to be dynamic and open to regular refinement, and subjected to regular review, to ensure that performance indicators are kept up to date, utilise new and improved data as it becomes available and reflect contemporary crime prevention priorities

Source: Adapted from Audit Commission 2000a; HM Treasury 2001; Hughes 2007

Existing performance measurement processes

The AIC's review of the CSCP planning process pointed towards the lack of a systematic approach to documenting the progress of Plans both in terms of their implementation and progress towards desired outcomes (Anderson & Tresidder 2008). As a result, it was argued that communities have limited capacity to properly measure the impact of individual projects or the Plan's success in achieving its objectives.

In developing the framework, the AIC reviewed existing performance measurement processes undertaken by OCP and key CSCP stakeholders, particularly local government. There are presently two dimensions to performance measurement processes involved in monitoring the implementation of the CSCP Partnerships and Plans. This includes performance reporting processes undertaken by the OCP and performance monitoring by local government and local CSCP Partnership or interagency committees.

Performance reporting and the OCP

The OCP currently sits administratively as part of WA Police. As such outcomes from the work of the OCP have been integrated into the WA Police performance management framework and agency performance is

Table 2 WA Police contribution to government goals

Government goal	WA Police outcomes	WA Police services
Enhancing the quality of life and wellbeing of all people throughout Western Australia by providing high quality, accessible services	Lawful behaviour and community safety	• Intelligence and protective services • Crime prevention and public order • Community support (non-offence incidents) • Emergency management and co-ordination
	Offenders apprehended and dealt with in accordance with the law	• Response to and investigation of offences • Services to the judicial process
	Lawful road-user behaviour	• Traffic law enforcement and management
	A safer and more secure community	• Implementation of the State Crime Prevention Strategy (now State Community Crime Prevention Plan)

Source: WA Police 2008: 14

reported annually as part of the WA Police annual report. The outcomes that WA Police seek to achieve primarily contribute to the government's goal of enhancing the quality of life and wellbeing of all people throughout Western Australia by providing high quality, accessible services (WA Police 2008). The relationship between this goal, WA Police outcomes and the services delivered by WA Police that aim to deliver these outcomes is outlined in Table 2.

Performance indicators have been identified for each of the outcomes (effectiveness indicators) and services delivered (efficiency indicators) by WA Police and make up the WA Police performance management framework. Effectiveness indicators provide information that can be used to assess progress towards achieving the desired outcomes. Efficiency indicators monitor the relationship between the services that are delivered and the resources invested in providing that service (DTF 2004).

The OCP has primary responsibility for the outcome of '[a] safer and more secure community' (WA Police 2008: 14). Indicators for this outcome were, at the time of this report, being reviewed because they did not accurately reflect the range of work that falls under the broad heading of crime prevention (WA Police 2008). Key indicators currently reported that relate to this outcome include.

- effectiveness indicators, including:
  - proportion of the community who feel safe or very safe at home alone during the day;
  - proportion of the community who feel safe or very safe at home alone after dark; and
  - reported rate of home burglary per 1,000 residential dwellings.
- efficiency indicators, including:
  - average cost of CSCP Partnerships managed; and
  - average cost per $1m in grant funding administered (WA Police 2008).

In addition, the OCP regularly reports (in briefings etc) on the number and proportion of LGAs that have signed a CSCP Partnership Agreement and the number and proportion of LGAs that have a CSCP Plan that has been endorsed by the OCP and local council.

A relevant effectiveness indicator relating to CSCP Partnerships and Plans has not been identified. In establishing these Partnerships, the OCP has achieved a level of local government participation not seen in other states with similar crime prevention planning initiatives (Anderson & Tresidder 2008). However, by focusing on these outputs (number and proportion of local government with signed agreements and endorsed Plans) and the amount of resources invested in managing each Partnership to maximise efficiency, the OCP may have inadvertently limited its capacity to effectively support local crime prevention activity. There is evidence that a greater focus on ensuring that the OCP provides local communities with the support necessary for the successful implementation of CSCP Partnerships and Plans is required in order to generate positive changes in local crime problems (Anderson & Tresidder 2008). OCP performance measurement processes need to reflect this focus.

Local government and performance monitoring

The second dimension to performance measurement processes involved in monitoring the implementation of the CSCP Partnerships and Plans is the work of local government and CSCP Partnership (or Interagency) Committees. Each CSCP Partnership Committee is required to develop objectives relevant to their LGA as part of the CSCP planning process and align these objectives with the goals of the previous State CSCP Strategy (OCP 2004). Assistance is provided by the OCP to ensure that these objectives are both realistic and measureable.

However, there was no standard or consistent approach to monitoring or evaluating each individual CSCP Partnership or Plan. Individual CSCP Plans are required to identify relevant outcomes and indicators for each of the actions specified in the Plan. It is not always clear how these outcomes relate to the objectives of the Plan as a whole, or indeed whether they will in fact contribute to the broader state strategic goals. Some Plans outline a more detailed evaluation strategy, however, there is little evidence that evaluation is undertaken or sustained for the duration of the Plan.

The AIC review of the CSCP planning process identified considerable variation in reporting practices between LGAs, with reporting frequency varying from monthly to annually (Anderson & Tresidder 2008). Therefore, in developing the framework representatives of local government were asked to describe how the performance of their CSCP Plan, or individual activities that make up the CSCP Plan, were currently being monitored. There was considerable variation between LGAs in monitoring and reporting procedures. The following approaches to monitoring performance were identified:

- some local government crime prevention officers prepare quarterly reports to senior management;
- most report monthly or quarterly (depending on the frequency of meetings and/or continued existence of a formal committee) to CSCP Partnership Committee meetings (verbally or by way of an action plan);
- other local government officers with responsibility for crime prevention prepare a written report once yearly for their CEO (typical of larger LGAs with dedicated crime prevention section or staff); and
- a small number of LGAs indicated that reporting on crime prevention activity was part of their annual business or strategic planning processes and fed into other programs and reporting requirements.

Data required for measuring performance currently exist, but need to be collected, assessed and used to improve performance in a more strategic and systematic manner. For example, many CSCP Partnership Committees meet regularly to oversee the implementation of actions identified in the local CSCP Plan, reviewing and refining actions as required and documenting progress and key results.

Similarly, the OCP CET has regular contact with LGAs, during which information about the performance of individual CSCP Partnerships and Plans is shared, and strategies to improve performance are developed. CET also undertakes a review of each CSCP Plan every six to 12 months once the Plan has been endorsed and implementation has commenced.

In terms of the nature of performance information that is currently collected, a number of key themes emerged. The information that is currently collected is largely anecdotal and written reports are brief. Where data is collected and reported it is largely output focused and relates to service delivery, with some simple quantitative measures included such as the number of participants in specific projects and the number of calls to security services.

The level of sophistication in monitoring performance information varies across LGAs. Some local governments had developed performance indicators similar to the ones in the proposed framework, with specific targets such as a reduction in reported incidents of graffiti, antisocial behaviour and hooning. However, measurement of these indicators is often simplistic (using aggregated data for indicators of high-level outcomes with little regard for the likely contribution of local crime prevention activity or variability across time and place) and entirely dependent on the availability of relevant data (usually from police).

Several LGAs reported undertaking annual surveys of the community to ascertain feelings of safety. There has been little attempt to standardise these surveys or collect data that can be compared across locations or aggregated to regional or state levels. Many LGAs survey the community to determine local priorities for their CSCP Plan, but these surveys are rarely undertaken on a more regular basis. A statewide community safety survey is also not administered on a routine basis.

Individual agencies that deliver actions identified in CSCP Plans, such as WA Police, have data and/or processes in place for monitoring their own performance and the impact of the range of activities that they deliver. In some cases, the information collected by these agencies is relevant to the performance of CSCP Plans and reflects the combined effort of local CSCP partners. However, there appeared to be little attempt by these organisations to monitor the impact of their contribution to the CSCP planning process.

More recently, the OCP has established a process whereby recorded crime data is regularly provided

by WA Police for each LGA and this information is made available to local government crime prevention staff. However, feedback provided to the AIC suggests that while this data is interesting and reviewed regularly, it is not particularly helpful for the purposes of planning or reviewing performance due to the aggregated nature of the data provided.

Taken as a whole, there is some evidence that local governments attempt to use both quantitative measures and qualitative measures, recognising that a combination of these approaches is most useful. However, the nature of the information and reporting styles varies considerably across different LGAs.

In terms of how modifications to the activities delivered as part of the CSCP Plans were made, there was again variation between LGAs, however, there was clear tension in finding a balance between being responsive to local capacity (what could be done) and evidence informed decision making (what should be done). Examples of this included:

- adjustments to projects are often made in response to issues relating to participation or ongoing capacity to continue to deliver the project and on the basis of negotiation between the various stakeholders involved, rather than evidence of effectiveness;
- more substantive changes were made slowly and at the point of review and re-submission of a new plan (a number of LGA CSCP Plans have run full term and the process of developing a new plan has commenced); and
- in local governments with greater use of organisational tools such as risk management and project management frameworks, changes were made more promptly and frequently, in response to the available evidence.

Regarding problems with their current approach, the participants indicated that current reporting practices were too simplistic and did not provide an accurate or sufficiently detailed representation of the outcomes of their crime prevention activities. Many local government representatives said that while their reporting approaches represented how many projects or actions they had in operation and how many services delivered, they did nothing to measure the impact of these programs or services or assess their success in achieving their stated objectives.

Performance measurement, crime prevention and local government

The role of performance measurement in crime prevention, both in Australian and overseas, was also examined as part of this project. While there is a large body of literature focusing on the impact of crime prevention and the importance of evaluation and different evaluation methodologies, less has been written on the application of performance measurement practices in monitoring the implementation and outcomes of crime prevention programs. The evaluation literature does provide some useful insights into the effective measurement crime prevention outcomes and data collection processes which are relevant to performance measurement. However, there are more important lessons that can be learned from examining the implementation issues and benefits associated with previous attempts to adopt performance measurement systems.

The development of a framework for the CSCP planning process required reviewing experience in other jurisdictions, both local and international, in developing performance measurement systems for community-based crime prevention programs, along with performance measurement in other aspects of local government activity. The findings from this review are outlined below.

Performance measurement and crime prevention programs

Accountability for funding and for achieving planned results is an important principle underpinning effective crime prevention programs (ECOSOC 2002). This requires more than just financial accountability and acquitting project expenditure. Recent experience from crime prevention programs both in Australia and overseas has demonstrated the potential value of effective performance measurement systems as an integral component of program development, management and evaluation processes (Homel 2006; Homel et al. 2007). Frequent problems in implementing crime prevention programs and the absence of reliable data to demonstrate the impact of crime prevention efforts has highlighted the need for those responsible for managing crime prevention programs to give appropriate consideration to the development of a standard performance measurement framework. This should be supported by a comprehensive program management information system that can be consistently applied to individual projects and/or plans as a common project management and reporting system (Homel 2006). These processes enable the ongoing monitoring of

program delivery, both at the individual project and aggregate program level, which when reviewed, can inform regular improvement to the delivery of crime prevention activity.

There has been some attempt to implement these sorts of systems overseas. In Canada, a consultant was engaged by the National Crime Prevention Centre (NCPC) to develop a performance measurement strategy for the National Strategy on Community Safety and Crime Prevention (Department of Justice Canada 2001). This involved developing a set of comprehensive performance indicators and a complete performance measurement system. A review of this process suggested that this led to the delineation of well-considered linkages between the intended outcomes of the strategy, relevant indicators of success and operational requirements to ensure success. An assessment of the extent to which performance measurement data was being gathered, analysed and integrated into program decision making concluded that:

- performance measurement data existed but needed to be gathered, assessed and integrated in a more strategic and systematic way to enable success to be measured;
- data relating to key indicators for measuring success (or otherwise) were not routinely collected;
- more resources (financial and human) were required to support the development and monitoring of the performance measurement system;
- the quality of existing performance data needed to be enhanced through clear guidelines and templates to ensure the information is collected in a consistent manner and is a high standard; and
- the capacity to demonstrate results was limited by the lack of a formal performance measurement system, a lack of understanding of the data being collected and limited awareness of how the data collected was being used to inform decision making (Department of Justice Canada 2001).

There were three levels of monitoring and evaluation within the program; one level focused at the national strategy as a whole, another at clusters of projects and a third level examined individual projects. This necessitated the development of a system for monitoring information relating to individual projects funded by the program. There were several issues that impacted upon the usefulness of this system including limitations with the processes involved in gathering of project results, such as the lack of a clear framework or guidelines to assist in the evaluation and reporting of individual project effectiveness. Information from project evaluations was available but rarely used to inform program improvement. Overall, the review concluded that there was a need to develop a more appropriate data system that could effectively capture project information and integrate key lessons into program development and a need to enhance performance monitoring and measurement processes to address the various shortcomings that had been identified (Department of Justice Canada 2001).

A revised performance measurement strategy has now been developed for the renewal of the National Crime Prevention Strategy (NCPS) for 2008 to 2013. This strategy is based upon a logic model of the NCPS, which includes both a strategic (policy, research and evaluation) and an operational component (project funding, development and support) and examines performance in terms of:

- the extent to which adequate resources are available to support the implementation of the NCPS;
- whether the expected outputs are being generated; and
- the extent to which the short, intermediate and longer-term outcomes have been achieved (NCPC 2008).

Some of the indicators contained within the framework relate to the impact of individual projects funded or supported by the NCPC. This has required the development of monitoring and evaluation guidelines, which includes suggested performance indicators for individual projects and a template for reporting progress against these indicators.

Experience with performance measurement and the Crime and Disorder Reduction Partnerships (CDRPs) (Community Safety Partnerships in Wales) in the United Kingdom has been mixed. In the United Kingdom, local agencies have a statutory duty to work in partnership to reduce crime and antisocial

behaviour, and to formulate and implement a strategy to address the crime, disorder and substance misuse issues in their area (Home Office 2007). Local government authorities and police shoulder the main responsibility for these partnership arrangements. Besides the underlying legislation and the key differences in terms of the responsibilities of local government, the approach to crime prevention undertaken in the United Kingdom has had a significant influence over Australian approaches and as such, there are important lessons in terms of performance management and program improvement. There are also important differences between the organisation and responsibility of local councils in Australia and the United Kingdom (Homel 2010), which means there must be some consideration given to how these lessons may be modified and adapted to suit the Australian context.

The development of United Kingdom's crime prevention partnerships was accompanied by an emphasis on the importance of effective performance management. Funding to local partnerships has been linked to a centrally defined performance management agenda (Gilling 2005). Some observers have been critical of the approach to performance measurement, particularly in its earliest forms. Performance measurement has arguably been given far more attention in the development and implementation of crime prevention partnerships than other aspects of good practice, including community participation and local problem solving (Hughes 2007). Hughes (2007) suggests that this may have lead to an emphasis on the process of collecting measurable data, at the expense of meaningful efforts to improve what is actually being measured (the operation and effectiveness of the partnership) to enhance performance (Hughes 2007). Regular performance review cycles and stringent reporting requirements have also been criticised for placing a significant administrative burden on already stretched local partnerships (Hughes 2007; Solomon 2009).

A review of UK CDRP strategy documentation by Hughes (2007) revealed a concentration of performance indicators that relied upon police-recorded crime data. Hughes (2007) suggested that measures like these tend to focus on what may be regarded as higher-profile volume crimes using police data, potentially at the expense of longer-term qualitative measures which may have been more creative and appropriate to the local context. He therefore argued that giving priority to these quantitative performance indicators may hamper local innovation and creativity (Hughes 2007).

Other authors have been critical of the counterproductive nature of centrally set performance targets (Gilling 2005; Solomon 2009). CDRPs were encouraged to develop strategies that were consistent with the crime reduction priorities of central government, rather than reflect findings from community consultations (Gilling 2005). Centrally defined performance indicators can identify priorities that are not the priorities of local partnerships, potentially leading to a resentment of the program and cynicism as to whether local partnerships can adequately address local crime problems (Gilling 2005). Instead, it has been argued that local partnerships should be allowed the freedom to focus on local priorities (local solutions for local problems), which may or may not be the same as national priorities (Gilling 2005; Solomon 2009). Performance measurement processes should be flexible enough to accommodate this emphasis and encourage localised problem solving.

A review of the CDRPs by the UK National Audit Office (2004) concluded that while there had been improvements to the level and extent of performance monitoring since the inception of the partnerships, there were concerns regarding the quality of feedback provided by the central agency in response to the performance data submitted by individual partnerships. This highlights the important of performance measurement processes extending beyond the collection of reporting of performance data; there must be some demonstrable value to those whose performance is being reported. Procedures for responding to performance reports (negative or positive) must be developed and agreed upon.

There has been some attempt to overcome the limitations of earlier performance measurement systems for crime prevention in the United Kingdom. In a recent review of the CDRP, a framework of minimum standards for partnership working was established, based on the six hallmarks of an effective partnership:

- empowered and effective leadership;
- intelligence-led business processes;
- effective and responsive delivery structures;
- community engagement;
- visible and constructive accountability; and
- appropriate skills and knowledge (Home Office 2007).

Effective performance management is an important element of this approach, designed to improve the performance of local partnerships and overcome many of the problems that had been encountered with previous systems for monitoring performance.

In 2008, a set of streamlined indicators were introduced that reflect national priority outcomes in England for local authorities working alone or in partnership with other agencies (Department for Communities and Local Government 2008). The aim was to improve on previous attempts to implement performance measurement processes that could enhance the work of local government. In addition to these indicators a new assessment framework *Analysis of Policing and Community Safety (APACS)* was also introduced in 2008 to measure the impact of police. For those outcomes delivered by the police and local government together (through CDRPs), the indicators used by APACS and the indicators in the local performance framework are the same. This was to minimise demands on police and local authorities and to ensure that discussions between local partners and central government relating to performance issues are based on a common language. Performance indicator data are sourced from a number of large scale community surveys (including the British Crime Survey), along with data obtained from administrative data sets.

