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A review of the Western Australian Community Safety and Crime Prevention Partnership Planning process

Final report

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Executive summary

Western Australia's Office of Crime Prevention (OCP) has supported local communities across Western Australia to develop Community Safety and Crime Prevention Plans since 2005. Over this period, 126 out of 144 local government authorities (LGAs) have engaged in the crime prevention planning process. This has exceeded their original target of engaging 120 LGAs. The OCP has also supported the communities that have had their plans endorsed to implement related activities. This process has resulted in crime prevention activity being undertaken at both a planning and implementation level throughout WA in metropolitan, rural and remote settings.

Since 2005, the Australian Institute of Criminology (AIC) has been evaluating the Community Safety and Crime Prevention Planning process in Western Australia. This work has documented both the planning and implementation processes, and has identified both the successes of this process and areas in which communities need further support.

The OCP is responsible for directing the state government's approach to community safety and crime prevention. The strategic direction for this approach is detailed in *Preventing crime – the state community safety and crime prevention strategy*. This strategy is designed to make the Western Australian community safer through concerted crime prevention action built on the principles of working together, sustainability, inclusiveness, targeted efforts, evidence-based decision-making, focusing on results and sharing knowledge (OCP 2007d). The strategy targets key goals:

- supporting families and young people
- strengthening communities and revitalising neighbourhoods
- targeting property offences
- reducing repeat offending
- designing out crime and using technology (OCP 2007d).

The Western Australian Community Safety and Crime Prevention Council (CSCPC) has been specifically charged with overseeing the evaluation process. The CSCPC's role in relation to community safety and crime prevention includes providing advice to government, supporting the development of collaborative approaches, advising on the future directions, raising community awareness, and monitoring and evaluating the outcomes of the State Community Safety and Crime Prevention Strategy (SCSCPS) (OCP 2007a).

This evaluation work aims to make recommendations that could potentially improve the delivery of the Community Safety and Crime Prevention (CSCP) Plans in Western Australia. This current work by the AIC is an extension of a previous collaboration between the AIC and the OCP that operated for two years during 2005 and 2006.

The AIC worked closely with the OCP to plan and implement the methodology used for this evaluation work. This work has been undertaken in two phases.

In 2005, an initial survey was designed to provide a baseline of local government authority expectations of their plans or yet to be endorsed plans. This was mailed out to a range of participating communities across Western Australia. Forty out of the 58 LGAs (70%) who had been endorsed or had expressed interest in the plans completed the survey. During 2005, OCP and AIC staff also conducted consultations in local areas both in regional and metropolitan Western Australia to collect additional information to provide further insight into the issues faced by communities in planning for crime prevention in their local area.

In 2007, a further email survey was conducted and two interactive workshops were held, one in metropolitan Perth and one in a regional centre, to provide additional information for the evaluation. Fifty-three surveys out of the 154 circulated were returned (35%). When non-respondents were followed up, the reasons they gave for non-completion of the surveys included receiving an average of five to six surveys a week and that they have no time to complete them all. Others responded that they could not answer the questions as they were just starting the plan. During the evaluation process in 2007, more detailed data were collected to provide detailed case studies of some of the work undertaken by local communities. A longer structured questionnaire known as Open Axis captured more in-depth information from projects on their planning, implementation and evaluation stages. This questionnaire was trialled for possible use as a data base interface that could be used by the OCP for ongoing project and program monitoring.

Summary of findings from the evaluation

The following provides a brief overview of the findings. This summary describes aspects of the plans and the processes used to develop and implement projects. Following this, issues are highlighted that were commonly experienced by the participants in planning and implementing their crime prevention plan. Finally, recommendations are provided that may be useful in assisting the OCP and communities overcome some of the issues that arise in implementing and evaluating their crime prevention plans. All figures come from the 2007 survey, Open Axis data and workshops, unless specifically identified as being from the 2005 survey.

Identification of issues addressed by the crime prevention plans

- Community consultations were the most common method used to identify local crime problems (75%).
- The majority of communities had concerns about antisocial behaviour (75%), youth issues (62%) and alcohol-related problems (58%).
- The main priority groups targeted in the crime prevention plans included youth (72%) and families (55%).

Many of the respondents indicated they were already addressing issues of community concern prior to undertaking CSCP planning. Just under half of the individuals surveyed indicated that prior to the planning process they were addressing youth issues (47%), antisocial behaviour (47%), youth diversion strategies (42%) and alcohol-related issues (36%). During the workshops, participants suggested that the planning process undertaken through the CSCP plan development has resulted in their communities tackling their crime prevention issues in a more strategic way than prior to this process.

Coordination of local plans

- Sixty percent of 2007 survey respondents reported that their CSCP plans were coordinated by a local government employee.
- During the workshops, it became apparent that within any local government authority the task of implementing and driving a CSCP plan is often taken on in addition to the person's usual workload.

Perspectives of those implementing plans

Overall, the OCP support for the local community plans was regarded positively by survey respondents and workshop participants.

- The majority of survey respondents were positive about their plan's potential to make a difference, with 75 percent indicating they were fairly or very confident of its impact.
- A total of 77 percent of respondents indicated they would like to learn more about crime prevention and obtain professional development in the area.
- The majority of respondents indicated that it would be beneficial to provide training for staff (64%) and committee members in crime prevention.
- Many wanted a better knowledge of crime prevention (49%).
- Around half of survey respondents indicated they would like to engage a full-time crime prevention officer to implement their plan (47%).
- Just over one-third of survey respondents indicated that they would benefit from instruction in project management (38%).
- Many indicated they needed training in how to analyse and present research (43%).
- Just over one-third of survey respondents indicated they wanted to undertake training in evaluation (38%).
- Respondents indicated that training was best delivered through interactive methods including workshops (74%) and visits by OCP Community Engagement Team staff (47%).

Throughout the evaluation, seven broad and sometimes overlapping themes were raised:

- community and stakeholder involvement in implementation
- promoting the benefits of plans being implemented
- committees involved in plan implementation
- police involvement in implementing plans
- staffing issues
- documentation and evaluation of CSCP Plans
- OCP's role.

Community and stakeholder involvement in implementation

During the workshops, issues that were raised included:

- Initially, communities were enthusiastic about the local plan especially at the consultation stage.
- Following on from the consultation, it is often difficult for the people coordinating the plan to keep both the community and more specific stakeholders interested in the implementation of the plan.
- The CSCP committee and the plan coordinator often have trouble engaging individuals in the implementation of the plan unless such individuals are directly affected by the problem.
- Often, some community members and stakeholders invited to become involved in the plans see the plan as being a local government initiative, and therefore is seen as primarily a local government authority initiative. This appears to result in these stakeholders being reluctant to engage with and take on roles in implementation.
- It can be difficult for the local council worker who coordinates the plan to get stakeholders to follow through on commitments they make in regards to the plans.
- State-based agency workers often did not follow through with commitments to participate in the implementation of the plans.