Shared indicators also aim to facilitate and improve collaboration between local partners. An important element of effective partnership arrangements, both in crime prevention and multi-agency work in general, is the development of viable and meaningful joint performance indicators (Homel 2009a; IPAA 2002). Focusing on outputs, or developing indicators that do not reflect the combined effort of all partners, can encourage individual agencies to focus on their own core business and disengage from meaningful partnership work (Crawford 1998; Gilling 2005). For example, the active engagement of police in partnerships with the other state government agencies, local government, non-government organisations and the community is an important feature of community and problem-oriented policing, as well as community-based crime prevention (Anderson & Tresidder 2008). These are acknowledged as effective, or at least promising, strategies to reduce crime (Sherman & Eck 2006). However, there has been little attempt to develop adequate effectiveness indicators that relate to Australian police involvement in partnerships with other agencies, which has been criticised for its detrimental impact on the successful implementation of these partnership arrangements (Fleming & Scott 2008). Part of the problem stems from the fact that factors such as trust and communication, widely acknowledged as crucial indicators of effective partnership arrangements, are not easily measured or captured through traditional quantitative measures.

There are some lessons to be drawn from crime prevention programs in other jurisdictions within Australia. Like the OCP and many other state and territory crime prevention agencies, the Crime Prevention Division (CPD) of the NSW Attorney General's Department (AGD) supports a process for assisting local communities to develop crime prevention plans to address local crime problems. In 2005, the NSW CPD contracted the AIC to undertake a brief review of the overall quality, appropriateness and effectiveness of local crime prevention planning activities in New South Wales (Anderson & Homel 2005). This review revealed that there were issues in many LGAs in selecting appropriate measurements for plan and project outcomes. Indicators that were used to measure these outcomes appeared inadequate and an area that needed attention. This finding was consistent with the findings of a UK National Audit Office review of the CDRPs (NAO 2004).

Taken as a whole, there is very little precedent for systematic approaches to program-wide performance measurement in local crime prevention in an Australian context. There are fundamental differences in the role and responsibility of local government in Australia compared to other countries from which models of crime prevention have been adapted (such as the United Kingdom); as well as differences in the resources invested in crime prevention activity and in

performance measurement processes. As such, this project is highly innovative and will inevitably involve difficulties and challenges that may have been able to be avoided if there were any other examples from which lessons could be drawn.

Performance measurement and local government

A significant level of responsibility for the development and implementation of CSCP Plans rests with local government (Anderson & Tresidder 2008). This is not unique to Western Australia, as many central crime prevention agencies include local government in the development and delivery of their community-based crime prevention strategies (AIC 2004). Local government are responsible for a range of services related to crime prevention, including environmental design, control over building design through development approvals, the provision of street lighting, public events management, policies governing local business practice, local human services and community recreational services (AIC 2004). It is therefore instructive to examine local government practice with respect to performance measurement in these areas outside of the CSCP planning process to determine whether there are important lessons to be applied to the performance measurement framework for CSCP Partnerships and Plans.

The level and standard of benchmarking in the local government sector (ie reporting comparable data across LGAs) varies across jurisdictions (DTRS 2007). A number of other states report against performance indicators for key outcomes relating to local government performance, including community satisfaction with local government services. The situation has improved substantially since a 1997 Industry Commission report which concluded that state and territory approaches to performance measurement for local government had significant shortcomings and that there would be considerable benefit to the community in enhancing performance measurement processes (Industry Commission 1997).

Nevertheless, performance measurement in local government has typically focused on financial accountability and statutory compliance, rather than on outcomes from the operations of local government. The Department of Local Government and Regional Development (DLGRD) in Western Australia has devoted significant resources to developing a new system for monitoring the operations of local government (DTRS 2007). As at 2006, it was reported that DLGRD had conducted reviews of key performance indicator reports of other states with a view to developing similar reports for Western Australia in the near future (DTRS 2007).

However, a number of practical issues have been identified with respect to developing comparable performance indicators across LGAs. One of the main constraints has related to the availability of comparable data relating to key performance indicators. To address the issue of obtaining reliable data from individual councils, DLGRD have explored the use of the internet to facilitate data collection (DTRS 2003). This was intended to lower the costs associated with data collection, improve data quality and reduce delays in collecting data, however, at the time there were technical and financial issues preventing this process being established.

Researchers have also investigated the use of performance indicators by individual local councils in measuring the impact of community development activity (Pugh & Saggers 2007; Saggers et al. 2003). There is an overlap between the crime prevention activity delivered as part of CSCP Plans and the range of community development activity that has traditionally been the responsibility of local government. Reviews of the range and extent of community development indicators used by local government in Western Australia found that the majority of LGAs lacked formal indicators to measure the impact of community development programs (Pugh & Saggers 2007; Saggers et al. 2003). Where indicators were in place, they related to specific services or projects or individual performance rather than community wide indicators relating to community sustainability or wellbeing. Or they tended to rely on informal or anecdotal evidence or report on individual projects for the purposes of financial accountability (Saggers et al. 2003). However, there was a perception that formal indicators are important for internal management, external reporting and providing information to the community on community development activity (Pugh & Saggers 2007).

There were a number of important constraints identified that impact upon the ability of local government to develop performance indicators that measure the impact of community development activity, including:

- imprecise definitions of community development;
- limited understanding or knowledge of performance measurement processes and practice; and
- staffing and fiscal constraints limiting the capacity of local government to develop indicators by themselves (Saggers et al. 2003).

Nevertheless, there were a small number of LGAs that had attempted to develop a comprehensive approach to the measurement of local government performance in delivering important outcomes for the community. These findings have important implications for the performance measurement framework for CSCP Partnerships and Plans. In particular, they highlight the importance of:

- clearly communicating the value and importance of performance measurement to key stakeholders;
- developing clear and precise definitions of key concepts within the framework;
- developing strategies to address resource constraints; and
- training and development to ensure adequate knowledge and skills exist to support the framework.

Understanding the CSCP planning process

In developing the performance framework for CSCP Partnerships and Plans, the AIC followed the three basic steps identified by Schacter (2002):

- establish and agree on the objectives (or intended long-term outcomes) to which the work is supposed to be contributing;
- develop a logical description (model) of the work that links inputs, processes, outputs and short-term outcomes to these longer-term outcomes; and
- derive performance indicators from that model.

This section of the report describes the findings from the first two stages of this process. This includes long-term outcomes from the program, as well as a model and description of the processes through which crime prevention aims to deliver these outcomes.

Long-term outcomes from the CSCP planning process

The first stage in developing the performance measurement framework was to identify and agree upon the high-level program objectives (intended outcomes). These refer to the impact or consequences that result from having delivered the program and producing the outputs. Agreeing on high-level outcomes is a fundamental step in the development of a performance measurement framework, driving the design of a program logic model and subsequent selection of performance indicators (Schacter 2002). Performance indicators relating to outcomes are important because they provide evidence as to the impact of the program and benefits to the broader community. The first step in developing the framework has therefore been to more clearly define the aims and objectives of the CSCP planning process.

In Western Australia at the time of writing, government agencies were required to structure their agency performance management framework in accordance with performance management framework for state government agencies, referred to as Outcomes Based Management (OBM; DTF 2004). Agencies were also required to link their desired outcomes and services with the strategic outcomes and higher-level goals outlined in the government publication *Better Planning: Better Services*, which provides the framework for the management of the public sector in achieving the longer-term goals of government (DPC 2006). The outcomes that OCP seek to achieve through establishing partnerships with local governments primarily contribute to the government's goal of enhancing the quality of life and wellbeing of all

people throughout Western Australia by providing high quality, accessible services.

In line with this policy, this framework will aim to establish clear linkages between the objectives of individual CSCP Plans, the CSCP planning process as a whole and the broader strategic goals of state crime prevention planning processes. Aligning operational and strategic objectives will ensure that it is clear how individual Partnerships and Plans, and the organisations and individuals involved, contribute to broader strategic goals. This is particularly pertinent to the CSCP Plans, which are purposely designed so as to align with the broader goals of state crime prevention plans.

The OCP has identified the overall aims of the CSCP Partnerships and Plans as being to improve community safety and reduce crime. Community safety and crime reduction are both important long-term outcomes of the CSCP planning process. A detailed description of these long-term outcomes is provided in Table 4.

Delivering these outcomes in local communities are important long-term goals for the CSCP planning process. However, attributing changes in crime rates and community safety to the CSCP planning process, positive or negative, is difficult for a number of reasons. While CSCP Plans may reasonably be expected to contribute to these outcomes, a range

Table 3 Performance measurement hierarchy

Level of measurement	Outcome(s)
State government goal	Enhancing the quality of life and wellbeing of all people throughout Western Australia by providing high quality accessible services
Strategic outcome	A safer, more secure community
Agency-level outcomes	Goals in the State Community Crime Prevention Plan
Program outcomes	Intended outcomes from the CSCP planning process (outlined in this report)
Local CSCP Plan outcomes	Reflect the objectives identified and documented in each local CSCP Plan and may differ across LGAs
Project outcomes	Each individual action or project identified in local CSCP Plans has their own specific objective(s)

Source: DPC 2006; DTF 2004; WA Police 2008

Table 4 Long-term outcomes from the CSCP planning process

Outcome	Description
Reduce crime and disorder problems that are of greatest concern to the local community	Each LGA identifies local crime and safety problems, based upon an analysis of local crime data and extensive community and stakeholder consultation, which are perceived to be the problems of greatest concern in the local community Crime and disorder problems refers to a range of property and personal offences, both serious and less serious offences, antisocial behaviour and public disorder (broad terms that refer to a range of public behaviours that cause harm or distress), and includes repeat victimisation
Increase community safety and cohesion	Community safety is an aspect of the quality of people's lives in which the risk from a range of social harms such as crime, be it real or perceived, is minimised. It also refers to an increase in people's capacity to cope should they experience these harms (Ekblom & Wyvekens 2004) In addition to feelings of safety and the risk of crime and victimisation, community safety can also include issues relating to road safety, fire safety and other factors that may impact upon a person's quality of life. Some of these non-crime related issues are addressed in some CSCP Plans Community cohesion is another important component of community safety and is, at least in part, addressed through community development activities which form part of a community safety strategy Lastly, crime prevention also aims to improve the amenity of public space. Amenity refers to the presence of desirable qualities or features of public space, such as the low incidence of public disorder, being clean and well maintained (ie free from property damage), free from conflict between different activities and users, and encouraging community interaction

of external influences beyond the immediate control of the Plans can impact upon local crime rates, perceptions of crime and feelings of safety. These include broader social and economic trends, such as demographic changes in a population, unemployment rates, the emergence of new technologies and alcohol and substance use (Carcach 2000; Choo, Smith & McCusker 2007; Johnson, Headey & Jensen 2005; Morgan & McAtamney 2009; Urbis Keys Young 2004; Weatherburn 2001). Coverage of crime in the media may also impact upon perceptions of crime and safety (Roberts & Indermaur 2009). Characteristics of the local community, such as the presence of social capital, social cohesion and community capacity, have also been found to be related to the level of crime experienced by that community (Johnson, Headey & Jensen 2005; Productivity Commission 2003; Sampson, Raudenbush & Earls 1997). Some of these factors may be influenced by local crime prevention efforts, but the capacity of actions delivered as part of a CSCP Plan to exert a more significant impact on broader trends was acknowledged by stakeholders consulted as being limited.

Similarly, the level of crime that occurs within a community may impacted upon by a wide range of stakeholders, including criminal justice agencies, human service agencies, education departments and others (Armstrong & Francis 2003). This is not limited to the actions delivered as part of a local CSCP Plan. Strategies which are delivered by agencies involved in the planning process but which are not necessarily regarded as part of the plan itself, such as police operational strategies, may have a significant short-term impact on local crime levels. Determining whether long-term changes are the result of the various actions delivered as part of a CSCP Plan, or reflect (for example) the impact of a concerted attempt to improve educational outcomes for young people, can be problematic. This presents a significant challenge in terms of disentangling the impact of CSCP Plans from the impact of other programs, strategies and agencies.

Lastly, the targeted nature of local crime prevention—in that interventions are often focused on neighbourhoods identified as having the greatest need—means that crime prevention activity delivered as part of a CSCP Plan may have an impact on the occurrence of crime in one area, but that this impact may not be detectable at the LGA level (Armstrong & Francis 2003). Further, it may take CSCP Plans some time to bring about observable change in crime rates and community perceptions, particularly where there is an emphasis on strategies that seek to address the more systemic social conditions that are associated with crime.

Describing how the CSCP planning process works

The next critical step in the development of a performance measurement framework involved describing how the CSCP planning process actually works. This required the development of a program logic model. A logic model is a way of describing the program, tying together in a logical order the inputs, processes, outputs and outcomes involved in a program. The logic model encourages those responsible for the design and management of programs to think through, in a systematic way, what the program aims to accomplish in practical terms and the sequential steps by which the program will achieve its objectives (Schacter 2002). Importantly, this model provides the foundation for identifying a set of appropriate performance indicators and determines what outcomes can be reasonably attributed to CSCP Plans and when they should be measured.

A model was developed that outlines the key elements of the CSCP planning process, including the relationship between the range of activities undertaken by the OCP and local government as part of the CSCP Partnerships and Plans and the hierarchy of short, intermediate and long-term outcomes. This model details the preconditions that must be met in order for the objectives of the program to be achieved, which include improving a reduction in crime and increase in community safety and cohesion.

In the initial phase of consultations, there was some concern that while the model was accurate, it was very elaborate and an ambitious representation of the CSCP planning process. While there was agreement as to the organisation and key elements of the logic model, there was some desire to simplify the model.

Generally speaking, representatives from local government favoured the short-term outcomes identified in the model as being most relevant to the work undertaken by local government, more likely to be influenced by the CSCP Plans and as potentially easier to measure. Intermediate and long-term outcomes were regarded as important but subject to greater influence by external factors, increasingly beyond the direct control of local government and more difficult to measure accurately.

A number of modifications were made based on the specific feedback provided, including:

- giving greater recognition to the external factors that impact upon the outcomes specified in the model and the limited control over long-term outcomes;
- acknowledging the increasingly important and central role of local government in the delivery of crime prevention in Western Australia;
- reducing the number of processes represented in the model to core strategic areas and describing the operational aspects of these strategic areas in the accompanying narrative;
- introducing feedback loops and giving greater recognition to the relationships between outcomes, outputs and activities;
- distinguishing between the components of the model that relate to planning stages and those that relate to implementation; and
- not assuming a linear timeframe.

A revised model (Figure 2) was then developed that outlines the key elements of the CSCP planning process, including the relationship between the range of activities undertaken by the OCP and local government as part of the CSCP Partnerships and Plans and the hierarchy of short, intermediate and longer-term outcomes.

This section of the report outlines the various components of the CSCP planning process which are outlined in Figure 2, from inputs and activities involved in the development and implementation of CSCP Plans through to the hierarchy of short and intermediate outcomes that contribute to the long-term outcomes. Elements of the model that were identified by local government as integral to the successful implementation and effectiveness of the CSCP planning process are highlighted throughout this section.

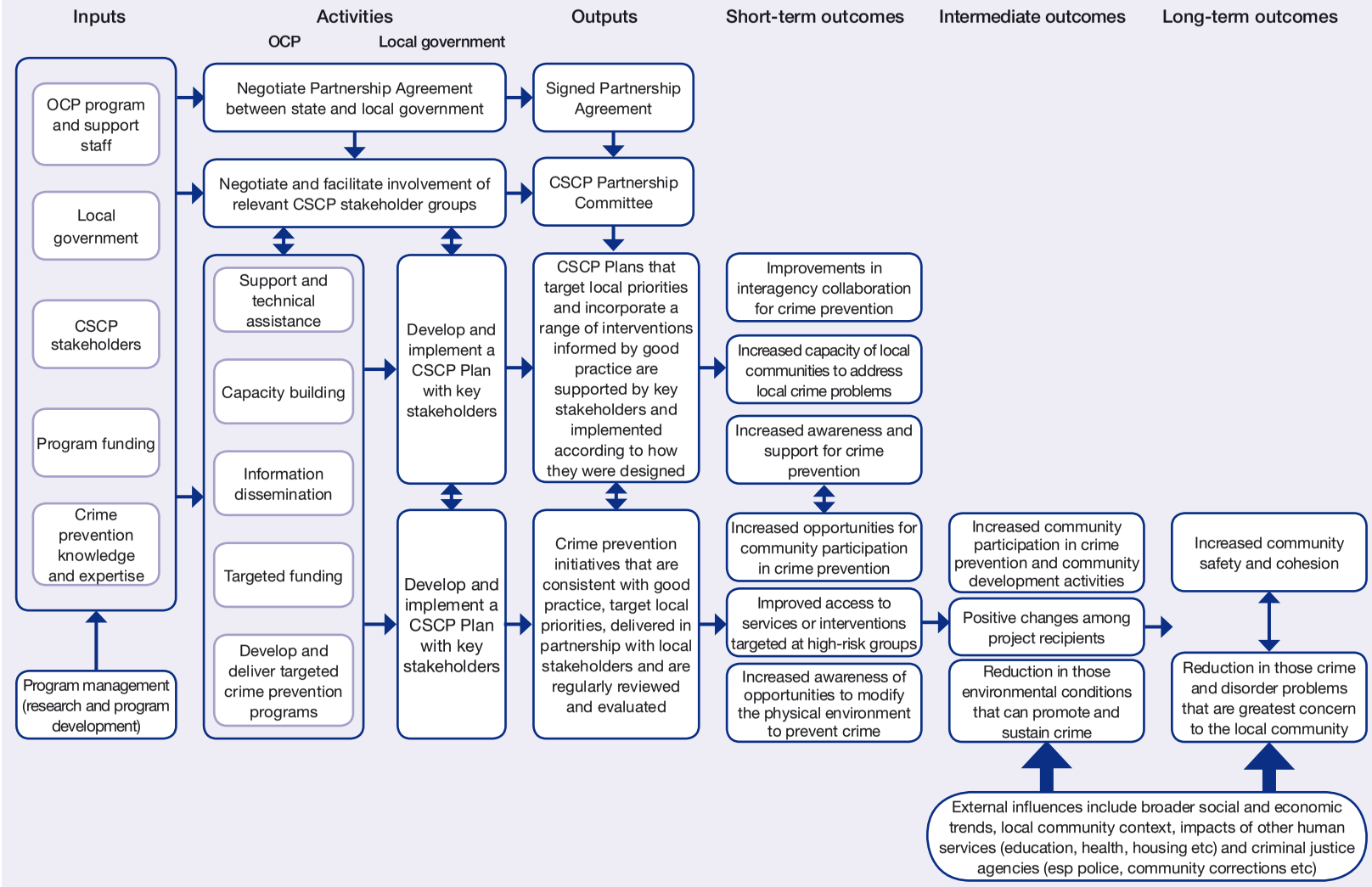
Inputs into the CSCP planning process

It is important to be aware of the range of resources (financial, material and/or human) used to carry out the work involved in the CSCP planning process. This information is useful in determining whether the planning process is adequately resourced, operating efficiently and where efficiency gains can be made. While the final framework is unlikely to incorporate indicators relating directly to inputs, an appreciation of these inputs is still necessary to develop indicators to measure the efficiency of a program (comparing outputs to inputs), as well as being helpful in understanding those factors that contribute to the effectiveness (or otherwise) of a program.