Promoting the benefits of the plans being implemented

Plan representatives reported that it was difficult to keep up momentum. The challenge raised in both workshops is that the benefits of the plan need to be highlighted to the community. If the community recognises the benefits of the plan, they are more likely to assist in and support the plan's implementation.

Committees involved in plan implementation

There are a range of issues that arise consistently about the process and conduct of meetings of the committees that oversee the plan. Often, the same people are on the crime prevention committee and attend other social issues committees in local areas. These committees often discuss the same problems in the different contexts, and no new solutions are raised. This can create frustration and can contribute to a person's feeling of being burnt out.

Another issue that arises in this context is that some groups are better represented than others on these committees. The groups that are represented manage to have their issues raised and addressed. However, other community interest groups with less capacity for advocacy do not get represented and subsequently their issues are not addressed.

Police involvement in implementing plans

The local police are often very supportive of the plans; however, they are also constrained if their local area command does not make their participation in crime prevention activity 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.

Staffing issues

High staff turnover was raised at workshops as a significant issue in continuity of a CSCP plan's implementation. High staff turnover creates problems, as there is often little transfer of project history to new staff. This loss of history makes assessing the effectiveness of a project within a plan difficult to determine. The workload of the staff who are made responsible for a plan's implementation is seen to contribute to staff burnout. The regional workshop highlighted that this was particularly an issue for practitioners in regional/rural/remote areas.

Documentation and evaluation of CSCP plans

It was apparent from the workshops and from the data collected by the Open Axis questionnaire that, during the implementation phase of plans, there is a lack of systematic recording of the plan's progress. In addition to a general lack of systematic project documentation, it was also identified that communities often lacked capacity to plan and conduct evaluations of their activities and overall goals for their crime prevention plan. In the regional workshop, there was discussion about how crucial project documentation was in being able to attract funding and then the necessity of having documented evaluations to give communities a higher chance of obtaining ongoing funding for their initiatives.

OCP's role

Overall, the role of the OCP was regarded as positive. Participants in the workshops indicated that they would welcome more proactive engagement by the OCP Community Engagement Team. This assistance would be particularly welcome after the endorsement of the plan. Participants spoke about receiving attention from the OCP at the initial planning stages, but indicated they would like that support to continue throughout the life of their plan. The OCP is also seen as being in a position to assist local communities to engage stakeholders, particularly at a state level.

Recommendations

In general, the OCP has achieved a high level of local government participation in its partnerships. This is a great accomplishment, as it is a level of participation that is not matched in any other similar crime prevention planning initiatives in other Australian states. The following recommendations are suggested ways of enhancing the success of the Western Australian CSCP Plan process.

1. Assessment of current OCP role

Ongoing evaluation

- The OCP should design an ongoing evaluation framework and provide incentives to communities to collect and report specific data on their crime prevention projects. These data would then be analysed and used by the OCP and the CSCPC to build more evidence about what works in community settings in relation to crime prevention strategies.

Further funding for plan implementation

- The OCP should identify and promote funding opportunities that exist within other government program areas that could potentially be applied to crime prevention projects at both a state and national level.
- The OCP should investigate other funding opportunities that may be available. This could include opportunities for local communities to form partnerships with large corporations that may benefit from community cohesion in areas in which they are currently operating. Some of these large corporations may also have philanthropic funds available for community-based projects in the not-for-profit sector.

Promoting partnerships with state-based agencies

- The OCP and CSCPC should collaborate to consult with state-based agencies at the state head office level to advocate that local representatives of state-based agencies enhance the capacity of local workers to implement their CSCP plans.
- This could be facilitated if local area offices of the state-based agencies such as the police adopt crime prevention activity as a priority within directions set for regional offices by the head office of the agency. For example, Western Australian police local area commands could set participating in local crime prevention initiatives as a higher priority so that local officers could prioritise this work above, or at least alongside, other policing strategies.

2. Knowledge-sharing with key agencies nationally and internationally

- Good practice and knowledge sharing in crime prevention and creation of networks with key agencies nationally and internationally should be encouraged. The AIC could assist the OCP in this task by facilitating relationships with relevant agencies. This is directly related to Recommendation 5.

3. Improved program monitoring of the OCP role

- The OCP should further build on the work conducted to date on the application of the Open Axis questionnaire to enhance project documentation and collect this in a centralised database. This database can then be used to compile ongoing reports on the success of this program and the data used in future evaluations of this program.
- There is a need to create incentives for the LGAs to give the OCP the required data for program management. This could include increased funding or assistance for getting project reports in on time.

4. Enhancing the OCP's capacity to respond to the needs of planners

- The Community Engagement Team will require additional staff to redress some of the deficits in community capacity identified by this work, and to further build capacity in local areas in relation to crime prevention planning and implementation.
- Additional staff should be recruited to build capacity within the Community Engagement Team to ensure some of these staff has specialist skills in project management and evaluation to assist in building capacity in local communities.

5. Building capacity in communities around the key gaps in plan implementation

Promoting good practice

- The OCP should actively provide guidance to local communities about good practice in addressing a range of crime prevention issues. The AIC could assist the OCP in this task by facilitating access to and delivery of relevant evidence-based materials and good practice guidance.
- The OCP should promote plain English resources that have been developed for communities by other crime prevention programs at state, territory and national levels. These resources should be made available in culturally appropriate languages where relevant.

Attracting and retaining staff

- Strategies implemented by Western Australia to provide incentives to experienced staff to work in rural and remote areas for a period of time should be applied to crime prevention workers with experience in project management and evaluation.
- Locum staff with specific skills should be encouraged to work in regional and remote areas for periods of time. These staff should be encouraged to provide on-the-job training for other people in these local areas to build the capacity of longer-term residents to undertake crime prevention work.

Promoting training opportunities

- The OCP should identify and advertise a range of training opportunities in project management and evaluation that are already available in Western Australia and provide details of these to local communities.
- The OCP should provide small stipends to encourage rural and remote workers to attend such training.

Social marketing and advocacy

- The OCP should provide guidance through their Community Engagement Team about simple marketing practices that could assist communities to better publicise their crime prevention plans and activities in their local area as a way of promoting and sustaining engagement.

A plan of action was developed on how to approach implementing the recommendations. These actions are illustrated in a flowchart to demonstrate what actions may need to be done prior to attempting others. There are six action areas:

- Action one – reviewing current goals and principles
- Action two – creating specific positions in the OCP to address the key development areas identified in the report, which are:
 - evaluation
 - project management

-
- project documentation and knowledge-sharing
 - funding advice and support
 - dealing with staffing issues
 - community and stakeholder engagement
 - building up crime prevention knowledge
 - Action three – promoting engagement in partnerships by state-based organisations
 - Action four – establishing knowledge sharing relationships with key agencies nationally and internationally
 - Action five – prioritise the key development areas
 - Action six – develop resources to address the key development areas.

Context

This report provides an overview of the findings of an evaluation of the Western Australian Office of Crime Prevention's Community Safety and Crime Prevention (CSCP) Partnerships initiative. This work was undertaken by the Australian Institute of Criminology (AIC) in consultation with the Western Australian Office of Crime Prevention (OCP) in 2007.

Community safety and crime prevention: good practice overview

The following brief review of good practice in regards to community safety and crime prevention practice is provided as background and to highlight how Western Australia OCP CSCP partnership program has conformed to this good practice approach.

Community crime prevention approaches

Crime prevention may include a range of initiatives from making the environment more secure (e.g. putting up fences, locking doors) and making the environment safer (e.g. extra street lighting, more surveillance) to addressing the underlying social causes of crime (i.e. issues such as education or employment, improving parent's skills, etc.).

Most crime prevention plans will involve a variety of crime prevention methods. Some crime prevention goals may be achieved by individual organisations tackling the issues and others may require partnerships between organisations. Crime prevention projects that require a partnership approach often utilise a mix of skills and resources that may not be found within a single organisation.

A problem-solving approach to crime prevention strategies is widely recognised as ideal (Hough & Tilley 1998). The following steps are recommended when planning crime prevention projects:

- establish or utilise a local crime prevention committee to coordinate a crime prevention plan
- come to some agreement about precisely what is the problem to be dealt with
- map out what is known about crime in the local community
- identify factors that may be contributing to crime problems in the community
- identify practical projects that will help prevent crime occurring
- identify agencies or people that can work together to implement a project
- plan the project and reach formal agreement about different agencies or people's roles and commitments
- implement the project
- monitor and track progress of the project
- evaluate the project.

The Western Australian Community Safety and Crime Prevention Partnerships approach is based on this good practice model. To this end, the OCP funds communities to proactively assess their crime prevention needs and formulate plans that provide a structure through which to implement crime prevention projects to address these needs.

The importance of promoting what works

Generally, it is accepted that the most efficient way to implement crime prevention initiatives is to promote the use of good practice. Defining what good practice is in crime prevention can be challenging, and there is some debate about how best to define good practice (AIC 2006; Pawson 2006).

The term 'evidence-based' is used to describe practice that has been well evaluated with positive results. However, there is not always agreement on what constitutes evidence-based practice. There is considerable debate about the efficacy of the two methods used to judge whether a practice works. This debate and its complexities illustrate one of the many difficulties in implementing programs that require communities to interpret the literature on good practice in this area. For those interested in this debate, one is a more scientific approach that rates different evaluation techniques against scientific methods and then combines the results of the studies that meet these strict criteria (known as meta-analysis), and the other is known as a narrative approach (CRM 50). Examples of what the current literature has determined through meta-analysis techniques as to what practices work in crime prevention is in Table 1.

The narrative approach takes in a broader range of information about how a practice is implemented in a real world setting. It does not exclude evaluations that are not conducted in the most rigorous scientific methods. It also does not reduce each approach to its key outcomes alone; instead it describes more about how a practice is implemented and takes a more process oriented approach.

Table 1: What evidence-based practices work, found through meta-analysis

<p>School-based programs: Three types of programs, focusing on youth at risk and their social development, are considered to be effective.</p>	<ul style="list-style-type: none"> • school and discipline management • interventions to establish norms or expectations for behaviour • self-control or social competency instruction.
<p>Placed-focused programs: Three types of programs primarily based on situational prevention and targeted at public and private spaces, and public transport, are considered to be effective.</p>	<ul style="list-style-type: none"> • nuisance abatement • environmental improvements, such as closed-circuit television surveillance cameras • improved street lighting.
<p>Community-based programs: Three types of programs, incorporating situational prevention and working through social development, show some promising results.</p>	<ul style="list-style-type: none"> • gang member intervention programs that are focused on reducing cohesion among youth gangs and individual gang members • community-based mentoring • after-school recreation.
<p>Family-based programs: Five types of programs, targeting family at-risk and focusing on reducing the impact of family risk factors, are considered to be effective.</p>	<ul style="list-style-type: none"> • home visitation for families at risk • accessible day care or preschool programs for at-risk families • parent training (with younger children) • parent training (with older children) at home or in the community • multi-systemic therapy.

Source: Welsh (2007)

Common issues in crime prevention implementation

Many crime prevention projects are implemented in complex settings. Crime prevention plans and projects may take into account the need for both a more secure and safe environment, as well as the underlying social issues that contribute to the problems as described above. One approach to tackling the underlying social issues that contribute to crime is to apply a 'risk and protective factor' framework. This risk and protective factor approach has been developed as a result of studies that have collected information on individuals (often since birth). Researchers (e.g. Farrington 2003) have attempted to describe what environmental, family and individual factors are associated with behaviours that have adverse consequences for individuals.

Common risk factors associated with adverse outcomes like criminal behaviour include:

- individual (e.g. low intelligence, impulsiveness, risk-taking)
- family (e.g. poor parental supervision, physical abuse, inconsistent discipline, neglect, large family size)
- peer (e.g. delinquent peers, peer rejection)
- school (e.g. high rate of delinquency within an individual school)
- neighbourhood (e.g. high crime rates).

In addition to these risk factors for offending behaviour to develop over the life of an individual, Farrington (2003) reviewed the key theoretical and empirical issues in developmental and life course criminology and concluded that:

- offending is most prevalent between the ages of 15 and 19 years
- offending often begins between the ages of eight and 14 years
- people often desist between 20 and 29 years of age (factors associated with desisting include getting married, finding a satisfying job and moving to a better neighbourhood)
- early onset offending predicts a longer duration of offending behaviour, with many offences likely to be committed
- there is often continuity in offending and anti-social behaviour from childhood through adolescence to adulthood.

The complex nature of most crime prevention programs mean that risk factors are usually targeted in numerous settings, and this is seen as producing more effective results than programs focusing on one setting only (Welsh & Farrington 2002).

It has also been theorised that the effectiveness of a program is closely linked to local conditions of all the stakeholders involved in its implementation (Sherman et al. 2002).

Partnership issues facing practitioners in 2007 are not unique, as the issues afflicting practitioners today mirror the problems encountered in the previous decade. For example, in 1988, the UK Home Office implemented the Safer Cities programme in an attempt to reduce crime, lessen the fear of crime and create safer communities (Ekblom, Law & Sutton 1996; Sutton 1996). The program ran for eight years, and numerous issues arose from their partnership approach. What, how and who to target varied greatly, with some high crime areas not being targeted for: fear of stigmatising the area, the problem was perceived as too entrenched, the community was not proactive in raising it as an issue or there was a perception that it would create inequality by unfairly giving more resources to one area over another. Others were targeted on reputation alone. Good coordinators were needed, and it

could be difficult to target crimes that were not in the public eye (e.g. domestic violence) (Sutton 1996).