Several critical issues emerged during the consultation process relating to inputs into the CSCP planning process. Continuity in the availability of resources and support from key CSCP stakeholders is essential in enabling actions identified in the Plan to be successfully implemented; discontinuous funding and a lack of resources to properly implement CSCP Plan actions was identified as a major area of concern, with limited seed funding and then a lack of knowledge about how to access additional long-term funding. The need for continuous funding over a longer time period to allow for the proper development and implementation of the Plans would be necessary for local governments to impact the long-term and, to a lesser degree the intermediate, crime prevention outcomes in the proposed framework.

Similarly, stakeholder support must be ongoing and extend beyond the planning stages through to implementation. This includes external stakeholders as well as within local government, evidenced by recognition of the importance of the local government crime prevention function, integration of crime prevention into broader planning processes and allocation of resources to support effective crime prevention. It refers not only to those individuals and organisations involved in delivering individual actions within the Plan, but also high level support for the CSCP planning process. For example, police are generally supportive of local government crime prevention plans, although their participation in crime prevention activities is often limited by resource constraints. The local police are often very supportive of the plans; however, they are also constrained if more senior police managers do not make their participation in crime prevention activity

Figure 2 Model of how the CSCP planning process operates



one of their high-level priorities. Following on from this lack of priority, it is often expressed that the police do not have enough resources to participate in crime prevention activities (Anderson & Tresidder 2008).

Finally, it is important that those involved in the development and implementation of CSCP Plans have adequate knowledge of crime prevention and an understanding of how crime prevention strategies can be applied. Effective crime prevention is contingent upon a workforce with adequate knowledge and expertise in a range of key competencies relevant to crime prevention practice (Homel 2009b). Experience both in Australia and overseas has demonstrated that the effectiveness of crime prevention initiatives are frequently blunted by practical technical problems associated with, among other issues:

- a poor understanding of crime prevention theory and techniques;
- the absence of a skilled and professional crime prevention workforce;
- inadequate project and program management ability; and
- the lack of knowledge and experience with performance measurement and program evaluation (Homel 2006).

Improving interagency collaboration and the capacity of communities to prevent crime are also important outcomes from the CSCP planning process (and are

Table 5 Inputs into the CSCP planning process

Input	Description
Program management	A fundamental input into the CSCP Planning process is program management, including research and development. The design of the program underpins all other aspects of the planning process, determining inputs, processes and outputs. The design of the program is informed by research about what works in crime prevention and the most effective structures to support crime prevention activity
OCP program and support staff	This includes both dedicated staff employed to manage and/or support the CSCP planning process, as well as other work units whose primary role extends beyond supporting Partnerships and Plans. This includes (at the time of writing): • CET, who provide support and assistance to local government in the development and implementation of CSCP Partnerships and Plans; • Strategic Projects, who are responsible for the delivery of targeted projects to address priority offences in high-need areas; • Policy, who provide the broader strategic direction for the program; • Grants team, who are responsible for the administration and management of funding provided by the OCP to local government to support CSCP Plans, either through funding specifically allocated for the CSCP planning process or other funding streams available to communities to assist in implementing CSCP Plans; • Strategic communications; and • Designing Out Crime Unit
Local government	Local government staff are often appointed as coordinators for local CSCP Plans. Some local governments have a dedicated crime prevention officer, whereas in other areas, this responsibility rests with a community development officer, often in addition to other tasks. The number of staff and amount of time dedicated to the development and implementation of CSCP Plans varies across LGAs
CSCP stakeholders	The development, implementation and evaluation of CSCP Partnerships and Plans are contingent upon the active involvement and input from a range of CSCP stakeholders from different sectors (including government, non-government, business and community). These stakeholders provide input both as members of the CSCP Partnership Committee and in developing and implementing the range of projects and initiatives outlined in the CSCP Plan for which they have full or partial responsibility
Crime prevention knowledge and expertise	Effective crime prevention is contingent upon a workforce with adequate knowledge and expertise in a range of key competencies relevant to crime prevention practice
Program funding	Program funding includes: • OCP funding for the CSCP Planning process; • OCP grant funding; • funding from local government (cash and in-kind); and • funding from external sources (cash and in-kind)

described below)—reflecting the non-linear nature of CSCP Partnerships and Plans. The full range of inputs into the CSCP planning process is outlined in Table 5.

OCP activity involved in the CSCP planning process

Activities refer to all of the things that individuals and organisations involved in the CSCP Partnerships and Plans actually do. Activity indicators are needed at an operational level to ensure program implementation and delivery is on track—if activities are not functioning properly, then outputs will not be delivered and outcomes cannot be achieved (Audit Commission 2000a). Monitoring activity indicators provides early warning of potential problems in delivering key outputs or outcomes as they develop and also provides possible explanations as to why program objectives are not being achieved.

In recognition of the important leadership role of the OCP and local government in the CSCP Partnerships and Plans, activities have been separated according to whether they are the responsibility of OCP or local government (the latter in partnership with key local partners). The key OCP activities involved in the CSCP planning process are identified in Table 6.

In addition to assisting local government in developing CSCP Plans, the OCP was seen to be able to perform a number of important functions in providing support and assistance to local government:

- monitor and support implementation through frequent and regular contact with local government;
- continue to negotiate the involvement of key stakeholders;
- assist in the process of transferring contemporary crime prevention knowledge and examples of good practice to local government;
- disseminate detailed crime data for their local area; and
- assist local government to access grant funding opportunities.

Table 6 OCP activities involved in the CSCP planning process

Activity	Description
Negotiate Partnership Agreement between state and local government	The OCP (through the CET) negotiates with local government the terms of a CSCP Partnership Agreement
Negotiate and facilitate the involvement of relevant CSCP stakeholder groups	The OCP has responsibility (in partnership with the local government) for ensuring that key CSCP stakeholders are involved in local CSCP planning activities. Signing a CSCP Partnership Agreement commits state government agencies to provide support to and participate in CSCP Plans, provide relevant data and contribute to a whole of government approach to crime prevention The OCP, through its participation in regional forums and senior executive meetings, is in a position to negotiate with other agencies (particularly state government) regarding their involvement in the development and implementation of CSCP Plans. The OCP is responsible for the development of crime prevention policy and promoting a whole of government approach to the prevention of crime. The OCP performs a critical leadership role in driving and supporting local community crime prevention
Information dissemination	**Disseminate information and advice on crime prevention good practice** The OCP is responsible for providing information and advice on crime prevention to local partners to ensure that they have adequate information available to assist them to accurately diagnose local crime problems and design and deliver appropriate solutions The OCP is responsible for the dissemination and promotion of information and facilitating access to materials with findings from local and international research and good practice in addressing a range of crime prevention issues. There is also a role in facilitating information exchange between different LGAs to share experience and expertise This aims to ensure that Partnership Committees, who are encouraged to consult a broad range of information sources to identify and respond to issues, have access to information and advice about the range of effective crime prevention strategies available to them **Develop and distribute crime profiles to assist local communities identify local priorities** The OCP provides community crime profiles for LGAs to assist in the identification and analysis of demographic, economic and crime data relevant to community safety issues in local communities

Table 6 (continued)

Activity	Description
Capacity building	**Provide training and development** Once they have signed a CSCP Partnership Agreement, local partners are provided access to a range of training and professional development opportunities provided by the OCP that are designed to increase the capacity of local communities to identify and address local crime problems This will include a range of key competencies relevant to crime prevention, including planning, consultation, problem solving, project management and evaluation, as well as specific support for remote and regional workers to receive training
Support and technical assistance	**Provide support and assistance to local communities to develop CSCP Plans** The OCP provides support and assistance to local government and CSCP Partnership Committees to develop CSCP Plans. This includes advice and assistance in researching local crime problems and consulting key stakeholders and the community, facilitating access to data, providing planning materials and advising on good practice in crime prevention This support is recognised as beneficial and essential to the development of the Plan and the sustainability of the partnership between state and local government **Provide ongoing monitoring and support to endorsed CSCP Plans** Once a Plan has been developed and endorsed, the OCP is responsible for providing ongoing support to local partners to implement CSCP Plans. A CET staff member is assigned to support each local government and through regular contact is able to monitor and review progress and assist local partners to address issues with the CSCP Partnership Committee as they arise **Provide project development assistance** Individual initiatives identified in CSCP Plans may not be fully developed at the time of a plan being endorsed. The OCP will therefore provide support to develop specific initiatives as they are being established **Evaluation support, advice and guidance** The OCP provides support and advice to local CSCP partners to evaluate specific initiatives delivered as part of the CSCP Plans. This includes developing and disseminating materials with guidance on undertaking evaluation, providing data collection tools, as well as direct advice either as part of the grants management process or as part of regular contact with the local government
Provide targeted funding to support local crime prevention initiatives	The provision of funding for the development and implementation of CSCP Plans and crime prevention projects OCP provides the LGA with funding to assist with the Plans at two stages. The community is given funding to initiate the planning process, on the condition that it results in a CSCP Plan being developed. Once the Plan has been developed and endorsed, further funding is given to the LGA to implement a project focusing on one of their key target areas. In addition for each year over the life of the plan, the OCP provides funding to the LGA to cover administration costs This funding is not the only funding accessible to LGAs implementing a plan. LGAs are also eligible to apply to the other grant schemes offered by the OCP, under a number of different streams The OCP is responsible for soliciting project proposals through to providing assistance in developing proposals and monitoring and (to a lesser extent) evaluation of selected projects once approved for funding. The OCP is now moving towards a targeted funding model based on evidence of need and current priority areas
Deliver targeted projects to address priority offences in high needs areas	The OCP has developed a number of crime prevention projects that are delivered in areas identified as having high need to address crime and safety problems identified as state government priorities. These frequently involve and are in some cases coordinated by members of the CSCP Partnership Committee The OCP is also responsible for a number of statewide crime prevention advertising campaigns that aim to improve public understanding of crime, increase reporting and raise awareness of crime prevention strategies

Local government activity involved in the CSCP planning process

Table 7 outlines the key activities of local government involved in the CSCP planning process. Representatives from local government highlighted among other aspects of the planning process the importance of providing meaningful opportunities for community involvement and engagement of community in crime prevention. Plans and the activities delivered within them must be promoted within the community, as must opportunities for community participation. Sustainability of crime prevention is contingent on the active involvement of communities in the development and implementation of Plans.

Table 7 Local government activity involved in the CSCP planning process

Activity	Description
Negotiate Partnership Agreement between state and local government	Local government negotiates with the OCP the terms of a CSCP Partnership Agreement
Negotiate and facilitate involvement of relevant CSCP stakeholder groups	At the local level, local government is responsible (with the support of the OCP) for ensuring that key CSCP stakeholders are involved in local CSCP planning activities and engaging them in the development and implementation of CSCP Plans
Work in partnership with key CSCP stakeholders to develop and implement a CSCP Plan to address local priorities	**Research and consultation to identify local crime and community safety priorities** A key component of the CSCP planning process is the assessment of local crime and safety issues to identify priorities for the CSCP Plan. A range of information sources may be accessed to develop an understanding of specific crime problems, including (but not limited) the community profiles distributed by the OCP, police recorded crime data, local government data and safety audits In addition, funding from the OCP for developing a CSCP Plan may go towards the surveying the community to determine their view as to the main priorities within the local area. Consultation meetings, forums or focus groups may also be used. The OCP encourages consultation with all sectors of the community, including young people, Indigenous people, CALD groups, seniors, local businesses and community members An important feature of effective plans is adopting a problem-solving approach. This requires regularly reviewing progress and identifying new problems or issues as they emerge **Develop and implement a CSCP Plan** Local government works in partnership with the community, state government agencies and non-government organisations to set realistic crime prevention objectives and develop a coordinated plan of action to address local crime and safety priorities and achieve these objectives. Local government then work with key stakeholders to implement the range of new and existing strategies that are to be delivered as part of the CSCP Plan **Promote the CSCP planning process and individual Plans to key stakeholders and the broader community** Local government promotes greater community awareness and involvement in community safety and crime prevention by promoting the Plan and the benefits of a coordinated approach to crime prevention to the community and key CSCP stakeholders
Develop and/or implement evidence based crime prevention initiatives identified in the CSCP Plan, in partnership with CSCP stakeholders, to address local priorities	Local government works collaboratively with key CSCP stakeholders to develop and implement evidence-based crime prevention initiatives identified in the CSCP Plan. This can include (but is not limited to) reviewing the evidence relating to different project ideas, preparing project plans, engaging key stakeholders and the community, establishing referral processes, seeking funding from a range of sources, actively seeking participants, developing project material, regularly reviewing project information and data, and dealing with problems as they arise

Outputs from the CSCP planning process

It is important that the performance framework outlines a hierarchy of indicators that relate to all aspects of program performance, including outputs. There is growing recognition of the value of a broader approach to performance measurement that focuses on activities and outputs as well as outcomes (Perrin 1998). Outputs refer to the actual deliverables that agencies involved in the CSCP planning process produce to generate the desired outcomes. In order for objectives to be achieved, a program must deliver products and/or services that can be reasonably expected to bring about the desired change for the community.

Crime prevention evaluations should always include an assessment as to the process of implementation (Sutton, Cherney & White 2008). The same can be said for performance measurement, particularly as this can provide the opportunity to address issues as they arise. Implementation failure has proven to be a significant issue impacting upon the effectiveness of crime prevention programs and initiatives, not just in Australia (Homel 2009b; Sutton, Cherney & White 2008).

Therefore, it is important to know whether the CSCP Plans, and the actions contained within them, have in fact been implemented and implemented according to the original Plan design. This refers to implementation fidelity. Determining whether a program has implementation fidelity requires examining:

- adherence to program design;
- exposure or dosage of interventions delivered;
- quality of program delivery; and
- extent to which participants are engaged and involved in the program (Mihalic et al. 2004).

Program flexibility is important, but if significant variations are observed, then the reasons for these changes must be examined and understood. Even allowing for a certain degree of flexible problem solving does not guarantee that Plans will be sustainable or that implementation failure will be avoided (Cherney & Sutton 2007).

Indicators are required to provide evidence as whether Plans and the individual initiatives outlined within them have been developed, endorsed and implemented according to how they were intended, and in accordance with accepted good practice relating to crime prevention planning, implementation and evaluation. This second point is an important one. Good crime prevention Plans outline long-term goals, even though it may prove difficult to demonstrate progress against these objectives in the life of the Plan (Cherney & Sutton 2007). Therefore, central agencies should judge success not only on whether all outcomes have been achieved, but whether in working towards these outcomes there has been a meaningful attempt to apply those key principles (particularly as they related to crime prevention good practice) outlined in the original contract or Plan (Cherney & Sutton 2007).

For example, committees, plans and initiatives must show evidence of partnership working between different CSCP stakeholders, and whether those stakeholders that are engaged in the planning process are contributing to the delivery of CSCP Plans and individual initiatives as required. This requires a clear understanding and ownership of responsibilities, which involves:

- forming an understanding of each agency's responsibilities and roles and then formalising that understanding;
- accepting ownership for these responsibilities and committing to supporting strategies through to implementation; and
- sharing responsibility for crime prevention.

Another important property of crime prevention initiatives is that of consistency and compatibility. Individual actions delivered as part of a Plan must be consistent and compatible with one another in terms of both content and program delivery. They must also be compatible with statewide programs, such as those delivered by the OCP. Conflict between the range of actions delivered in a community may have a detrimental impact on their overall impact, or lessen their impact on key outcomes. Table 8 describes the key outputs that are produced as part of the CSCP planning process.