Key elements of partnerships:

- individual partners have to feel that there are mutual benefits, with the work and credit equitably shared
- be built on a culture of trust
 - this includes setting up accountability mechanisms
- small, stable groups with a capable driver work best
 - group members should have the ability in their agency to commit it to adapt practices to suit group needs
 - they should have the capacity to establish informal ways of working together
- being mindful of other partners' commitments and availability
- ensure maximum continuity of the membership of partnerships (Hough & Tilley 1998: 34).

Overview of the Community Safety and Crime Prevention partnerships

The OCP is a state government agency that reports to the Minister of Police. The OCP is responsible for directing the state government's approach to community safety and crime prevention. The strategic direction for this approach is detailed in *Preventing Crime - the state community safety and crime prevention strategy*. This strategy is designed to make the Western Australian community safer through concerted crime prevention action built on the principles of working together, sustainability, inclusiveness, targeted efforts, evidence-based decision-making, focusing on results and sharing knowledge (OCP 2007d). The strategy targets key goals:

- supporting families and young people
- strengthening communities and revitalising neighbourhoods
- targeting property offences
- reducing repeat offending
- designing out crime and using technology (OCP 2007d).

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 Community Safety and Crime Prevention Partnership Plans.

The CSCP partnerships are one of the main activities of the OCP. For local areas to enter into a CSCP partnership with the OCP and to get a plan endorsed, there is a five-step process that is generally followed:

1. Agreement – a Community Safety and Crime Prevention Partnership Agreement is signed between a local government area (LGA) and the Minister for Community Safety. Funding from the OCP will be granted to the local government to develop a formal plan (see figure 1).
2. Committee formation – a Community Safety and Crime Prevention Committee is established to oversee the development, implementation and evaluation of the CSCP planning process

3. 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 issues and local solutions
4. Plan – a CSCP plan (plan) is developed based on these strategies. The plan is sent to the OCP for endorsement. More funding is offered by the OCP after a plan is endorsed to assist local governments in plan implementation
5. Implementation and review – once implemented, processes should be in place to ensure continual monitoring, reporting and evaluations (OCP 2007b).

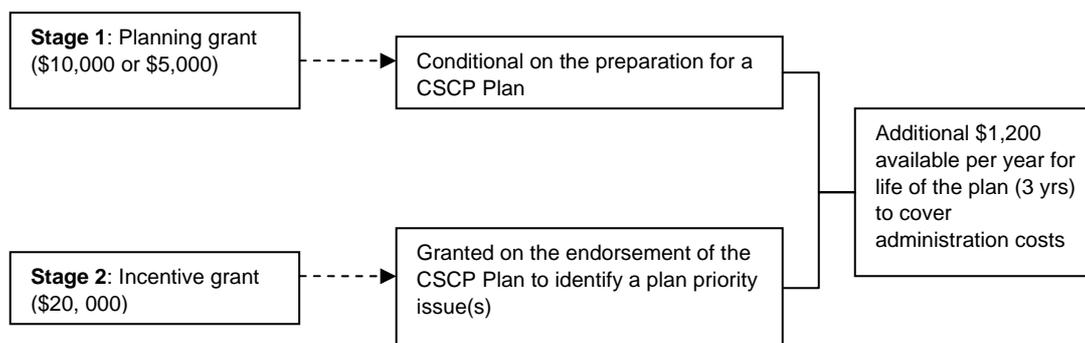
The funding given to assist with the plans is provided at two stages. These are outlined in Figure 1. The community is given either \$10,000 or \$5,000 to initiate the planning process, on the provision that it results in a CSCP Plan being developed. Once the plan has been developed and endorsed, a further \$20,000 is given to the LGA to implement a project focusing on one of their key target areas. In addition to each year over the life of the plan, (usually three years), the OCP makes \$1,200 available to the LGA to cover 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. These include:

- Community Partnership Fund (\$5,000 maximum, monthly funding rounds)
- Indigenous Partnership Fund (\$20,000 maximum)
- Research and Development Fund (\$50,000 maximum)
- Designing Safer Communities Fund
- Leavers Activities Grants (\$5,000 maximum) (OCP 2007c).

For more information on the criteria and details of each grants category, see the OCP website under the funding section

(<http://www.crimeprevention.wa.gov.au/Funding/tabid/59/Default.aspx>).



Source: OCP (2007c). <http://www.crimeprevention.wa.gov.au>

Figure 1: Stages of funding for the Local Government Partnership Fund

Plan purpose

The purpose of a Community Safety and Crime Prevention Partnership Plan is to identify and prioritise concerns about community safety and crime prevention in a local government area (OCP 2007b). The plan is a tool to address local issues in a coordinated approach, improving the efficiencies of services and making sure that the most appropriate agencies to respond to an issue are used. It aims to:

- improve safety

- improve service delivery
- reduce crime within the community.

The ideal plan is seen to:

- identify and prioritise local issues of concern
- develop practical responses to issues
- evaluate and measure the effectiveness of each response (OCP 2007a).

A detailed example of a project within a plan is summarised in Case study 1 on Cottesloe's activity below. This provides an in-depth example of the steps involved in implementing activities of a plan. The example was abridged from information collected as part of this evaluation (the Open Axis project record on Cottesloe's plan).

Case study 1: Cottesloe community's action to reduce street drinking and anti-social behaviour from persons leaving licensed premises

Cottesloe is a suburb west of Perth's town centre. To reduce street drinking and antisocial behaviour around licensed premises, the local people who implemented the CSCP Plan proposed the following actions:

- (a) increased patrolling of problem areas and times by police and town rangers to inhibit patrons from carrying out offences or engaging in antisocial behaviour
- (b) data collation by implementing a tool for enhanced reporting via the Town of Cottesloe website or filling out of a form
- (c) encouraging people to report offences by distributing fridge magnets that provide information on how to call police if offences were witnessed
- (d) encourage compliance by hotels to engage security staff to patrol residential areas surrounding the hotels so that patrons are asked to leave the area and not linger
- (d) amendment to local by-laws providing for a \$500 penalty for possessing open containers of alcohol on the beachfront at New Year's Eve to discourage such behaviour.

These actions were implemented to achieve a reduction in antisocial behaviour and criminal activity by (a) making the environment not conducive to loitering, (b) increasing the likelihood that offenders will be observed, reported and ultimately apprehended, and (c) by encouraging more responsible trading practices by liquor outlets to reduce the problems of excessive alcohol consumption.

Background to the plan

Prior to implementing the project, research into crime statistics was carried out, along with analysing the Town of Cottesloe's own complaint data collected over many years concerning the issue of antisocial and criminal behaviour by patrons of the two hotels along the Cottesloe Beachfront, particularly on weekends during summer.

The two hotels on the beachfront have drawn large crowds for many years and, amongst young people, they are popular and attract large crowds over summer weekends. Combined, the hotels have a capacity of approx 4,000 patrons, with each being in the top five busiest Perth hotels apart from the Burswood Casino. Alcohol consumption amongst such large crowds (up to 4,000 people) often leads to antisocial behaviour and criminal activity, especially at closing time when patrons empty onto the beachfront streets and there is nowhere else open, and little or no public transport except a railway station about one kilometre away. Due to the disorderly nature of patrons, taxi services are reluctant to attend the area to collect fares. As a result, many patrons have to walk through the streets to the railway station. In doing so, they undertake varied levels of vandalism (smashing letterboxes, emptying and throwing rubbish bins), petty crime (damaging vehicles, stealing pot plants, items from vehicles) and disorderly behaviour (urinating/defecating in or near houses, vehicles). The perpetrators are generally young males aged 18–30 years.

Partnerships

Partners in this initiative included the Cottesloe police, the owners of the two hotels, the local residents, and security services employed by the hotels. Local police were approached through building of a working partnership with the Ranger Services of the Town of Cottesloe. The hotel owners were approached directly and requested to cooperate with regular monthly meetings.

Police role

The role of the police was to work in with the Town's rangers to carry out targeted patrols of the licensed premises and surrounding streets during periods of high antisocial activity. To that end, local police were requested to obtain additional police resources (i.e. traffic patrols, horses, booze bus, etc.) to boost the uniformed presence.

There have been no issues in creating a solid working partnership with police. A reduction in criminal/antisocial behaviour benefits police in freeing up resources to tackle other operational issues, and a strong network with local rangers provides a viable source of information and intelligence to enhance local policing.

Hotel role

The hotels were requested to cooperate by initiating business practices that reduced excessive alcohol consumption,

the need to linger in the area to gain entrance on busy nights and by having their security guards carry out patrols of the area surrounding the licensed premises. The hotel owners were motivated by there being a real threat of damage to their business reputation, by the possibility of there being action in the liquor licensing court to reduce/limit their trading capacity, and by legislative requirements concerning responsible service of alcohol and maintenance of a safe working environment.

In contrast with the police role in the partnership, the relationships with the hotels have been more difficult to maintain. The hotels are fearful of reductions in trading hours/capacity and have longstanding opinions that they should not be responsible for actions taking place some distance from their premises. They have, however, been open to most of the suggestions put forward in the initiative and, to varying levels, have been compliant with demands made on them.

Use made of OCP CSCP funding

The funding was utilised in various ways; to upgrade the Town of Cottesloe website to focus on this initiative (5%), carry out a community survey (20%), public promotion costs (15%), Information gathering through rostering, physical collation, etc. (30%), and ongoing evaluation and updating of actions (30%). No further funding has been sought for this initiative. Ongoing costs will be maintained by the Town of Cottesloe.

Police patrols were targeted around problem times, and several police actions were undertaken involving additional resources such as mounted police, a booze bus and numerous police vehicles carrying out sweeping patrols. Increased ranger patrols focused on targeting parking infractions, littering, loitering, etc. to encourage people to move on rather than linger in areas subject to problems. One hotel introduced a cut-off period 1.5 hours before closing to reduce line-ups and the incidence of alcohol consumption on the street outside the hotel.

Local by-laws were amended to enact a \$500 infringement penalty for possessing open alcohol on the beachfront over the New Year's Eve period. This was extremely effective, and there has been a residual belief that the penalty still implies (even though it was a one-off for New Year's Eve), which has resulted in a continual reduction in street drinking.

Cottesloe Community Safety and Crime Prevention Committee role

The actions were coordinated through the Cottesloe Community Safety and Crime Prevention Committee, which meets on a monthly basis to oversee all strategies of crime prevention. The Committee is made up of three councillors, two residents, the Cottesloe CEO, the head ranger, the OIC of Cottesloe Police and a representative of the PROCOT organisation (local business group). The actions are monitored through the CSCP, all results and milestones are documented and, where appropriate, disseminated by local media, community groups, etc. All data will also be used to formulate ongoing actions and for possible action in liquor court applications. There have been no ethical issues arising from the implementation of the project.

Ongoing internal evaluation will be taken on all aspects of the initiative. This will include feedback obtained from all parties (police, hotels, rangers, community members). Statistics will be both obtained from and provided to police to improve the operational abilities of both agencies. Evaluation will be undertaken by the Town of Cottesloe through the auspices of the CSCP committee. Actions that are found to be ineffective will be discontinued or amended accordingly and likewise, effective actions will be enhanced or bolstered through resource allocation or other appropriate actions.

Outcomes

At this time, all of the actions have been perceived as effective, even the limited cooperation of the hotels has seen improvement in relations and outcomes. Greater commitment by the hotels would greatly improve future actions and successes with this initiative. Nothing has been identified as being unnecessary or incompatible to the initiative.

The only unexpected outcome experienced was a quieter summer on the beachfront. Whilst it was hoped that the actions would reduce antisocial behaviour and offending, there was a drastic reduction in the numbers of people carrying out these activities. As an example, previous New Year's Eves have had upwards of 5,000 on the beachfront, whereas this year, the crowds were in the low hundreds. It is believed the new by-laws, increased police resources and targeted media coverage has instilled the message into the general public that Cottesloe will no longer tolerate antisocial activity on its beachfront.

So far, the initiative has been very cost effective. This has been in part due to increased police coverage, with no costs being attributed to the Town of Cottesloe. The time frame has fitted the project and it is expected that the successes will enable ongoing benefits to the Cottesloe community.

There is great potential for this initiative to be implemented elsewhere. Other than small financial resources in implementation, the only inhibiting factor would be police or the local community being unable to contribute fully. There were no specific community services needed with existing groups able to be utilised effectively.

One lesson learnt has been to ensure that sufficient incentive/pressure is brought to bear on the hotels to be involved. The use of the Liquor Licensing Department to reinforce licence requirements is an effective way to ensure cooperation.

One small area to be aware of is that ongoing pressure on residents to report everything can bring on 'complaint fatigue'. There is often a drop in reports after a period of sustained reporting activity even though police and rangers report ongoing activity by offenders. It has been presumed that residents may simply be tired of reporting every little antisocial activity when they do not always see an immediate result. Use of media to highlight lowering trends in activity and offences is one way to avoid this, by keeping people informed that the initiative is working.

Source: AIC dataset; Open Axis database entry – Cottesloe activity form. Rec. no. 276 237

Since 2005, 126 out of 144 local government authorities (LGAs) have engaged in the crime prevention planning process. This has exceeded their original target of engaging 120 LGAs.