The range of crime prevention initiatives delivered as part of a CSCP Plan is outlined in Table 9. Not all

activities listed in Plans relate to specific interventions per se. Some, such as community safety committee meetings (including but not limited to CSCP Partnership Committee meetings), relate to ongoing planning and oversight activities. Similarly, a number of CSCP Plans also identify actions that involve what might be better considered to be planning or problem solving (eg safety audits, community surveys) activities, rather than interventions. In addition to the interventions described below, CSCP Plans also involve initiatives that aim to address broader community safety issues, such as road and pedestrian safety. Policing operations, such as targeting local hotspots, fall outside the scope of the interventions that are described in Table 9 but are frequently identified within Plans as a key action and contribute to the achievement of long-term outcomes.

Table 8 Outputs from the CSCP planning process

Output	Description
Partnership Agreement	A signed Partnership Agreement between state and local government that clearly defines the roles and responsibilities of each partner in the development and implementation of a CSCP Plan and is based on principles of and a commitment to: • shared responsibility; • effective communication and information sharing between partners; • community involvement in crime prevention; • evidence-based planning; and • measuring performance
CSCP Interagency Committee	A CSCP Interagency Committee is established with representation from state and local government, private and non-government sectors and the community, with responsibility for: • the development and implementation of CSCP Plans; and • monitoring and evaluating outcomes from the Plan and reporting progress to the OCP
CSCP Plan	CSCP Plans are developed and implemented that: • identify and focus on local crime and safety priorities and targets areas within the local community with the highest need; • adopt a systematic problem solving approach that involves regularly reviewing evidence and monitoring progress; • include actions that are informed by evidence of good practice, in terms of demonstrated need and evidence to support; • combine both social (community and developmental) and environmental (situational and urban planning) prevention; • adopt a short and long-term perspective, focusing both on immediate results and long-term change; • involve and are supported by the community, both in their development and implementation; • are aligned with the goals of statewide crime prevention planning processes; • are sufficiently flexible to be able to be adapted to address new or emerging issues; and • are implemented according to how they were designed
Discrete crime prevention projects or initiatives	Crime prevention initiatives that: • incorporate interventions or action that are consistent with good practice; • address local priorities identified through research and consultation, and adopt a routine problem solving approach; • have measurable results, are regularly reviewed, and are evaluated; • partner with relevant CSCP stakeholders as required; • are promoted in the community to encourage community participation; • are consistent with the goals of statewide crime prevention planning processes and contribute to the achievement of CSCP Plan objectives; and • are adequately resourced

Crime prevention interventions fall into two categories—environmental approaches and social approaches (Crawford 1998; Hughes 2007; Sutton, Cherney & White 2008). Environmental approaches to crime prevention incorporate broader planning initiatives along with situational crime prevention and aims to reduce crime by designing and/or modifying the physical environment to reduce the opportunities for crime to occur. The social approach commonly encompasses community development and early intervention programs, and seeks to influence the underlying social and economic causes of crime, including offender motivation.

While these two approaches are not in conflict and are often found mixed together within specific crime prevention initiatives (outputs from the CSCP planning process), they do have some distinctive differences. These are reflected in the way that responses to particular crime problems are conceived and the type of interventions selected and applied. Environmental crime prevention includes activities such as improved security through strengthening locks and improving surveillance, or crime prevention through environmental design (CPTED). It may also include those activities that improve the awareness, knowledge and capacity of individuals to implement these strategies. Social approaches may include action to improve housing, health and educational achievement as well as improved community cohesion through community development

Table 9 Range of projects and intervention types delivered under CSCP Plans

Action or intervention	Description	Examples
Arts' development project	An arts development project is one that uses art (including visual art, theatre, dance etc) as the medium for social or community development	Urban art projects Theatre workshops
Awareness campaign	An awareness campaign aims to provide information to a target group to raise awareness of specific issues, crimes, services and/or preventative measures	Marketing and advertising campaigns, including the distribution of material with crime prevention advice Distributing information about crime and security Distributing road safety material to drivers
Community involvement/ engagement projects	Community involvement or engagement projects seek to change the social structure of particular communities, through community mobilisation, increasing community bonds and informal social controls	Community events which encourage individuals to engage with one another
Community patrol and/or community policing project	A community patrol is a group of people that actively patrol their community, possibly offering an outreach service to provide information and assistance to members of the community (including referrals to support services), safe transport, reporting incidents and information to police and in some instances provide a security service to help maintain social order	Local government security patrols Neighbourhood Watch Eyes of the Street
CPTED/urban renewal	CPTED or urban renewal projects seek to reduce the opportunities for crime through the design and management of the built and landscaped environments. This includes strategies that involve modifying the built environment to create safer places that are less crime prone, or to make people feel safer	Integration of CPTED principles into town planning Development of CPTED policy CPTED audits of public spaces Urban regeneration initiatives
Diversionary activities project	Diversionary activities attempt to divert people away from engaging in criminal or antisocial behaviour by providing alternative activities in a safe environment that are rewarding, challenging and age appropriate. These activities can reduce boredom or reduce the opportunity to engage in less desirable behaviour and can also have a socialising effect. These activities can include sport, art, media projects, music and camps (see sub classification)	After school, weekend and vacation sport and recreational activities Youth drop in centres Establishing recreational facilities such as skate parks Music festivals

Table 9 continued

Action or intervention	Description	Examples
Education-type project	An education-type program is any structured set of activities that aim to deliver information to the target group with a view to improving their skills or knowledge. Unlike awareness campaigns, education type projects rely on the active participation of the recipient. This can include community education and workshops, vocational education and training, professional development, strategies that aim to improve school performance and drug and alcohol education	Providing security and/or community safety advice to seniors, business owners, victims of crime, young people, community groups or CALD communities Drug and alcohol education in schools Road/bike safety education in schools
Employment project	An employment program may actively seek or assist an individual to find employment, or provide vocational/job skills training that will increase the opportunities for employment available to the individual	Mechanical skills workshops Projects that help young people to develop resumes and applications for employment
Mentoring project	Mentoring is when a more experienced person takes on a role advising a less experienced person. Mentoring programs as a crime prevention strategy are characterised by contact between individuals that have had contact with the criminal justice system, or are 'at risk' of becoming involved in offending or antisocial behaviour, with positive role models. These role models are usually older and more experienced and provide support, guidance and encouragement to the less experienced young person	Projects that engage members of sporting clubs to mentor young people
Personal development project	Personal development strategies seek to address those risk factors relating to the individual and their social environment, such as social skills, life skills and parenting skills. Early intervention or developmental intervention projects often incorporate personal development strategies	Parenting courses and support programs for young parents
Security related infrastructure	Capital infrastructure projects that draw on security measures such as closed circuit television (CCTV), street lighting, and/or access control (ie fencing)	Installation or upgrade of CCTV systems, fixed and mobile Initiatives to improve street lighting
Service coordination	Service coordination includes projects that specifically aim to improve the way in which various organisations work together to address crime problems or to provide services to offenders, victims or those at risk of becoming an offender or victim of crime. They may involve a range of other interventions, but have as their primary goal improving the way agencies work together	Crime prevention committees Projects that work with police to develop referral mechanisms to improve access to services for victims of domestic violence Audits/promotion of existing services
Support services	Support services aim to provide some type of customised support for individuals (typically on an individual basis but also in small groups) that are victims or offenders of crime, or at risk of becoming a victim or offender. This often involves individual case management or an assessment of an individual's needs, often with a view to improving access to essential services (such as counselling, emergency accommodation etc) by way of referrals	Support services for victims of domestic violence Outreach services for young people Counselling for people with substance use problems
Target hardening	Target hardening seeks to increase the effort associated with committing an offence, usually through the alteration of the physical environment or surroundings to make specific crimes more difficult. Target hardening may also serve to decrease the rewards associated with crime (eg through property marking) and in some cases increases the risks associated with criminal activity	Provide property marking services Security audits for small business Providing rebates for security alarms and devices Rapid removal of graffiti

measures. The social approach also tends to focus on crime prevention measures that can take some time to produce the intended results.

There are clear similarities between CSCP Plans with respect to the range of strategies adopted to address local crime problems identified through consultation with the community. However, the fact that Plans are tailored to suit local conditions does create some difficulties in terms of developing a standard performance measurement framework. Understanding the range of interventions delivered as part of CSCP Plans was important in determining appropriate short-term outcomes from the CSCP planning process. In each Plan, there is a wide range of intervention types, incorporating both environmental and social approaches to crime prevention. However, a review of CSCP Plans and consultation with representatives of local government demonstrated that initiatives delivered by local government tend to favour community development activities and environmental approaches to crime prevention.

This is not surprising; there are key differences in the institutional arrangements required to support social and environmental approaches to crime prevention (Weatherburn 2004). Many of the risk and protective factors related to crime fall are under the control of state and territory and federal government (Weatherburn 2004). Experience has shown that local government, typically given the responsibility for leading and coordinating local crime prevention activity, has little control over the actions of other levels of government working at the local level, and even less control over higher level policies or resource allocation which have an impact of crime in their communities (Anderson & Tresidder 2008; Cherney 2004; Weatherburn 2004). Local government does have more control over factors that influence the opportunities for crime to occur through its various responsibilities in areas such as managing public space and building design, providing community recreational services and developing policies that affect local businesses (Weatherburn 2004).

Reviews of local government community development activity (within which crime prevention often resides) have observed similar trends. A review of the range and extent of community development approaches found that the emphasis was on service planning and development in the form of infrastructure projects to meet the needs of the community and community events and cultural programs to build a sense of community (Pugh & Saggers 2007). The delivery of community services (frequently involved in developmental crime prevention) is most commonly left to the non-government sector and communities (Pugh & Saggers 2007). This focus should be reflected in the performance framework.

Nevertheless, there are often projects delivered as part of local crime prevention plans that aim to deliver positive changes for individual participants. These initiatives may not necessarily be managed by local government. Instead, they may be delivered by other local organisations that are better placed to deliver services that can address the various individual risk factors that may increase the likelihood that a person will become involved in crime or antisocial behaviour. These strategies are necessary to ensure a comprehensive approach to local problems, and local crime prevention plans provide a useful framework through which better coordinate various initiatives directed at the causes of crime, and to facilitate increased cooperation and collaboration between key stakeholders. While the diversity of these initiatives presents a significant challenge to effective performance measurement, attempts should be made to incorporate measures of performance that reflect the full range of activities delivered as part of local CSCP Plans.

Short-term outcomes from the CSCP planning process

Given the various external factors that impact upon longer-term outcomes (described earlier in this section), monitoring indicators relating to high-level outcomes alone is unlikely to provide a reliable insight as to the impact or contribution to these outcomes of CSCP Partnerships and Plans. It is therefore necessary to identify a number of short-term and intermediate outcomes that are achievable in a shorter time frame and over which the CSCP planning process has a greater level of control. Implicit in these outcomes is an assumption as to the series of steps through which the CSCP planning process aims to achieve its high-level

objectives. Developing and monitoring performance indicators relating to these shorter term outcomes can provide evidence that the CSCP planning process is contributing to the long-term outcomes.

Table 10 outlines the range of short-term outcomes from the CSCP planning process. There are two broad categories of short-term outcomes—those that reflect the immediate impact of developing and implementing local crime prevention initiatives, and those that reflect the benefits of local crime prevention planning processes. Outcomes that relate to the short-term impact of crime prevention initiatives reflect the range of activities delivered as part of local crime prevention plans (described above) and the outcomes these interventions are designed to deliver.

The second category reflects an important objective of the CSCP planning process—improved service delivery. One of the key benefits from the CSCP planning process was reported by local government as being the improved organisation and administration of crime prevention activity. This includes formalising existing crime prevention activity and greater use of strategic planning for new initiatives, which assists in reducing the duplication of services and allowing local governments to better manage the development of the body of crime prevention initiatives much more effectively and efficiently. Engaging in the planning process can ensure that finite resources are allocated in a more informed and generally more sophisticated manner.

More specifically, representatives from local government identified a number of benefits from the development and implementation of a CSCP Plan in their LGA, which were relevant to improved service delivery. This included a better understanding and use of crime prevention knowledge and techniques, increased awareness and support for crime prevention and the development of interagency partnerships:

- The acquisition of contemporary crime prevention knowledge and the use of evidence-based research in planning activities, which encouraged greater consistency with good practice and leading to improved service delivery.
- An increase in public awareness and support for crime prevention is an important precondition for increasing community participation in crime prevention activity and will also contribute to the longer-term sustainability (and effectiveness) of local planning processes.
- Increased interagency cooperation with key stakeholders, facilitated by local government, which enabled the exchange of useful information, increased participation in crime prevention and building a better understanding of how agencies could assist one another.

In relation to this third benefit, and consistent with the AIC's reports on the previous stages of the evaluation, a number of local government representatives stated that maintaining effective partnership arrangements with key stakeholders beyond the initial planning stages has proven to be difficult. This is particularly true in terms of negotiating what cooperation meant in real terms and transforming signature partnerships into meaningful and active partnerships.

For example, police cooperation was reported to have increased in some instances with the planning of crime prevention activity and was considered one of the major benefits of the CSCP planning process, although this was largely through the work of individuals at the local level. However, sustaining and in some case developing this relationship with police has proven difficult owing to the withdrawal of police from crime prevention, most notably the decline of number of dedicated crime prevention officers, the constant changeover of staff and the loss of information and relationship building that this discontinuity creates.

Based on these findings, it was recommended that there be greater recognition of the development, management and benefits of partnerships in the final framework. Performance indicators and assessment tools should be developed that provide evidence of both quantity and quality of partnership arrangements. The development of these indicators and tools should be based on input from CSCP stakeholders and existing resources. These include, but are not limited to, the Partnerships Analysis Tool developed by VicHealth and the Partnership Assessment Tool developed by the Strategic Partnering Taskforce in the United Kingdom.

There may be multiple dimensions to assessing the performance of each partnership and monitoring changes in partnership working over time. It may be possible to assess both the extent to which agencies are working together, but also the quality of that working relationship. Research has identified several important qualities of effective crime prevention partnerships:

- a clear mission and agreement on the objectives of the partnership;
- good knowledge and understanding of one another's roles, responsibilities and motivation for being involved in the partnership;
- a high level of trust between partner agencies;
- members that work well together, respect one another and are committed to ensuring the partnership succeeds;
- strong leadership, including local 'champions';
- the capacity of agency representatives to commit resources to enable partnership to function and to address barriers to implementation as they arise;
- clear lines of accountability between the partnership and its parent agencies through performance management processes;
- division between strategic management and the management of operational and implementation issues, but with clear lines of communication and accountability;
- partnership structures that are relatively small, businesslike, with a clear process for making decisions and a focus on problem solving;
- adequately resourced, including ensuring that staff have enough time away from agency core business to provide input to the partnership;
- data sharing policies and protocols; and
- continuity in partner representation and participation and documentation of processes and decision making (Gilling 2005; Rosenbaum 2002).

Table 10 Short-term outcomes from the CSCP planning process

Outcome	Description
Increase opportunities for community participation in crime prevention	In order for greater community participation in crime prevention, opportunities for community involvement must be increased and the mechanisms for involving different sections of the community created (particularly diverse groups) Opportunities for community involvement include helping to identify local safety priorities and working with agencies on projects to address these priorities. This may include participation on crime prevention committees, in local safety audits, community meetings and forums, community activities and volunteering
Improve access to projects targeted at risk populations	In order for the CSCP Plans to generate positive changes in at risk groups, there must first be some improvement in the accessibility of and participation rates for a range of services and interventions that aim to address these factors A significant challenge in addressing factors related to an increased risk of becoming a victim or offender is engaging those people most at risk in crime prevention projects
Increase awareness of opportunities to modify the physical environment to prevent crime	Raising the awareness of possible opportunities for modifying the physical environment is an important first step in bringing about actual change in those environmental conditions that can promote and sustain crime. This is particularly true of measures to improve personal and property security
Increase the capacity of local communities to address local crime problems	Improving the capacity of local communities is contingent upon communities having the necessary knowledge, skills and resources to accurately identify crime and safety issues and to develop, implement and evaluate sustainable crime prevention solutions It should be recognised that there is considerable variation in the relative 'readiness' and capacity of communities to address crime and victimisation issues
Improve interagency collaboration in crime prevention	Increase the development of community-based partnerships and interagency collaboration to support the delivery of crime prevention activity. Benefits may include improved working relationships between agencies and different groups in the community, improved sharing of information and improved coordination of crime prevention effort between different agencies in local communities Partnerships may be established between different levels of government, non-government, business and the community sectors
Increase public awareness and support for crime prevention	Refers to the level of public awareness of the planning process and the level of public awareness and support for crime prevention generally within the broader community Crime prevention must be seen as a legitimate and effective method of addressing crime and disorder problems and bringing about sustainable reductions in those issues that impact upon people's feelings of safety within their community

The presence of these qualities does not guarantee a successful partnership and a successful partnership does not necessarily mean that crime prevention initiatives will be effective. However, these are important preconditions for ensuring that key CSCP stakeholders are working together to deliver local crime prevention activity. Changes in these properties over time will reflect an increase in the development of community-based partnerships and interagency collaboration to support the delivery of crime prevention activity, an important outcome from the CSCP planning process.

Intermediate outcomes

There are a number of intermediate outcomes which should result from the achievement of these short-term outcomes and in particular, from the successful delivery of interventions addressing local crime problems. Table 11 outlines the full range of intermediate outcomes from the CSCP planning process. Achievement of these outcomes will contribute to the overall effectiveness of local crime prevention in delivering a reduction in crime and improvement in community safety and cohesion.