Background to the evaluation work

During 2007, the Western Australian Community Safety and Crime Prevention Council (CSCPC) was charged specifically with overseeing the evaluation process. The CSCPC comprises representatives from across government agencies and other community services with a stake in community safety and crime prevention. Agencies represented include:

- Western Australian Office of Crime Prevention
- Western Australia Police
- Crime Research Centre of Western Australia
- Department of Corrective Services
- Western Australian Local Government Association
- Department of the Attorney General
- Department of Education and Training
- Department for Child Protection
- Department for Communities
- a member of parliament
- community representatives
- a community youth representative.

The Council meets once every two months, and holds a meeting at least once a year in a regional location, so the focus of meetings is not exclusively on metropolitan issues. The CSCPC's purpose in relation to community safety and crime prevention includes providing advice to government, supporting the development of collaborative approaches, advising on the future directions, raising community awareness, and monitoring and evaluating the outcomes of the State Community Safety and Crime Prevention Strategy (SCSCPS) (OCP 2007d).

To achieve their purpose, the CSCPC has six defined roles:

- to provide leadership, advocacy and advice to the government on community safety and crime prevention
- to develop and support collaborative and coordinated approaches to community safety and crime prevention
- to receive references from the Minister for Community Safety on matters of public importance relating to community safety and crime prevention
- to advise on future directions for community safety and crime prevention for Western Australia
- to raise community awareness about community safety, and crime prevention strategies and results
- to monitor and evaluate the implementation and outcomes of the State Community Safety and Crime Prevention Strategy (SCSCPS) (OCP 2007d).

This evaluation work aims to make recommendations that could potentially improve the delivery of the Community Safety and Crime Prevention Plans in Western Australia. This

current work by the AIC is an extension of a previous collaboration between the AIC and the OCP that operated for two years during 2005 and 2006.

The AIC provided a number of progress reports to the OCP during 2007. These progress reports form a series of appendixes to this final report. This current report provides an overview and synthesis of the findings from these earlier reports that specifically documented aspects of this evaluation. Appendix 1 is a report that contains the findings of an email survey about the CSCP Plans, and appendixes 2 and 3 report on two consultative workshops that were held in Western Australia.

There are two reports on Open Axis. These were produced by the OCP project officer in charge of documenting the projects in the Perth metropolitan and Mid West Gascoyne regions. This information was entered into a database. These reports are in appendixes 4 and 5 respectively.

The following is a brief timeline of the work the AIC has done as part of the AIC/OCP collaboration (Table 2). More detail is given for Stage Two (2007) of the evaluation, which is the basis of this report.

Table 2: Milestones in the AIC/OCP collaboration 2005–07

Year	Month	Milestone
2005		AIC engaged, as part of a wider cooperation agreement, in part one of a three-stage evaluation process, to run for two years (2005 and 2006) 58 LGAs engaged in the planning process Consultations with Katanning LGA plan representatives Consultations with Swan district LGA plan representatives Consultations with Armadale LGA plan representatives
2006	February	CSCP Plans Evaluation Survey One report
2007		AIC and OCP engage in Stage Two of the collaboration 108 partnerships signed
	April	Metropolitan Perth CSCP Plan workshop
	May	Metropolitan workshop report OA progress report Survey two distributed OA data collection by OCP project officer
	June	Survey follow-up and data collection for survey complete OA data collection by OCP project officer
	August	Survey Two report
	September	Regional Geraldton workshop
	October	Regional workshop report OA project officer report
	November	Executive summary of final report sent to OCP and CSCP Council for comment 126 LGAs engaged in the CSCP Plan partnership process
	December	Draft of final report sent to OCP

Method

This evaluation utilised three different techniques:

- Community Safety and Crime Prevention Plan survey 2 – 2007 (Appendix 1)
- Two CSCP workshops
 - Perth metropolitan (Appendix 2)
 - Mid West Gascoyne region (regional) (Appendix 3)
- OCP project worker's two reports:
 - Perth metropolitan Open Axis report (Appendix 4)
 - Mid West Gascoyne Open Axis report (Appendix 5).

Community Safety and Crime Prevention Plan survey 2 – 2007

The 2007 Community Safety and Crime Prevention (CSCP) Plan survey report is based on the 2007 follow-up survey to the 2005 survey on CSCP Plans. The 2005 CSCP Plan report provided a baseline of LGA's expectations of their endorsed or yet to be endorsed CSCP Plan. The survey focused on obtaining a snapshot of plans in Western Australia, including determining the respondents' level of crime prevention knowledge, how plans were being implemented in the different LGAs and the way they coordinate the plans.

The AIC developed the 2007 survey from the questions asked in 2005, and added further implementation questions based on an AIC survey developed for the Crime Prevention Division of the NSW Attorney-General's Department. The survey was circulated to 154 LGAs with a Community Safety and Crime Prevention (CSCP) Plan and to those who were considering implementing a plan. The survey was emailed by the AIC early in May 2007. Fifty-three usable surveys were returned between May and June 2007. For more information, see Appendix 1.

Workshops

The aim of the workshops was to provide participants with an overview of the findings of research conducted by the AIC about CSCP Plans and their implementation. It also enabled workshop participants to review the achievements of their plan and to discuss any obstacles they had identified that may have been a barrier to successful implementation. The workshops also aimed to build the capacity of the participants in relation to the documentation and ongoing evaluation of their projects, and to better understand how to identify and establish successful partnerships for crime prevention. The first workshop was held in metropolitan Perth and 16 participants attended. The second one was in Geraldton in the Mid West Gascoyne region as a regional workshop. There were 13 attendees in Geraldton, excluding AIC and OCP staff. Throughout the report, the metropolitan workshop will be denoted in the citations as M, and the regional workshop will be denoted with R. For more detail on the methods used, see Appendix 3 for the metropolitan workshop, and Appendix 4 for the regional workshop.

Open Axis

The AIC Open Axis (OA) trial database has been used to demonstrate the use of the interface to the OCP. OA was developed by the AIC as a means to collect relevant and practical information on crime prevention projects. Its framework is based on the work of Professor Paul Ekblom. It aims to structure the reporting of projects in a logical framework from the project's initial planning stages through to its eventual evaluation. The framework is compatible with the SARA (Scanning, Analysis, Response, Assessment) reporting framework

often employed in law enforcement (see the UK Home Office <http://www.crimereduction.homeoffice.gov.uk/learningzone/sara.htm> for more information). It was also considered a suitable framework, as it is already being used internationally as a way to collect the relevant project information for greater uniformity in reporting methods and to promote better knowledge exchange (see <http://www.crimereduction.homeoffice.gov.uk/learningzone/5isintro.htm> or <http://www.designagainstcrime.com/web/crimeframeworks.htm> for examples). Ekblom's structure is called the 5Is and follows the following path:

- Intelligence – this documents the initial scoping of what problem exists in a community, including the extent of the problem, causes of the problem, how the community perceives the problem and what examples exist elsewhere that could direct an appropriate response
- Intervention – a description of what actions are proposed and why, and how it attempts to address the problem
- Involvement – this lists the partners who were involved in addressing the problem. It documents who they were, how they were approached, their role and whether issues were involved in forming partnerships. It also asks how the funding was spent.
- Implementation – this focuses on the reality of project implementation after the planning stage: how the project was customised for local context, what the experiences were in the day-to-day management of the project, how the projects were documented and monitored, and any ethical issues that may have arisen
- Impact – this describes the project results, including the evaluation of the project, the cost effectiveness, lessons learnt from the implementation, unexpected outcomes, the appropriateness of the timeframe, the project's replicability to other communities (including under what circumstances) and the services needed in the community to make the project work.