Table 11 Intermediate outcomes from the CSCP planning process

Outcome	Description
Reduce those environmental conditions that can promote and sustain crime	Relates to the impact of environmental crime prevention, which includes both situational approaches to crime prevention and broader planning initiatives and aims to reduce crime by designing and/or modifying the physical environment to reduce the opportunities for crime to occur, increase the effort required to commit crime, increase the risk of detection and reduce the rewards associated with crime
Positive changes among project participants	Projects delivered as part of Plans may target a broad range of issues in order to reduce the likelihood that individuals will become an offender or victim of crime. Positive changes among project participants (typically identified as being at risk) include: • a reduction in substance misuse; • improvement in self-esteem and confidence; • reduction in boredom and increased participation in positive activities; • improved social skills, such as communication and conflict resolution skills; • improvements in rates of employment, or participation in employment programs, or • increased school attendance and participation. The precise impact of participating in these projects will depend upon the nature of the intervention being delivered
Increase community participation in crime prevention and community development activities	The CSCP planning process acknowledges and supports the important role of local communities in identifying and addressing local crime problems. CSCP Plans seek to encourage people in the community to become involved in the development and delivery of crime prevention High levels of cooperation between community members, and community participation in collective activity and the delivery of services, can help to build a sense of community and community pride. It is also integral to the long-term sustainability of community-based crime prevention efforts

Key performance information

Once agreement was reached regarding the key inputs, processes, outputs and outcomes that make up the CSCP planning process, it was possible to identify what information needed to be collected in the form of performance indicators.

Performance indicators

Performance information refers to evidence about performance that is collected systematically, largely through the use of performance indicators.

Performance indicators are an integral component of any performance measurement system. Performance indicators describe what is measured to assess various aspects of an organisation or program's performance.

Performance indicators can relate to different aspects of performance. Therefore, different types of performance indicators are required. These are detailed in Table 12. The final performance framework will be largely concerned with indicators relating to the *outputs* and *outcomes* from the CSCP planning process.

Table 12 Different types of performance indicators

Indicator type	Definition	Key performance questions
Outcome	The impact or consequences that result from having delivered the program and producing the outputs	What is the impact of the service or program? Is the program achieving its objectives? Does the problem that led the program to desire these outcomes still exist?
Output	The products and services project made available to target group	What level (ie quality) of service is being provided? How many units of service are being provided? Is the program efficient in its delivery of this service(s)?
Activity	All of the things that individuals and organisations involved in the design and/or delivery of a program actually do	Is what needs to be done to deliver the output being done? Is the program on track to meet targets?
Input	The range of resources (financial, material and/or human) used to carry out the work	What resources are used to deliver the service or program?

Source: Audit Commission (2000a)

Performance indicators may be based on either quantitative or qualitative data. Performance measurement systems should attempt to include both forms of data. Quantitative data permit overall descriptions of performance in a systematic and comparable way. Qualitative data can provide more in-depth understandings of performance and are important in measuring those aspects of a program that are not readily quantifiable. Each type of data has its own strengths and weaknesses, but taken together can provide a balanced picture of performance.

This data can be obtained in many different ways, including:

- administrative data collections, including local organisation information management systems;
- published and unpublished documentation;
- stakeholder or population surveys;
- systematically recorded field observations;
- focus groups or case studies; and/or
- key informant interviews.

It is imperative that the performance indicators underpinning the framework are suitably robust and understandable for their intended use. The indicators included in a performance measurement framework should exhibit the following characteristics:

- relevant to the organisation(s) whose performance is being measured and relate to program objectives or specific service areas identified as needing to be improved;
- clearly defined to ensure consistent collection and fair comparison;
- easily understood, particularly among those people who will need to make decisions in response to the information about performance;
- comparable on a consistent basis between different areas and over time;
- collected and analysed in a manner that enables the information and data to be verified;
- cost effective, insofar as the cost of collecting information is balanced against the use and value of that information;
- attributable, in that the performance measured by the indicator is either within the control or influenced by program managers;
- responsive to change, so that the impact of changes in performance can be determined;
- based on data that are available within a reasonable timeframe; and
- valid and reliable (Audit Commission 2000b).

In practice, it has proven difficult to develop performance indicators that fulfil all of these criteria and it has been necessary to make compromises. This is not unusual. However, each indicator included in the performance measurement framework for CSCP Partnerships and Plans has been assessed against these criteria before being accepted. Subsequent reviews of the framework will also assess the indicators included in the framework against these criteria.

Challenges for a performance framework

There were a number of significant challenges faced in developing the framework. There is strong support for the development of processes to increase accountability for crime prevention, generate support for prevention and the work of local government, and enhance the credibility of the CSCP Plans as a long-term strategy to reduce crime and improve community safety. Local government indicated that there was a need to establish a process for reviewing progress against the Plan:

- establishing a process for reviewing the implementation of Plans and subsequently modifying or eliminating actions that may have been idealistic and replacing them with more realistic targets that take account of available resources and which have the greatest likelihood of success;
- regularly reviewing local priorities and the capacity of the Plan to effectively address these priorities; and
- the flexibility to allow changes resulting from experience and improved understanding of local problems.

However, there was concern about increased responsibility for local governments, without appropriate resourcing or support to implement performance measurement processes. In particular:

- there are limited or inconsistent existing data collections at the local government level from which to draw information relating to performance indicators;
- there is a relative absence of or inconsistencies between existing systematic performance review processes or systems; and
- limited resources, human and financial, are available to support the implementation of a performance measurement system.

Conversely, a number of local governments have more sophisticated data collection methods or performance measurement processes in place. These challenges present a significant risk to the effectiveness of the proposed performance measurement framework. However, while local government representatives were concerned about increased burden of reporting requirements they were supportive of the proposed performance measurement framework as long as:

- it was possible to incorporate performance measurement processes into their current work practices;
- the process is easy, streamlined through the development of guidelines and resources and supported in data collection by the OCP and state government agencies; and
- it would not lead to overly ambitious and unrealistic expectations of local governments to influence outcomes beyond their control.

Differences across LGAs

One of the key issues to consider in developing performance indicators that can be compared across jurisdictions is the need to consider not only the great deal of variability in the content of CSCP Plans, but considerable differences in the capacity of local communities (particularly local government) to deliver crime prevention activity and the different contexts in which crime prevention is delivered. During the current project, significant differences were identified between metropolitan and regional LGAs, both in terms of capacity to deliver crime prevention and in terms of the range of projects and actions delivered as part of the CSCP Plans, the way Plans are structured and the manner in which Plans (and the actions identified in them) are implemented.

In some LGAs, the Plan is of fundamental importance to the ongoing management and administration of crime prevention and is in many respects a working document that provides structure and guidance to crime prevention activity in the local community. In others, the Plan is a mechanism by which local government is able to access funding for crime prevention and community development activity and/or a vehicle to establish an interagency committee and engage key stakeholder groups. The actions identified in the Plan may or may not be implemented. There are also considerable differences in the types of issues addressed by the various communities involved in the CSCP planning process. These differences were widely acknowledged by those involved in this consultation phase and there was support for a flexible approach to performance measurement that would accommodate and support these differences.

Quantitative and qualitative performance indicators

In light of the issues identified by local government, the AIC determined that the most practical approach would be to develop a mixed model of performance measurement combining:

- a self-assessment of performance against clearly defined criteria relating to qualitative performance indicators, to be completed by members of a CSCP interagency committee in partnership with the OCP; and
- quantitative performance indicators for longer term outcomes, where data is available and in some cases already collected on a routine basis.

The full range of possible quantitative and qualitative performance indicators relating to the key elements of the CSCP planning process are outlined in *Appendix A*. Relevant data sources for each indicator, timeframes for data collection and reporting and the agency responsible for collecting the information have also been outlined in these Tables. There is some overlap between the performance indicators that have been identified for the various components of the planning process. Some of these performance indicators, while based on extensive consultation with key stakeholders, will

depend upon the availability of appropriate data which need to be verified during the next stage of the collaboration program. These indicators require further testing and refinement.

Self-assessment reports for qualitative indicators

The nature of qualitative performance indicators means that it can be difficult to measure and report progress against these indicators in a manner that is systematic and comparable across LGAs. One approach to overcome this problem is the use of self-assessment reports. Self-assessment reports require the development of a qualitative assessment form (or forms) that can be completed by local government in partnership with the OCP and their local interagency committee. This will identify a number of criteria relevant to the qualitative performance indicators in the framework, against which the performance of each individual CSCP Partnership and Plan would be assessed. The performance of the OCP in supporting the CSCP planning process could also be assessed through this mechanism.

The self-assessment reports would be completed by each CSCP Plan (or regional Plan). Measuring performance would require rating performance against specific criteria for each component of the framework and providing a brief description of evidence that supports this rating. These assessments would focus primarily on shorter-term outcomes and outputs, and on providing information that will inform operational decision making. This would be in addition to quantitative performance indicators for longer term outcomes which are more easily measured or for which data is available. This type of approach has been utilised in other contexts, including the UK CDRPs.

There was strong support for the development of resources that would support the performance measurement process in the form of a toolkit for local government and key CSCP stakeholders. This would help to ensure that performance measurement activity could become a routine activity embedded as part of the CSCP planning process and also ensure that standard measures of performance are applied. This approach will ensure consistency with the fundamental principles of performance measurement, specifically that performance measurement processes are systematic, comparable, repeatable and cost effective.

Crime and Disorder Reduction Partnerships self-assessment tools

Two different self-assessment tools have been developed to monitor qualitative performance information relating to the UK CDRPs. The Self-assessment Framework (SAF) is based on the *Business Excellence Model* and covers five key areas—leadership, audit and strategies, people and partners, resources and processes. Each area includes a number of specific standards and CDRPs assess their performance against each standard. Each assessment is required to be supported by evidence, including references to evaluations or reviews that had been completed or to specific actions undertaken to meet the standard. The primary purpose of the SAF is to identify strengths and areas for improvement. The SAF leads to the identification of improvement goals which can then be turned into actions for an improvement plan. Key stakeholders involved in the CDRP are required to sign the assessment and endorse the findings (Home Office 2003).

Building on the SAF, a Partnership Assessment and Delivery System (PADS) has also been developed. In addition to quantitative performance indicators, PADS incorporate a qualitative assessment of partnership processes and structures. A self-assessment process involves assessing the CDRP against 10 indicators of quality relating to the ability of the partnership to deliver and sustain effective crime reduction strategies (Home Office 2006). The 10 quality indicators relate to:

- leadership;
- establishing a shared vision and processes to deliver the vision;
- managing the community safety strategy;
- relationship management/people and partners;
- problem solving;
- effective use of resources;
- successful programs;
- performance management;

- community engagement; and
- communication (Home Office 2006).

Under each of these indicators, specific criteria have been identified against which an assessment of the partnership can be made, supported by evidence.

Developing self-assessment reports for the performance framework

In order to develop self-assessment reports, it was necessary to define assessment criteria for different components of the model. This required:

- determining key performance questions and qualitative performance indicators;
- defining criteria and key factors contributing to successful performance;
- developing an appropriate measurement scale;
- determining the nature and quality of evidence required to support self-assessed ratings of performance;
- determining what tools or resources are required to support this strategy; and
- deciding upon a process for measuring and reporting on performance.

A number of self-assessment report templates addressing different components of the model have been developed and are outlined in *Appendix B*. These include a progress report for CSCP Plans, partnership assessment, outcomes assessment and quality assessment. Some of these templates were tested at the forum with local government and have been revised based on feedback from participants. Others have been developed based on a review of the assessment tools used in other programs (crime prevention and other sectors) and in the United Kingdom for the CDRP, along with input from local government and the OCP. These tools will need to be trialled within the pilot sites during the next stage of the collaboration and modifications made based on the results from initial testing.

Using the internet to complete self-assessment reports

Given the large number of LGAs that have already signed a CSCP Partnership Agreement and have a draft or endorsed Plan, there is the potential for there to be a considerable amount of data being collected through the use of self-assessment reports. The use of online survey software can be used to assist in the process of data collection; reducing the cost and time associated with completing the reports. The development of online data entry tools can have a streamlining effect and greatly improve the efficiency of data collection and analysis (Mulvey et al. 2005).

However, there are several important issues that need to be considered with this approach:

- access to data for those that has never used it before can be intimidating, therefore, a user-friendly and easily understandable reporting system is necessary;
- transitioning from hard copy reports to web browser reports can be difficult, particularly for those with limited computer skills, and adequate training will be required; and
- despite making it quicker and easier for data to be collected and analysed, all data collected should still have a specific purpose and the temptation to collect other interesting data for the sake of it should be avoided (Mulvey et al. 2005).

The development of online data entry systems should be considered during the next stage of the development of the framework, at which point the precise nature of data collection tools will be confirmed and the issues and costs associated with the administration of self-assessment reports identified.

Quantitative performance indicators

In addition to qualitative performance indicators measured through the use of self-assessment reports, the performance measurement framework for CSCP Partnerships and Plans also outlines a number of quantitative performance indicators. Quantitative performance indicators are dependent upon the availability of relevant data, or the viability of establishing necessary data collection processes. For CSCP Partnerships and Plans, quantitative performance indicators fall into one of three categories, with some overlap:

- Indicators that reflect program objectives and are consistent across all LGAs and will be used to monitor the performance of CSCP Partnerships and Plans, both individually and at the aggregate level.
- Indicators that are consistent with specific local priorities and objectives, and will be used to monitor the performance of individual CSCP Plans.
- Management information indicators that can be used to assist in running specific projects or initiatives identified in the Plan effectively (Audit Commission 2000a).

The different levels of indicators and their users and uses are described in Table 13.

The performance framework for CSCP Partnerships and Plans is primarily concerned with identifying statewide indicators and indicators that can be compared across LGAs relating to the key outcomes and outputs from the CSCP planning process. The final framework therefore includes a statewide set of performance indicators against which all LGAs will be required to report and which can be aggregated to measure the performance of the CSCP planning process as a whole.

In addition, each local government may need to develop performance indicators relating to specific initiatives delivered as part of their local CSCP Plan. A key part of the next stage will be to assess whether there is a need to develop materials that provide guidance to local government to develop specific indicators that relate to individual initiatives, actions and projects that are delivered as part of CSCP Plans.

Sources of performance information

The Tables in *Appendix A* outline relevant data sources for each performance indicator included in the framework. These include:

- self-assessment reports completed by CSCP Partnership Committees;
- WA Police recorded crime data;
- community safety surveys;
- local government records;
- key informant interviews;

Table 13 Different levels of indicators and their users and uses

Indicator level	Users	Use
Statewide indicators (outcomes and outputs)[a]	Relevant Minister(s) OCP Senior Officers Group Regional Managers Forums State government agencies, including police CSCP Partnership Committees WALGA Local councillors Local community	Monitor program performance Statewide reporting External accountability Monitor and compare performance of individual CSCP Plans
Local CSCP Plan indicators (outcomes and outputs)	OCP Regional Managers Forums State government agencies, including police CSCP Partnership Committees WALGA Local councillors Local community	Setting and meeting local CSCP Plan objectives Internal and external accountability
Management information indicators (outputs, activities and inputs)	CSCP Coordinators and Partnership Committees Local managers and staff of the various organisations involved	Day to day management of individual actions identified in the CSCP Plan

a: These performance indicators will also be reported for each individual LGA

- OCP project database; and
- OCP administrative records.

For some indicators, data is already available from these sources. Where performance measurement data is already being collected, clear guidelines and mechanisms for systematically collecting data and ensuring the quality, consistency and comparability of data across LGAs must be developed.

Establishing new processes for collecting performance information

For the majority of indicators new data collection processes will need to be established. It will be necessary to establish new processes and mechanisms for collecting, analysing and reporting performance information. The OCP was, at the time of writing this report, in the process of developing information management systems that would help to improve the availability of information that could be used to measure the impact and operational components of the CSCP planning process. This included:

- working with the AIC to develop standardised assessment tools to measure the impact of similar projects funded by the OCP, such as urban arts projects;
- the development (with some assistance and input from the AIC) of an evaluation guide for local crime prevention projects, which provided guidance on developing performance indicators for community-based organisations; and
- the development a project database for projects funded by the OCP and actions outlined in each CSCP Plan, based on a classification system used for projects funded as part of a national crime prevention program, which would enable information on key project variables to be recorded in a consistent manner capable of being analysed and reported.

Further work is required in developing these mechanisms. The performance measurement framework will need to be supported by a comprehensive program management information system that can be consistently applied to individual projects and/or plans as a common project management and reporting system. This means developing a system for monitoring information relating to individual projects funded by the program extending beyond financial data, including information on project outcomes (see below). Therefore, there is a need to continue to develop an appropriate data system that can effectively capture project information and integrate key lessons into program development. In particular, there is a clear need to continue to develop standardised assessment tools to measure the impact of clusters of similar projects funded by the OCP or delivered as part of CSCP Plans.

Project evaluations and performance measurement

The AIC is working to develop a model performance measurement framework that will enable the OCP and local partners to monitor and review the ongoing performance of the CSCP Partnerships and Plans across Western Australia. As such, the focus of this work is on regularly reviewing program performance, identifying factors which may be impacting upon current and future performance, and making informed decisions regarding appropriate action to improve the performance, of the program. In this instance, the program in question is the CSCP planning process, which consists of the development and implementation of a CSCP Plan. This work is not concerned with the evaluation of individual actions, initiatives or projects delivered as part of a CSCP Plan.

However, it is important to acknowledge that through this work, the AIC will establish performance indicators and mechanisms for collecting data that will form the foundation of a future evaluation into the overall impact of the CSCP Partnerships and Plans. Similarly, the framework will make use of data collected for the purpose of project evaluation. It will also draw on information about individual projects which, when aggregated, will enable conclusions to be made about the impact of the Plan overall. Therefore, it will be necessary to establish standard data collections instruments (like those developed for urban art projects) to collect information that is useful for assessing the impact of the Plan as a whole, but which may also prove useful in undertaking an evaluation of individual projects. The AIC also recommends that the OCP establish a set of standard performance indicators for crime prevention projects funded by the agency, similar to those that have been developed to support the performance measurement strategy for the renewal of the NCPS in Canada.