The OCP has trialled this interface with an existing AIC database to determine whether this would be a suitable method for ongoing collection of information on CSCP Plan projects. During the time of the current research collaboration, this interface has been continuously adapted to suit the needs of the OCP. This will refine the interface to ensure the information captured is relevant to the needs of OCP. The data can be used to analyse and document recurring themes and issues and to report regularly on the progress being made by communities in implementing their plans. Twenty-four LGAs have been entered into the database, with one area not being entered as it is awaiting a copyright before it is published on the database.

In addition to this report, the AIC has also drawn on some of the observations documented by an OCP staff member in two of his OA reports. He was engaged by the OCP after the metropolitan workshop to interview representatives from selected areas on their projects for entry into the OA database. His report on the metropolitan Perth OA collection is in Appendix 4 and the Mid West Gascoyne region in Appendix 5, including his suggestion on how to improve the questions for OA collection in Western Australia (Appendix 6).

Terminology

Throughout the report, the term 'respondents' will be used to denote the individuals who participated in the evaluation as survey respondents, while those attending workshops or contributing to OA are reported as 'participants'. When more than one method is referred to, the term 'respondents' is used. They have all had some degree of involvement in their local plan. Not all of these participants actually coordinated the plans. Most are local government employees, but it was felt that it would have been misleading to refer to all the individuals as

local government representatives, since many were not. Most of those participating in the evaluation were listed as the key contact for the plans by the OCP, so the term respondent was deemed the most appropriate in this case.

Key findings

The majority of the findings presented here are based on the 2007 Community Safety and Crime Prevention (CSCP) Plan survey results. The results of the survey directed the information gathered at the Geraldton workshop, allowing a greater exploration of the key issues. The first workshop was directed primarily by the results from the 2005 survey. The aim of the 2007 survey was to see if there had been any changes since 2005 in the issues that respondents raised.

The following provides a brief overview of the findings. This summary looks at the crime prevention plans and the processes used to develop and implement projects. Following this, issues are highlighted that were commonly experienced by the participants in planning and implementing their plan. Finally, recommendations are provided that may be useful in assisting the OCP and communities overcome some of the issues that arise in implementing and evaluating their crime prevention plans. All figures come from the 2007 survey, Open Axis and workshops, unless specifically identified as being from the 2005 survey.

The identification of issues addressed by the crime prevention plans

- Community consultations were the most common method used to identify local crime problems (75%) (Appendix 1: Table 26)
- The majority of communities had concerns about antisocial behaviour (75%), youth issues (62%) and alcohol-related problems (58%) (Appendix 1: tables 7 and 8).
- The main priority groups targeted in the crime prevention plans included youth (72%) and families (55%) (Appendix 1: Table 8).

Many of the respondents indicated they were already addressing issues of community concern prior to undertaking CSCP planning. Just under half of the individuals surveyed indicated that prior to the planning process they were addressing youth issues (47%), antisocial behaviour (47%), youth diversion strategies (42%) and alcohol-related issues (36%) (Appendix 1: Table 6). During both workshops, participants suggested that the planning process undertaken through the CSCP plan development has resulted in their communities tackling their crime prevention issues in a more strategic way than before this process.

Coordination of local plans

- Sixty percent of 2007 survey respondents reported that their CSCP plans were coordinated by a local government employee (Appendix 1: Table 1).
- During the workshops it became apparent that within any local government area the task of implementing and driving a CSCP plan is often taken on in addition to the person's usual workload (workshops M and R).

Perspectives of those implementing plans

Overall, the OCP support for the local community plans was regarded positively by survey and workshop respondents.

- The majority of survey respondents were positive about their plan's potential to make a difference, with 75 percent indicating that they were fairly or very confident of its impact (Appendix 1: Table 12).
- A total of 77 percent of respondents indicated they would like to learn more about crime prevention and obtain professional development in the area (Appendix 1: Table 20).
- The majority of respondents indicated that it would be beneficial to provide training for staff (64%, Appendix 1: Table 21) and committee members (49%, Appendix 1: Table 22),

training in better knowledge of crime prevention (49%, Appendix 1: Table 19) and the engagement of a full-time crime prevention officer for plan implementation (47%, Appendix 1: Table 19).

- Around half of survey respondents indicated they would like to engage a full-time crime prevention officer to implement their plan (47%, Appendix 1: Table 19).
- Just over one-third of survey respondents indicated that they would benefit from instruction in project management (38%, Appendix 1: Table 21).
- Many indicated they needed training in how to analyse and present research (43%, Appendix 1: Table 22).
- Just over one-third of survey respondents indicated they wanted to undertake training in evaluation (38%, Appendix 1: Table 22).
- Respondents indicated that training was best delivered through interactive methods including workshops (74%) and visits by OCP Community Engagement Team staff (47%, Appendix 1: Table 23).

Throughout the evaluation, seven broad and sometimes overlapping themes were raised:

- community and stakeholder involvement in implementation
- promoting the benefits of plans being implemented
- committee's involved in plan implementation
- police involvement in implementing plans
- staffing issues
- documentation and evaluation of CSCP Plans
- OCP's role.

Community and stakeholder involvement in implementation

During the workshops, several issues were raised:

- Initially communities were enthusiastic about the local plan especially at the consultation stage (workshops M and R).
- Following on from the consultation, it is often difficult for the people coordinating the plan to keep both the community and more specific stakeholders interested in the implementation of the plan (workshops M and R).
- The CSCP committee and the plan coordinator often have trouble engaging individuals in the implementation of the plan unless such individuals are directly affected by the problem (workshops M and R).
- Often some of the community members and stakeholders invited to become involved in the plans see the plan as being a local government initiative, and therefore is perceived as primarily a local government authority initiative. This appears to result in these stakeholders being reluctant to engage with and take on roles in implementation (workshops M and R).
- It can be difficult for the local council worker who coordinates the plan to get stakeholders to follow through on commitments they make regarding to the plans (workshops M and R).
- State-based agency workers often did not follow through with commitments to participate in the implementation of the plans (workshops M and R).