Recorded crime data

More recently, the OCP has established a process whereby recorded crime data is regularly provided by WA Police for each LGA and this information is made available to local government crime prevention officers. This was in response to feedback from local government regarding difficulties with accessing local crime data for the purposes of crime prevention planning and evaluation. However, feedback provided to the AIC suggests that while this data is interesting and reviewed regularly, it is not particularly helpful in its current form for the purposes of planning or reviewing the performance of individual actions delivered as part of CSCP plans due to the aggregated nature of the data.

Nevertheless, this represents an important information source for measuring the impact of CSCP Plans as a whole, particularly for high-level outcomes identified in the framework. But it is important to understand the limitations that are associated with this data. For example, attributing changes in aggregate crime rates to the impact of the CSCP planning process can be problematic. Although the interventions employed as part of CSCP Plans may reasonably be expected to contribute to these outcomes, a range of external influences beyond the immediate control of the Plans can impact upon local crime rates. Other intervening factors, such as police operational strategies (eg targeting known hot spots or known offenders), can also have a significant short-term impact on local crime levels. Similarly, it may take CSCP Plans some time to bring about observable change in crime rates.

Recorded crime statistics can be used to measure trends and aggregate crime levels in a community (Johnson et al. 2004). However, they need to be treated with some caution as they may underestimate actual levels of crime in a community, particularly for those offences that are widely acknowledged as being under-reported (Sehl 2006). Recorded crime rates for LGAs with small population sizes and low rates of offending do not always provide a reliable indicator of changes in offending over time. Taken as a whole, this highlights the importance of not relying on recorded crime as the only measure of the long-term impact of CSCP Plans.

Community surveys

Another key source of information relating to performance indicators included in the framework is community surveys. In addition to measuring perceptions of safety, community safety surveys can also be used to assess other issues relevant to crime prevention and outcomes from the CSCP Plans, including:

- the extent to which members of the community implement personal crime prevention strategies and engage in preventative action;
- community participation in crime prevention;
- knowledge and understanding of crime prevention initiatives being delivered in the local area;
- support for crime prevention;
- satisfaction with local government or police responses to crime and safety issues; and
- levels of fear of crime and the impact of crime on respondents' lives and behaviour.

Several LGAs reported undertaking annual surveys of the community to ascertain feelings of safety, or satisfaction with the services provided by local government. However, there has been little attempt to standardise these surveys or collect data that can be compared across LGAs or aggregated to regional or state levels. Many LGAs survey the community to determine local priorities for their CSCP Plan, but these surveys are rarely undertaken on a more regular basis. A statewide community safety survey is not administered on a routine basis. The AIC recommends that the OCP take steps towards developing a standard community safety survey that can be administered by local governments as part of the CSCP planning process to inform the development of new CSCP Plans. This standardised tool could also then be used to assess the performance of CSCP Plans over time.

However, the cost of administering community surveys in each LGA to measure key outcomes relating to CSCP Plans, either as an extension of existing surveys or as a standalone survey would most likely be prohibitive, particularly at this relatively late stage. For smaller LGAs, and those local governments involved in regional planning, it may be more cost-efficient to undertake regional surveys. Like self-assessment reports, it may also be possible

to make use of the internet to administer community surveys. This can reduce the cost associated with administering community surveys in each LGA considerably and speed up the process of data collection and analysis. However, careful consideration must be given to the implications of this approach. In particular, online surveys are limited to those members of the community that have access to the internet and those with adequate computing skills and the ability to navigate the internet. It can also be difficult to control who completes the survey and raises the risk of self-selection bias. The potential value of this information should be considered alongside the inherent risks of relying upon responses that may not be representative of the views of the general community.

Accessing data

The application of a mixed model of performance measurement, incorporating both quantitative performance indicators and a self-assessment of performance against clearly defined criteria, means that the framework will not rely entirely upon administrative data sources or quantitative data generally. This will help to reduce the burden on local government, CSCP stakeholders and the OCP in terms of sourcing, collecting, analysing and reporting on data.

However, there will inevitably be a requirement to access information from other key agencies that is relevant to the performance of CSCP Plans. Data for indicators included in this performance measurement framework may be supplied by organisations other than OCP and local government, and arrangements for the collection and (where necessary) analysis of this data will need to be established. Individual agencies that deliver actions identified in CSCP Plans, such as WA Police, have data and/or processes in place for monitoring their own performance and the impact of the range of activities that they deliver. In some cases, the information collected by these agencies is relevant to the performance of CSCP Plans and reflects the combined effort of local CSCP partners. As such, consideration must be given to who will be responsible for accessing this information, whether this information can be provided in a timely manner and the time that may be required to embed this as a routine process.

Collecting, reporting and responding to performance information

The effectiveness of the performance measurement system will be contingent on a clear understanding of not only what information needs to be collected, but who will collect, analyse and report on key performance information and when, and how this information will be integrated into program management decision making to improve performance. This section of the report outlines the processes and methods for collecting and reporting performance information. It also outlines organisational roles and responsibilities and a governance structure with clear lines of accountability. While these have been proposed as a model reporting structure, the actual final arrangements for measuring and reporting performance information will be resolved as part of the next stages.

Responsibility for collecting, analysing and reporting performance information

It is important for there to be clearly defined roles for all parties involved in measuring and reporting on the performance of the CSCP Partnerships and Plans. The responsibility for collecting, analysing and reporting performance information ultimately depends on the nature and source of the information for indicators included in the framework. The bulk of the responsibility will need to be shared between the OCP and local CSCP Partnership Committees. However, the review of the CSCP planning process identified the limited capacity of CSCP Plan coordinators and committees as a significant impediment to routine monitoring of the performance of Plans (Anderson & Tresidder 2008).

It will be important to ensure that whatever processes are established, a reasonable attempt is made to minimise the impost on all parties by integrating data collection and reporting processes into existing performance review process and into the day-to-day work of those involved in the CSCP planning process. It is important that with the design of a performance measurement, consideration is given to whether there are adequate resources available performance measurement processes, including the systematic collection and reporting of performance indicator data.

The framework presented in this report outlines who is responsible at each level of data collection and reporting. The basic range of responsibilities is as follows. Local government and CSCP Partnership Committees should be largely responsible for:

- completing self-assessment reports on a six monthly basis, in partnership with the OCP;
- collecting and providing data to OCP relevant to statewide performance indicators;

- developing performance indicators for initiatives delivered as part of their local CSCP Plan;
- collecting, analysing, monitoring and reporting performance information relevant to the day-to-day management and operational components of their individual CSCP Plan; and
- taking steps to improve performance based on findings from an analysis of performance information relating to the individual CSCP Plan.

The OCP should be responsible for:

- coordinating the collection of performance information from local government, CSCP Partnership Committees and other relevant data sources (as per the framework in *Appendix A*);
- analysing and reporting on information relevant to statewide performance indicators and self-assessment reports;
- providing support and assistance to local CSCP partners in develop local performance indicators for individual projects, monitoring performance and addressing issues as they arise; and
- participating in a range of committee meetings to report on the performance of the CSCP planning process, including CSCP Partnership Committees, Regional Managers Forums and Senior Officers Group meetings.

Reporting performance information

A performance measurement framework is a means to an end, not an end in itself. It can and will not lead to performance improvement unless adequate provisions for monitoring, analysing, reporting and responding to performance information are established as part of a performance management system. Once it is clear what information is required, it will be possible to determine the actual methods of reporting.

However, there are a number of issues to consider in deciding how and what performance information to report in relation to the CSCP planning process. It will important to:

- minimise administrative burden and avoid reporting information that is interesting rather than focusing on that which is valuable;
- avoid information overload by focusing on the priorities of the CSCP planning process (outcomes and areas in need of improvement), or alternatively by reporting on exceptions (ie where indicators are off track);
- report information relevant to the responsibilities of the recipient of the report (ie CSCP Partnership Committee, the OCP, Regional Managers Forums etc), by considering what they will do with the information and what action they can take in response;
- report information in a timely manner, appropriate to the function of the report (ie program management requires more frequent reporting, program accountability requires information less frequently). Generally speaking:
  - annual reporting does not serve operational purposes or assist managerial decision making and is primarily used for accountability, such as to the Minister or the community;
  - information presented quarterly or biannually can be used to inform high-level management, such as the Senior Officers Group; and
  - more frequent reporting (ie monthly) is used primarily for operational management.
- make information on performance accessible and user friendly;
- present and highlight information on successes as well as problems, so as to promote the sharing of good practice; and
- involve recipients or users in the design of reports (adapted from Audit Commission 2000a).

Performance reports

During the consultation process, there was some discussion surrounding performance reports, including who the reports would be for, how far they would be circulated and in what format. Performance reports, compiled by the OCP, would summarise key aspects of performance for each LGA based on both the quantitative and qualitative information that has been collected. Comparisons across regions and across the state, primarily for quantitative indicators (ie recorded crime and community survey data), would also be outlined in a performance report. The final format of the report would need to be determined during the next stage, when the framework is trialled in a number of pilot sites and the precise nature of the data collected can be determined.

Self-assessment reports may be summarised in an annual performance report, but this would not involve comparisons between LGAs. Instead, the reports would be a mechanism through which the OCP and CSCP Partnership Committees could monitor the performance of individual LGAs over time and make general conclusions about the overall effectiveness of the CSCP planning process in delivering the intended outcomes. For example, reporting the proportion of LGAs that report 'some success' or 'working well' in relation to specific criteria.

Respondents expressed a desire to engage key partners in the performance review and reporting process to ensure that reporting on the performance of the Plan as a whole would not be seen to undermine the local partnerships that had been developed. Sensitive information on performance should be treated appropriately; performance reports should include sufficient information to enable strategies to improve performance to be developed but not include confidential data. Similarly, the format of performance reports was discussed, with participants suggesting that a simple mechanism for reporting on progress against key criteria should be developed to ensure that reports are both clear but not unnecessarily long or detailed (eg traffic light system of red, yellow and green lights).

Frequency of performance reporting

A related point is the frequency with which information on performance will need to be reported. This will vary across the different levels of outcomes and other aspects of performance identified in the framework. Simple progress reports based upon self-assessment reports could be completed on a six monthly or annual basis, whereas more complex reports or performance against longer term outcomes should be completed annually. The proposed schedule for reporting on performance is outlined in *Appendix A*.

Using performance information

There can be a wide range of users of performance information, each of whom may use the information in different ways. The full range of stakeholders with an interest in the performance of CSCP Partnerships and Plans has been identified and where possible their respective needs for performance information considered within the proposed framework. The following list of stakeholders has been identified as having an interest or stake in the performance of CSCP Partnerships and Plans:

- local Plan coordinators (primarily local government);
- CSCP Partnership Committees;
- local government officers, senior managers and councillors;
- various CSCP Plan stakeholders involved in the development and implementation of actions identified in individual Plans, particularly:
  - WA Police;
  - state government agencies including the Departments of Corrective Services, Health, Education and Training, Housing and Works, Indigenous Affairs, and Community Development;
  - non-government and service organisations;
  - business owners and operators;
  - different community groups and representatives of different sectors of the community;
  - the local media; and
  - the local community.
- OCP;
- WA Local Government Association;
- managers of state government agencies, regional and senior executive, that contribute to Plan activities;
- the relevant Minister(s); and
- the broader community.

These stakeholders will be interested in different aspects of performance. Most will have some interest in the overall impact and effectiveness of the partnership approach between state and local government and the CSCP planning process, whereas others (such as Plan coordinators, CSCP Partnership Committees and the OCP) will also be interested in knowing whether Plans are being implemented as they were intended and that key CSCP stakeholders are contributing to the process. The full range of interests, and the manner in which performance information will need to be presented, has been considered throughout the development of this framework.

Reporting structure

To develop a shared understanding of program performance, performance information must be communicated between the full range of interested parties. An important element of a sound performance measurement system and of good governance generally is the presence of clear and unambiguous lines of reporting, accountability and responsibility both internally and externally to key stakeholders (APSC 2007). Issues associated with accountability for local crime prevention partnerships have impacted negatively upon the effectiveness of crime prevention programs in other jurisdictions (Cherney 2004). It is important therefore to ensure that the right information on performance will be reported to the right person at the right time; and that the person receiving the information can take action to address performance issues. An important feature of the performance measurement system for CSCP Partnerships and Plans will be a clearly defined reporting structure, which outlines clear directions and the nature of reporting requirements.

The OCP is central to this reporting structure, with responsibility for overseeing the CSCP planning process and communicating progress to senior managers:

- The OCP shares valuable performance information with the local CSCP Partnership Committee, regularly reviewing the performance of each LGA and supporting the Committee to address performance issues as they arise.
- The CSCP Partnership Committee is accountable to the local community for the performance of the CSCP Plan in addressing crime and safety issues.
- The OCP will report on the performance of the CSCP Partnerships and Plans (individual, regional and collective) to CSCP Partnership Committees, Regional Managers Forums and Senior Officers Group, and through their representation on these forums coordinate crime prevention action and address performance issues as they arise.
- The CSCP Partnership Committee will report on the performance of local CSCP Plans to Regional Managers Forums and issues relating to the contribution of state government agencies.
- The Regional Managers Forums report to Senior Officers Group on the contribution of state government agencies to the CSCP planning process.

It will be important to ensure that there is a feedback loop integrated into performance reporting systems, so that information is shared to all parties regarding the value and practical use of performance information.

Responding to performance information

There must be clear procedures in place for taking action in response to performance information that is collected and reported. These procedures will be established once final agreement has been reached as to the nature of performance information that will be collected and the type and frequency of reports that will be produced. This should take place in the next stage of the development of the framework.

The next stage: Implementing the framework

The contribution of key stakeholders is critical to the effectiveness of local crime prevention, as evidenced by the information provided by from participants throughout the consultation process and the AIC's reports on the previous stages of the evaluation. It is important that there is also buy-in from key stakeholders into the development of the framework to measure the performance of CSCP Plans (or, as the case may be, to adapt this framework to other jurisdictions or programs). The framework is critical to the ongoing sustainability of collaboration across agencies, as it will provide evidence as to the effectiveness of partnership arrangements between state and local government. It will also provide evidence that will support CSCP Plan coordinators and the OCP to promote the benefits of the Plans and generate the support and involvement of key stakeholders. Similarly, it is important that there is a commitment to performance measurement processes among all stakeholders, particularly those who may need to be involved in data collection or analysis. As such, the framework will need to be endorsed by senior managers representing those agencies that are involved with the CSCP planning process, including (but not limited to) the Crime Prevention Senior Officers Group.

The framework presented in this report should be subject to further testing and refinement. Once endorsed, it should be implemented in accordance with the procedures outlined in this report relating to how and at what stages performance will be measured and reported, and by whom. Proposed roles and responsibilities have also been outlined for those involved in monitoring progress against key outcomes and taking appropriate action in response to the information collected. These can be reviewed and refined as part of the testing phase.

The AIC recommends that the implementation of the framework to take place in three stages:

- *stage one*—trialling the endorsed framework in four pilot areas and the development of a detailed implementation plan;
- *stage two*—implementing the framework, including any modifications, across all LGAs in accordance with the plan developed in stage one; and
- *stage three*—reviewing implementation of the framework to determine whether it has enhance the effectiveness of local crime prevention activity.

Trialling the framework

An important step in the implementation of the framework will be testing the performance indicators to identify how they work in practice, determining the accuracy of the proposed indicators, confirming whether the data collected is meaningful and useful and identifying potential problems and to make any

revisions (Perrin 1998). The first step will be to trial the endorsed framework in four pilot sites, specifically two metropolitan LGAs and two regional areas. The purpose of this trial will be to test the utility of the framework outlined in this report. Specifically, the trial will aim to identify:

- whether the performance indicators outlined in the framework are relevant to locally based crime prevention delivered as part of the CSCP Plans;
- whether the requisite data collections are available or can be developed;
- whether the practical resources suggested in this report are useful or whether revisions are necessary;
- possible training and development needs that may be required to fully implement the performance measurement framework; and
- any practical issues that might be encountered in expanding the framework across local governments with a CSCP Plan.

Pilot sites should be selected on the basis that they are representative of the different approaches to local crime prevention planning undertaken across LGAs in Western Australia.

Implementation plan

This report has covered some of the issues relating to the practice and procedures associated with the implementation of the framework. However, there are many more issues that need to be considered prior to implementing the framework across all LGAs. One of the key outputs for this stage will be the development of a comprehensive implementation plan to assist in the statewide implementation of the framework. The implementation plan should outline the major steps that need to be taken by the OCP and local CSCP Plan stakeholders. Key issues relating to the implementation of the framework that should be addressed by this plan include:

- a clear communication strategy that will outline a process for communicating the benefits and approach to measuring the performance of CSCP Partnerships and Plans;
- specific roles and responsibilities for all aspects of performance measurement;
- the major steps to implementing the framework in each LGA;
- outlining a realistic timeframe for implementation of the framework across all LGAs;
- a consideration of key change management issues that will impact upon the implementation;
- considering a future evaluation of the framework (ie an evaluation plan for Stage 3); and
- additional key challenges for the implementation of the framework, not identified in this report.

Technical assistance

Recent Australian experience has highlighted the need to direct more focused attention and resources to the task of improving the skill base and access to appropriate resources for those engaged in crime prevention action, including police (Homel 2009b). A key component of the next phase will be to determine:

- the guidelines or resources that will be required to support the implementation of the framework and the development of performance indicators for individual CSCP Plan actions; and
- technical assistance and training requirements to ensure those involved have the knowledge and skills necessary to support the implementation of the framework.

Integrating the performance framework into existing Plans

During the consultation phase, there was some discussion in relation to how the performance measurement framework would be integrated into existing Plans (as distinct from those with an expired Plan), particularly those where there are existing performance review processes in place. Further discussion regarding the implications of the framework for existing Plans is required, however, it is envisaged that the processes established as part of this framework will help streamline existing performance measurement processes. These processes may also replace existing reporting mechanisms to improve consistency across LGAs, so long as this does not lead to the loss of important performance information. It will therefore be necessary to trial the framework in locations with a current Plan in place, to ensure that it is compatible with existing processes.

There was also some concern that the bottom up/grassroots aspects of planning and existing processes within community-based crime prevention may be lost in attempting to apply performance measurement processes. Currently a project management approach is frequently utilised, which relies upon a 'trial and error' methodology. Performance measurement fits well into this process and does not need to be complicated or difficult. It allows for specific measures to be fit to innovative crime prevention initiatives. The framework being established is not trying to remove trial and error from planning processes, but merely trying to apply a more systematic way of collecting evidence to inform this process.

Implementation

Once the trial has been completed and necessary modifications have been made to the framework based on feedback from the OCP, local government and other relevant partners involved in the trial, steps should be taken to implement the framework across all LGAs. This should take place in accordance with the implementation plan developed during the piloting of the framework (ie Stage 1).

This may require providing training and guidance to each LGA, key CSCP stakeholders and OCP staff involved in the management of the framework, as well as ongoing support and assistance. It will also be important that there is a process for regularly reviewing, revising and updating performance indicators on a regular basis.

Reviewing the implementation of the framework

The final stage in this process will be to evaluate the utility and impact of the performance measurement framework once it has been implemented. This should involve an assessment as to whether the framework has been implemented according to the way it was designed and whether it proves useful in providing valuable performance information. It is important that there is a review process to determine whether the framework has delivered the intended benefits, as have been outlined in this report. This will also involve examining whether the establishment of performance measurement systems to support the implementation of CSCP Partnerships and Plans enhances the overall effectiveness of local crime prevention planning processes.

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Appendix A: Performance indicators for CSCP Partnerships and Plans

Table A1 Performance indicators for long-term outcomes

Long-term outcome	Key performance questions	Performance indicator	Data source	Collection interval	Reporting frequency	Responsibility for collection	Notes
Reduce those crime and disorder problems of greatest concern to the local community	Has there been a reduction in the frequency and severity of crime and antisocial behaviour, specifically those problems identified as priorities, in areas in which a CSCP Plan has been implemented? Are there any emerging problems or issues of growing concern?	Number, rate and trend of personal offences recorded by police, including: • non-domestic assault • domestic assault • alcohol-related offences • threatening behaviour • sexual assault	WA Police	Monthly	Annual	OCP	Reports on recorded crime should identify which crime issues are local priorities targeted by the CSCP Plan and which are not
		Number, rate and trend of property offences recorded by police: • burglary (dwelling) • burglary (non-dwelling) • steal motor vehicle • property damage • theft	WA Police	Monthly	Annual	OCP	
		Levels of repeat victimisation for selected property offences	WA Police	Monthly	Annual	OCP	
		Number of calls for police attendance to incidents involving disorderly behaviour or disturbances, including: • private residences • public places	WA Police	Monthly	Annual	OCP	
		Number and proportion of residents who report crime as having increased compared to 12 months ago	Local government community safety surveys	Annual	Annual	Local government	

Table A1 (continued)

Long-term outcome	Key performance questions	Performance indicator	Data source	Collection interval	Reporting frequency	Responsibility for collection	Notes
		Number and proportion of residents who report crime as being greater or much greater than the wider region	Local government community safety surveys	Annual	Annual	Local government	
		Number of incidents reported to or detected by council security patrols/rangers	Local government	Monthly	Annual	Local government	
		Number of incidents reported to Goodbye Graffiti website	OCP	Monthly	Annual	OCP	Included due to the absence of recorded crime data on graffiti offences
		Number of incidents involving damage to property	Local government administrative records	Monthly	Annual	Local government	These indicators reflect the current focus on graffiti as a priority in Western Australia
			Relevant state government agency or public service provider (eg utilities)	Monthly	Annual	OCP	
Increase community safety and cohesion	Is there a change in the extent to which people perceive certain crime and safety issues as being a problem in their local community?	Number and proportion of people who are of the opinion that the following issues are a major problem, somewhat problem or not a problem in their neighbourhood:	ANZPAA National Survey of Community Satisfaction with Policing (unpublished)	Annual	Annual	OCP	Likely to only be available for statewide, possibly region
		• illegal drugs • housebreaking • motor vehicle theft • speeding cars, dangerous or noisy driving • family violence • physical assault	Local government community safety surveys	Annual	Annual	Local government	

Table A1 (continued)

Long-term outcome	Key performance questions	Performance indicator	Data source	Collection interval	Reporting frequency	Responsibility for collection	Notes
	Is there a change in peoples' feelings of safety at different times of the day?	Number and proportion of people who feel very unsafe, unsafe, safe or very safe during the day and after dark: • at home alone • walking or jogging locally • on public transport • at local shopping centres • in local entertainment precincts (where appl.)	ANZPAA National Survey of Community Satisfaction with Policing (unpublished)	Annual	Annual	OCP	As above Not all locations are currently included in survey
			Local government community safety surveys	Annual	Annual	Local government	
	Has there been any improvement in road safety within the local area?	Number and rate of road traffic accidents	WA Police	Annual	Annual	OCP	
	Are people more likely to make use of public spaces and facilities?	Use of public space and facilities during the day and after dark: • public transport • shopping centres • recreational facilities • parks and reserves • entertainment precincts	Local government community safety surveys	Annual	Annual	Local government	
	Is there a greater level of cohesion within the local community?	Number and proportion of residents who feel that their local area is a place where people from different backgrounds can get on well together	Local government community safety surveys	Annual	Annual	Local government	These indicators are based on indicators used in the United Kingdom, where community cohesion refers to a sense of belonging and interaction between diverse communities (Home Office Community Cohesion Unit 2003)
		Number and proportion of residents who mix with other people from different backgrounds in everyday situations	Local government community safety surveys	Annual	Annual	Local government	

Table A2 Performance indicators for intermediate outcomes

Intermediate outcome	Key performance questions	Performance indicator	Data source	Collection interval	Reporting frequency	Responsibility for collection	Notes
Reduce those environmental conditions that can promote and sustain crime	Has there been change to the built environment where risks to security and community safety have been identified?	Extent to which CPTED principles are routinely considered as part of urban planning projects	Self-assessment report (B.2)	Every six months	Annual	CSCP Partnership or Interagency Committee	Annual performance reports would outline the number and proportion of LGAs that report 'some success' or 'working well'
		Extent to which local initiatives have addressed situational risk factors in known 'hot spots'	Self-assessment report (B.2)	Every six months	Annual	CSCP Partnership or Interagency Committee	Annual performance reports would outline the number and proportion of LGAs that report 'some success' or 'working well'
		The number and proportion of actions delivered as part of CSCP Plans that demonstrate evidence of having modified environmental conditions in known 'hot-spots'	Project administrative records	Annual	Annual	CSCP Partnership or Interagency Committee	Individual CSCP Partnerships will be required to select or develop an appropriate performance indicator(s) to monitor change related to the factors addressed by the specific actions within their CSCP Plan
	Has the use of personal and property security measures increased among local residents?	Number and proportion of local business operators that report having implemented situational crime prevention measures and/or CPTED principles	Local government community safety surveys	Annual	Annual	Local government	A survey of the community would list specific measures
		Number and proportion of households that report having implemented situational crime prevention measures and/or CPTED principles	Local government community safety surveys	Annual	Annual	Local government	A survey of the community would list specific measures
Increase community participation in crime prevention and community development activity	Is the community actively involved in crime prevention activity?	Trends in participation rates for Neighbourhood Watch	Self-assessment report (B.2)	Every six months	Annual	CSCP Partnership or Interagency Committee	Annual performance reports would outline the number and proportion of LGAs that report 'some success' or 'working well'

Table A2 (continued)

Intermediate outcome	Key performance questions	Performance indicator	Data source	Collection interval	Reporting frequency	Responsibility for collection	Notes
		Level of community participation in activities delivered as part of CSCP Plan	Self-assessment report (B.2)	Every six months	Annual	CSCP Partnership or Interagency Committee	Annual performance reports would outline the number and proportion of LGAs that report 'some success' or 'working well'
		Number and proportion of residents that report having participated in the delivery of local crime prevention strategies	Local government community safety surveys	Annual	Annual	Local government	Each LGA would be required to identify specific local strategies in community survey
	Has participation in crime prevention planning and implementation increased?	CSCP stakeholder attendance at interagency committee meetings	Self-assessment report (B.2)	Every six months	Annual	CSCP Partnership or Interagency Committee	Annual performance reports would outline the number and proportion of LGAs that report 'some success' or 'working well'
		Extent to which diverse groups (ie community organisations and groups) are participating in crime prevention planning and implementation, including: • Indigenous communities • Young people • CALD communities	Self-assessment report (B.2)	Every six months	Annual	CSCP Partnership or Interagency Committee	Annual performance reports would outline the number and proportion of LGAs that report 'some success' or 'working well'
Positive changes among project participants (and recipients)	Has there been any change in the factors associated with offending among the participants of projects delivered as part of CSCP Plans?	The number and proportion of people targeted by actions in the CSCP Plan that demonstrate evidence of positive changes in attitudes, skills, knowledge, behaviour and/or circumstances	Project administrative records	Annual	Annual	CSCP Partnership or Interagency Committee	Individual CSCP Partnerships will be required to select or develop an appropriate performance indicator/s to monitor change related to the factors addressed by the specific actions within their CSCP Plan
		Number and proportion of completed projects funded by the OCP and delivered as part of CSCP Plans that demonstrate positive changes among project participants	OCP (grants) project database	Annual	Annual	OCP	

Table A3 Performance indicators for short-term outcomes

Short-term outcome	Key performance questions	Performance indicator	Data source	Collection interval	Reporting frequency	Responsibility for collection	Notes
Increase public awareness and support for crime prevention	Is the community becoming increasingly aware of crime prevention activity taking place in their LGA?	Number of 'hits' for each CSCP Plan on the OCP and/or local government website	OCP & local government	Annual	Annual	OCP and local government	
		Number of 'hits' for other crime prevention and community safety information/pages online	Local government	Annual	Annual	Local government	
		Number and proportion of people who report being aware of local crime prevention activity, including: • CSCP Plan • specific initiatives	Local government community safety surveys	Annual	Annual	Local government	Each LGA would be required to identify specific local strategies in community survey
	Is the community more supportive of crime prevention activity as and see the benefits of strategies to prevent crime?	Number and proportion of residents that believe local crime prevention efforts will have a significant or very significant impact on the level of crime in the local area	Local government community safety surveys	Annual	Annual	Local government	Each LGA would be required to identify specific local strategies in community survey
	Do key CSCP stakeholders perceive the CSCP planning process as valuable and effective mechanism for reducing crime?	Stakeholder perceptions of the value of the CSCP planning process	Key informant interview	Annual	Annual	OCP	OCP would be responsible for seeking feedback from key partners through regional and state level forums
	Have key CSCP stakeholders accepted that they have a role in crime prevention and actively support the CSCP planning process?	Extent to which CSCP Partnership or Interagency Committee report that key CSCP stakeholders support the CSCP planning process?	Self-assessment report (B.2)	Every six months	Annual	CSCP Partnership or Interagency Committee	Annual performance reports would outline the number and proportion of LGAs that report 'some success' or 'working well'
	Has the CSCP planning process generated investment from sources within the local community?	Level of support from private sector for crime prevention activity	Self-assessment report (B.2)	Every six months	Annual	CSCP Partnership or Interagency Committee	Annual performance reports would outline the number and proportion of LGAs that report 'some success' or 'working well'

Table A3 (continued)

Short-term outcome	Key performance questions	Performance indicator	Data source	Collection interval	Reporting frequency	Responsibility for collection	Notes
Improve access to projects targeted at high-risk groups	Has there been an increase in the availability of programs and services in the LGA since the Plan was implemented?	Availability of positive programs for [young people/Indigenous community/CALD community/other] at risk of engaging in crime or antisocial behaviour	Self-assessment report (B.2)	Every six months	Annual	CSCP Partnership or Interagency Committee	Annual performance reports would outline the number and proportion of LGAs that report 'some success' or 'working well'
	Have there been an increased number of referrals to services and programs delivered in the LGA since the Plan was developed?	Referral rates to projects delivered under Plan	Self-assessment report (B.2)	Every six months	Annual	CSCP Partnership or Interagency Committee	Annual performance reports would outline the number and proportion of LGAs that report 'some success' or 'working well'
	Has participation in services delivered in the LGA increased since the Plan was developed?	Participation rates for actions delivered under Plan	Self-assessment report (B.2)	Every six months	Annual	CSCP Partnership or Interagency Committee	Annual performance reports would outline the number and proportion of LGAs that report 'some success' or 'working well'
Increase opportunities for community participation in crime prevention	Have opportunities to participate in the *development* of crime prevention and/or community development activities been created, particularly among diverse groups?	Extent to which meaningful opportunities for community participation in the development of crime prevention activities have been created	Self-assessment report (B.2)	Every six months	Annual	CSCP Partnership or Interagency Committee	Annual performance reports would outline the number and proportion of LGAs that report 'some success' or 'working well'
	Have opportunities to participate in the *delivery* of crime prevention and/or community development activities been created, particularly among diverse groups?	Extent to which meaningful opportunities for community participation in the delivery of crime prevention have been created	Self-assessment report (B.2)	Every six months	Annual	CSCP Partnership or Interagency Committee	Annual performance reports would outline the number and proportion of LGAs that report 'some success' or 'working well'
Increase awareness of opportunities to modify the physical environment to prevent crime	Is there greater awareness of the changes that can be made to the physical environment to reduce the risk that crime will occur?	Extent to which information on situational crime prevention and CPTED measures have been disseminated to the wider community	Self-assessment reports (B.2)	Every six months	Annual	CSCP Partnership or Interagency Committee	Annual performance reports would outline the number and proportion of LGAs that report 'some success' or 'working well'
		Level of demand within the local community for information and advice on security measures	Self-assessment reports (B.2)	Every six months	Annual	CSCP Partnership or Interagency Committee	Annual performance reports would outline the number and proportion of LGAs that report 'some success' or 'working well'

Table A3 (continued)

Short-term outcome	Key performance questions	Performance indicator	Data source	Collection interval	Reporting frequency	Responsibility for collection	Notes
Increase the capacity of local communities to address local crime problems	Has there been an improvement in community awareness and understanding of what is required to respond effectively to crime?	Extent to which CSCP Partnership Committees adhere to good practice in the development and implementation of CSCP Plans	Self-assessment report (B.2)	Every six months	Annual	CSCP Partnership or Interagency Committee	Annual performance reports would outline the number and proportion of LGAs that report 'some success' or 'working well'
	Has the capacity of local communities to become involved in crime prevention been increased through the CSCP planning process?	Level of funding for crime prevention received by individual local governments (beyond OCP seed funding)?	Self-assessment report (B.2)	Every six months	Annual	CSCP Partnership or Interagency Committee	Annual performance reports would outline the number and proportion of LGAs that report 'some success' or 'working well'
	Has there been an improvement in the understanding and application of evidence-based practice?	Extent to which CSCP Partnership Committees implement evidence based approaches to crime prevention	Self-assessment report (B.2)	Every six months	Annual	CSCP Partnership or Interagency Committee	Annual performance reports would outline the number and proportion of LGAs that report 'some success' or 'working well'
		Extent to which those involved in the design and delivery of crime have adequate skills, knowledge and expertise	Self-assessment report (B.2)	Every six months	Annual	CSCP Partnership or Interagency Committee	Annual performance reports would outline the number and proportion of LGAs that report 'some success' or 'working well'
	Has crime prevention planning been sustained beyond the initial planning period?	Number and proportion of CSCP Plans that are renewed beyond the initial planning period	OCP administrative records	Annual	Annual	OCP	
		Extent to which 'priority' projects are sustained beyond initial seed funding	Self-assessment report (B.2)	Every six months	Annual	CSCP Partnership or Interagency Committee	Annual performance reports would outline the number and proportion of LGAs that report 'some success' or 'working well'
	Do the Plans have sufficient resources to be implemented effectively?	Extent to which CSCP Partnership Committees report that Plans are adequately resourced	Self-assessment report (B.2)	Every six months	Annual	CSCP Partnership or Interagency Committee	Annual performance reports would outline the number and proportion of LGAs that report 'some success' or 'working well'

Table A3 (continued)

Short-term outcome	Key performance questions	Performance indicator	Data source	Collection interval	Reporting frequency	Responsibility for collection	Notes
Increase the development of community-based partnerships and interagency collaboration to support the delivery of crime prevention activity	Are there observable differences in the extent to which the OCP and local government worked with key CSCP stakeholders in the development and implementation of CSCP Plans?	CSCP stakeholder attendance and participation at Partnership Committee meetings	Self-assessment report (B.2)	Every six months	Annual	CSCP Partnership or Interagency Committee	Annual performance reports would outline the number and proportion of LGAs that report 'some success' or 'working well'
		Extent to which stakeholders with information that can inform the planning of actions in the CSCP Plan contribute to their development	Self-assessment report (B.2)	Every six months	Annual	CSCP Partnership or Interagency Committee	Annual performance reports would outline the number and proportion of LGAs that report 'some success' or 'working well'
		Extent to which partnerships between key CSCP stakeholders exhibit principles of effective partnership working	Self-assessment report (B.2)	Every six months	Annual	CSCP Partnership or Interagency Committee	Annual performance reports would outline the number and proportion of LGAs that report 'some success' or 'working well'
		Extent to which stakeholders identified as responsible for actions in the CSCP Plan contribute to their effective delivery	Self-assessment report (B.2)	Every six months	Annual	CSCP Partnership or Interagency Committee	Annual performance reports would outline the number and proportion of LGAs that report 'some success' or 'working well'
	Have the benefits of the CSCP planning process extended to other programs?	Degree of coordination between CSCP Plans and other related planning activity	Self-assessment report (B.2)	Every six months	Annual	CSCP Partnership or Interagency Committee	Annual performance reports would outline the number and proportion of LGAs that report 'some success' or 'working well'

Table A4 Performance indicators for program outputs

Output	Key performance questions	Performance indicator	Data source	Collection interval	Reporting frequency	Responsibility for collection	Notes
Partnership Agreement	Is there a signed Partnership Agreement between state and local government that clearly defines the roles and responsibilities of each partner in the development and implementation of a CSCP Plan?	Number and proportion of LGAs with a signed Partnership Agreement	OCP administrative records	Ongoing	Annual	OCP	
	Is OCP adequately resourced to support the CSCP planning process?	Ratio of signed partnerships per CET staff member	OCP administrative records	Annual	Annual	OCP	
		Average cost of CSCP Partnerships managed	OCP administrative records	Annual	Annual	OCP	
CSCP Partnership Committee	Has a CSCP Partnership Committee been established?	Number and proportion of LGAs with an established CSCP Partnership Committee (or equivalent)	Self-assessment report (B.2)	Every six months	Annual	CSCP Partnership or Interagency Committee	
	Is there adequate representation from state and local government, private and non-government sectors and the community (particularly diverse groups)?	Extent to which relevant stakeholders are engaged in CSCP Partnership Committees	Self-assessment report	Every six months	Annual	CSCP Partnership or Interagency Committee	
			Key informant interviews	Annual	Annual	OCP	

Table A4 (continued)

Output	Key performance questions	Performance indicator	Data source	Collection interval	Reporting frequency	Responsibility for collection	Notes
Plans that target local priorities, incorporate a range of interventions informed by good practice, are supported by key stakeholders and implemented according to how they were designed	How many LGAs have developed a CSCP Plan?	Number and proportion of LGAs with an endorsed CSCP Plan	OCP administrative records	Ongoing	Annual	OCP	
	Has each action within the CSCP Plan been implemented according to the agreed schedule?	Proportion of actions delivered as part of CSCP Plan that are underway and on schedule	Self-assessment report (B.1)	Every six months	Annual	CSCP Partnership or Interagency Committee	
	Does the Plan focus on local crime and safety priorities and targets areas within the local community with the highest need?	Proportion of actions delivered as part of CSCP Plan that are based on evidence of demonstrated need	Self-assessment report (B.1)	Every six months	Annual	CSCP Partnership or Interagency Committee	
	Does the Plan involve a systematic problem solving approach that involves regularly reviewing evidence and monitoring progress?	Extent to which Plans are regularly reviewed to assess progress and identify new or emerging problems	Self-assessment report (B.2)	Every six months	Annual	CSCP Partnership or Interagency Committee	Annual performance reports would outline the number and proportion of local government areas that report 'some success' or 'working well'
	Does the Plan include actions that are informed by evidence of good practice?	Proportion of projects that are supported by evidence of good practice	OCP project database	Annual	Annual	OCP	
			Self-assessment report	Every six months	Annual	CSCP Partnership or Interagency Committee	
	Are the objectives in the Plan clearly aligned with the goals in the State Strategy?	Extent to which actions identified in CSCP Plans are aligned with priorities in statewide crime prevention planning	OCP project database	Annual	Annual	OCP	
	Is the Plan supported by the community, both in their development and implementation?	Extent to which community and target groups participate in planning processes	Self-assessment report (B.1)	Every six months	Annual	CSCP Partnership or Interagency Committee	Excludes those actions that are not applicable

Table A4 (continued)

Output	Key performance questions	Performance indicator	Data source	Collection interval	Reporting frequency	Responsibility for collection	Notes
Crime prevention initiatives that are consistent with good practice, target local priorities, delivered in partnership with local stakeholders and are regularly reviewed and evaluated	Are projects delivered on time and under budget?	Number and proportion of projects delivered on time and under budget?	OCP project database	Annual	Annual	OCP	
	To what extent are initiatives consistent with good practice?	Number and proportion of projects that are supported by evidence of good practice	OCP project database	Annual	Annual	OCP	
			Self-assessment report (B.1)	Every six months	Annual	CSCP Partnership or Interagency Committee	
	Does each action have measurable results, are regularly reviewed and are evaluated?	Number and proportion of actions delivered as part of CSCP Plan for which evidence of outcomes is routinely collected	Self-assessment report (B.1)	Every six months	Annual	CSCP Partnership or Interagency Committee	Annual performance reports would outline the number and proportion of LGAs that report 'some success' or 'working well'
	Do actions within the Plans involved partnerships between relevant CSCP stakeholders as required?	Number and proportion of actions delivered as part of CSCP Plan in which key stakeholders are involved in delivery	Self-assessment report (B.1)	Every six months	Annual	CSCP Partnership or Interagency Committee	Excludes those actions that are not applicable
	Are actions promoted in the community to encourage community participation?	Extent to which CSCP Partnership Committees actively promote crime prevention initiatives	Self-assessment report	Every six months	Annual	CSCP Partnership or Interagency Committee	Annual performance reports would outline the number and proportion of LGAs that report 'some success' or 'working well'

Table A4 (continued)

Output	Key performance questions	Performance indicator	Data source	Collection interval	Reporting frequency	Responsibility for collection	Notes
	Are consistent with the goals of statewide crime prevention planning processes and contribute to the achievement of CSCP Plan objectives?	Extent to which actions identified in CSCP Plans are aligned with priorities in statewide crime prevention planning	OCP project database	Annual	Annual	OCP	
	Does each individual initiative have adequate resources to be implemented as it was designed?	Proportion of actions delivered as part of CSCP Plan that are adequately resourced	Self-assessment report (B.1)	Every six months	Annual	CSCP Partnership or Interagency Committee	Annual performance reports would outline the number and proportion of LGAs that report 'some success' or 'working well'

Table A5 Performance indicators for program activities (OCP)

Activity	Key performance questions	Performance indicator	Data source	Collection interval	Reporting frequency	Responsibility for collection	Notes
Negotiate and facilitate the involvement of relevant CSCP stakeholder groups	Has the OCP participated in a range of forums to engage key stakeholders in the CSCP planning process?	OCP attendance at: • CSCP Partnership Committee meetings • Regional Managers Forums • Senior Officers Group meetings	OCP administrative records	Annual	Annual	OCP	
		CSCP stakeholder satisfaction with the work of OCP to engage key CSCP stakeholders	Self-assessment report (B.3)	Every six months	Annual	CSCP Partnership or Interagency Committee	Annual performance reports would outline the number and proportion of LGAs that report 'high' or 'very high' level of satisfaction

Table A5 (continued)

Activity	Key performance questions	Performance indicator	Data source	Collection interval	Reporting frequency	Responsibility for collection	Notes
Disseminate information and advice on crime prevention good practice	Is adequate information available to local communities to assist them to accurately diagnose local crime problems and design and deliver appropriate solutions?	Number of products developed with advice on crime prevention good practice	OCP administrative records	Annual	Annual	OCP	
		CSCP stakeholder satisfaction with the information provided by the OCP on crime prevention approaches or interventions	Self-assessment report (B.3)	Every six months	Annual	CSCP Partnership or Interagency Committee	Annual performance reports would outline the number and proportion of LGAs that report 'high' or 'very high' level of satisfaction
Provide training and development	How many training opportunities has OCP made available to local CSCP partners?	Number of workshops delivered by OCP and attendance at these workshops	OCP administrative records	Annual	Annual	OCP	
	What proportion of CSCP stakeholders attend training opportunities organised by OCP?	Number and proportion of CSCP stakeholders participating in training delivered by OCP	OCP administrative records	Annual	Annual	OCP	
	How well does the training meet the needs of CSCP stakeholders?	CSCP stakeholder satisfaction with the availability, nature and standard of training and development provided by OCP	Self-assessment report (B.3)	Every six months	Annual	CSCP Partnership or Interagency Committee	Annual performance reports would outline the number and proportion of LGAs that report 'high' or 'very high' level of satisfaction
Develop and distribute crime profiles to assist local communities identify local priorities	Have community crime profiles and local crime data been distributed to local communities in a timely manner and are they useful?	CSCP stakeholder satisfaction with the level and nature of local crime data and community profiles disseminated to CSCP Partnership Committees	Self-assessment report (B.3)	Every six months	Annual	CSCP Partnership or Interagency Committee	Annual performance reports would outline the number and proportion of LGAs that report 'high' or 'very high' level of satisfaction
Provide support and assistance to local communities to develop CSCP Plans	To what extent does the OCP provide an adequate level of support to local CSCP stakeholders in the development stage of the CSCP planning process	CSCP stakeholder satisfaction with support and assistance provided by OCP prior to Plan endorsement	Self-assessment report (B.3)	Every six months	Annual	CSCP Partnership or Interagency Committee	Annual performance reports would outline the number and proportion of LGAs that report 'high' or 'very high' level of satisfaction

Table A5 (continued)

Activity	Key performance questions	Performance indicator	Data source	Collection interval	Reporting frequency	Responsibility for collection	Notes
Provide ongoing monitoring and support to endorsed CSCP Plans	To what extent does the OCP provide an adequate level of support to local CSCP stakeholders in the implementation stage of the CSCP planning process	CSCP stakeholder satisfaction with support and assistance provided by OCP once Plan has been implemented	Self-assessment report (B.3)	Every six months	Annual	CSCP Partnership or Interagency Committee	Annual performance reports would outline the number and proportion of LGAs that report 'high' or 'very high' level of satisfaction
Provide targeted funding to support local crime prevention initiatives	How much funding is provided by the OCP to LGAs to support projects delivered as part of CSCP Plans?	Number and total amount of grants provided by the OCP to projects delivered as part of CSCP Plans	OCP project database	Annual	Annual	OCP	
		Evidence that project funding decisions are based on existing knowledge of effective crime prevention approaches	OCP project database	Annual	Annual	OCP	
Provide project development assistance	To what extent does the OCP provide an adequate level of support to local CSCP stakeholders to develop individual crime prevention initiatives	Satisfaction of the local community with support and assistance provided by OCP to develop individual actions identified in the Plan	Self-assessment report (B.3)	Every six months	Annual	CSCP Partnership or Interagency Committee	Annual performance reports would outline the number and proportion of LGAs that report 'high' or 'very high' level of satisfaction
Evaluation support, advice and guidance	To what extent does the OCP provide an adequate level of support to local CSCP stakeholders to evaluate crime prevention initiatives	Satisfaction of the local community with support and assistance provided by OCP relating to evaluation issues	Self-assessment report (B.3)	Every six months	Annual	CSCP Partnership or Interagency Committee	Annual performance reports would outline the number and proportion of LGAs that report 'high' or 'very high' level of satisfaction

Appendix B: Self-assessment report templates

A number of sample assessment templates have been prepared to be trialled in the next stage of implementing the performance framework. These templates are designed as a simple mechanism for recording information about the progress of different aspects of a Plan in a systematic and standard way. Three templates have been developed:

- one that assesses progress in implementing actions identified in the Plan;
- one that assesses the key outcomes from the CSCP planning process; and
- another that reviews CSCP stakeholder satisfaction with the support provided by the OCP and OCP's priorities in supporting local government Plans.

It will be necessary to review and confirm the content of these self-assessment templates with those LGAs participating in the trial, prior to the commencement of the pilot period.

Table B1 Progress in implementing actions identified in Plans

For each action identified in your local Plan and new crime prevention initiatives assess the status of the action against each of the following criteria

Action, project or initiative	Action underway and on schedule	Resources available to deliver action	Key stakeholders involved in delivery	Community participating in project delivery	Target group participating in project	Evidence of need regularly assessed	Evidence of outcomes being collected	Action addresses current local priorities
Name of action, project or initiative (CSCP Plan/new initiative)	Yes/no/unclear	Yes/no/unclear	Yes/no/not applicable/unclear	Yes/no/not applicable/unclear	Yes/no/not applicable/unclear	Yes/no/unclear	Yes/no/unclear	Yes/no/unclear
Total number of actions (Yes)								

Table B2 Outcomes assessment

Performance issue	Quality criteria	Self assessed rating of performance				Evidence of performance	Strategies to improve performance
		Limited progress	Being addressed	Some success	Working well		
Intermediate outcome Reduce those environmental conditions that can promote and sustain crime	CPTED principles are routinely considered as part of urban planning projects						
	Situational risk factors for crime in known hot-spot areas are being addressed						
Intermediate outcome Increase community participation in crime prevention and community development activity	There is the desired level of community participation (as project staff) in the delivery of actions as part of CSCP Plan						
	There is the desired level of community participation (as project recipients) in community events delivered as part of CSCP Plan						
	CSCP stakeholders regularly attend and participate in interagency committee meetings						
	There is representation from diverse groups in crime prevention planning and implementation						
Short-term outcome Increase public awareness and support for crime prevention	Key CSCP stakeholders support the CSCP planning process						
	CSCP Plans have generated investment from sources (business) within the local community						
Short-term outcome Improve access to projects targeted at high-risk groups	The availability of programs in the LGA for those individuals who are at-risk of becoming involved in crime is improving						
	Referral rates for services and programs delivered in the LGA are improving						
	Participation rates for actions delivered under Plan are improving						

Table B2 Outcomes assessment

Performance issue	Quality criteria	Self assessed rating of performance				Evidence of performance	Strategies to improve performance
		Limited progress	Being addressed	Some success	Working well		
Short-term outcome Increase opportunities for community participation in crime prevention	Meaningful opportunities to participate in the *development* of crime prevention and/or community development activities have been created, particularly for high-risk groups						
	Meaningful opportunities to participate in the *delivery* of crime prevention and/or community development activities have been created, particularly for high-risk groups						
Short-term outcome Increase awareness of opportunities to modify the physical environment to prevent crime	Information on situational crime prevention and CPTED measures have been disseminated to the wider community						
	Demand for information on situational crime prevention and CPTED measures have increased						
Short-term outcome Increase the capacity of local communities to address local crime problems	The CSCP Interagency committee has adequate skills, knowledge and expertise to develop and implement effective crime prevention approaches						
	The CSCP Interagency committee regularly reviews and discusses evidence relating to effective approaches to crime prevention						
	The local CSCP Plan is adequately resourced to be implemented effectively						
	Priority projects are sustained beyond initial seed funding						
	The CSCP Interagency Committee has adopted a systematic approach to problem solving, regularly reviewing the Plan to assess progress and identify new or emerging problems						
Short-term outcome Increase the development of community-based partnerships and interagency collaboration to support the delivery of crime prevention activity	CSCP Interagency Committee (or equivalent) has been established and meets regularly						

Table B2 Outcomes assessment

Performance issue	Quality criteria	Self assessed rating of performance				Evidence of performance	Strategies to improve performance
		Limited progress	Being addressed	Some success	Working well		
	There is a high level of CSCP stakeholder attendance and participation at interagency committee meetings						
	Stakeholders with information that can inform the planning of actions in the CSCP Plan contribute to their development						
	Stakeholders identified as responsible for actions in the CSCP Plan contribute to their effective delivery						
	There is agreement regarding the purpose and objectives of the CSCP interagency committee, with clear leadership and direction						
	Roles and responsibilities for CSCP stakeholders have been clearly defined, are well-understood and are being fulfilled						
	CSCP interagency committee members have the capacity to commit resources to enable partnership to function and to address barriers to implementation as they arise						
	There is continuity in partner representation and participation and documentation of processes and decision making						
	The CSCP interagency committee is adequately resourced, and staff have enough time away from agency core business to provide input to the partnership						
	The local CSCP Plan has been aligned with other related planning activity						

Table B3 Assessment of OCP performance

The CSCP Partnership Committee should rank the following OCP activities in terms of whether they currently represent a high, medium or low priority in terms of supporting your local CSCP Plan over the next six months?

Then rate the level of satisfaction with OCP's performance for each of these areas. Provide comments where necessary to support your ratings

	Priority rating				Level of satisfaction					
OCP Activities	High	Medium	Low	Quality criteria	Very high	High	Average	Low	Very low	Comments
Negotiate and facilitate the involvement of relevant CSCP stakeholder groups				CSCP stakeholder satisfaction with the work of OCP to engage key CSCP stakeholders						
Disseminate information and advice on crime prevention good practice				CSCP stakeholder satisfaction with the information provided by the OCP on crime prevention approaches or interventions						
Provide training and development				CSCP stakeholder satisfaction with the availability, nature and standard of training and development provided by OCP						
Develop and distribute crime data and community profiles to assist local communities identify local priorities				CSCP stakeholder satisfaction with the information provided by the OCP on local crime data						
Provide support and assistance to local communities to develop CSCP Plans				CSCP stakeholder satisfaction with support and assistance provided by OCP prior to Plan endorsement						
Provide ongoing monitoring and support to endorsed CSCP Plans				CSCP stakeholder satisfaction with support and assistance provided by OCP once Plan has been implemented						
Provide project development assistance				CSCP stakeholder satisfaction with support and assistance provided by OCP to develop individual actions identified in the Plan						
Evaluation support, advice and guidance				CSCP stakeholder satisfaction with support and assistance provided by OCP relating to evaluation issues						
Other (list and add rows as required)										