Promoting the benefits of the plans being implemented

Plan representatives reported that it was difficult to keep up momentum (workshops M and R). The challenge raised in both workshops is that the benefits of the plan need to be

highlighted to the community. The respondents speculated that if the community recognises the benefits of the plan, they are more likely to assist in and support the plan's implementation (workshops M and R). This can create frustration and can contribute to a person's feeling of being burnt out (workshops M and R).

Committees involved in plan implementation

There are a range of issues that arise consistently about the process and conduct of meetings of the committees that oversee the plan (workshops M and R). Often the same people on the crime prevention committee attend other social issues committees in local areas. These committees often discuss the same problems in different contexts, and no new solutions are raised (workshops M and R).

Another issue that arises in this context is that some groups are better represented than others are on these committees (workshops M and R). The groups that are represented manage to have their issues raised and addressed. However, other community interest groups with less capacity for advocacy do not get represented and subsequently their issues are not addressed (workshops M and R).

Police involvement in implementing plans

The local police are often very supportive of the plans; however, they are also constrained if their local area command does not make their participation in crime prevention activity one of their high-level priorities (workshops M and R). 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 (workshops M and R).

Staffing issues

High staff turnover was raised at workshops as a significant issue in continuity of a CSCP plan's implementation. High staff turnover creates problems, as there is often little transfer of project history to new staff (workshops M and R). This loss of history makes assessing the effectiveness of a project within a plan difficult to determine (workshops M and R). The workload of the staff that are made responsible for a plan's implementation is seen to contribute to staff burnout (workshop R). The regional workshop highlighted that this was particularly an issue for practitioners in regional/rural/remote areas (workshop R).

Documentation and evaluation of CSCP plans

It was apparent from the workshops and from the data collected by the Open Axis questionnaire that during the implementation phase of plans there is a lack of systematic recording of the plan's progress (workshops M and R; OA forms). In addition to a general lack of systematic project documentation, communities often lacked capacity to plan and conduct evaluations of their activities and overall goals for their crime prevention plan. In the regional workshop, there was discussion about how crucial project documentation was in being able to attract funding and then the necessity of having documented evaluations to give communities a higher chance of obtaining ongoing funding for their initiatives.

OCP's role

Overall, the role of the OCP was regarded as positive (Appendix 1: Table 28). Participants, in particular the metropolitan workshop, indicated that they would welcome more proactive engagement by the OCP Community Engagement Team. This assistance would be particularly welcome after the endorsement of the plan. Participants spoke about receiving attention from the OCP at the initial planning stages, but participants indicated they would like that support to continue throughout the life of their plan (workshop M). The OCP is also seen

as being in a position to assist local communities to engage stakeholders, particularly at a state level (workshops M and R).

Conclusions

Overall, the OCP CSCP plan strategy appears to have been successful at facilitating the implementation of a significant number of crime prevention partnerships and projects across Western Australia. This evaluation has highlighted areas where further investment could be made to enhance the efficiency and effectiveness of this crime prevention strategy.

The goal of the CSCP plans is to make the community safer through the principles of working together, sustainability, inclusiveness, targeted efforts, evidence-based decision making, focusing on results and sharing knowledge (OCP 2007d). Within this, five key goals have been targeted:

- supporting families and young people
- strengthening communities and revitalising neighbourhoods
- targeting property offences
- reducing repeat offending
- designing out crime and using technology (OCP 2007d).

The CSCP plans are a key aspect of how the OCP intended to address these goals. Table 3 assesses the local community plans and their contribution to the program's principle. This is based on the findings of this evaluation and applying an analytical framework based on the crime prevention literature about these issues that was summarised at the beginning of this report. Each goal has been considered separately. The assessments are based on the evaluation findings only and do not take into account any other information on the CSCP Plan strategy; as such, they may have limitations.

A ratings system has been devised which is as follows:

1. Positive
2. Some strengths in the approach but still needs further support to attain a positive rating
3. It is unclear at this stage in the implementation of the local community plans if this goal is achievable.

Table 3: Addressing the principles in the plans

Principles	Rating	Comment
Working together	2	Participants in the evaluation workshops suggested the plans encouraged building community partnerships and relationships. This is a positive result arising from the planning process. However, participants also suggested that maintaining these relationships is not always easy or straightforward. Participants suggested partnerships could be strengthened if more resources and support were provided to help maintain community and stakeholder engagement in the plans and partnerships.
Sustainability	3	Participants suggested that at the time of the workshops, they had found it difficult to attract funding or other resources to implement their planned projects beyond that committed by the OCP. This is an identified difficulty and may provide an ongoing barrier to the plans being implemented. The lack of transferable knowledge and high staff turnover in many LGAs also influences the sustainability of projects, as valuable information

		<p>can be lost. More development appears to be needed to keep projects and plans viable for more long-term aims.</p>
Inclusiveness	1	<p>Workshop participants indicated that the plans have assisted in building up partnerships within the community. The survey also showed that three-quarters of the plans were based on community consultations (Appendix 1: Table 26). Although some areas sometimes find it difficult to recruit plan participants, overall the LGAs appear to be making great efforts to consult with many people within their communities and include many relevant services. A positive example of inclusiveness is the Yalgoo initiative (Case study 2), where the whole town is involved in addressing the issue of youth boredom.</p> <p>It may strengthen plan implementation if more promotion was undertaken to keep the profile of the plans high in the community for the life of the plan.</p>
Targeted efforts	1	<p>The survey responses indicate that the plans are targeting the key problem areas outlined in the goals. The survey shows that the main target groups of youth (72%) and families (55%) align with the goal of supporting families and young people (Appendix 1: Table 8). Many of the case studies captured through the Open Axis questionnaire show that LGAs focus on improving the communities through the key target areas with the funding provided by the OCP.</p>
Evidence-based decision-making	3	<p>When taken as a group, it appears that the survey respondents have little understanding about what a good practice project based on evidence was. Many respondents indicated they copied other crime prevention initiatives that had been implemented in other locations. However, there was little mention of evaluation findings for the initiatives that had been implemented. The 2007 survey showed that just under one-third of respondents considered that using proven crime prevention strategies was at least a fairly significant factor (Appendix 1: Table 25). There may be a need to inform LGAs about what a good evidence base is, and how to find examples of this.</p>
Focusing on results	3	<p>Currently, there are few evaluation strategies being implemented, as evidenced by the lack of clarity about this in the case studies collected by the Open Axis questionnaire. Many of the respondents are confident that the plan will give positive results in their targeted areas; however, there may need to be more development around collecting information and reporting on results, as identified in both workshops.</p>
Sharing knowledge	3	<p>At present, except through the workshops conducted this year by the AIC, there has been little opportunity to share information between local communities engaged in the planning process. However, there are examples of LGAs using the lessons and strategies of other areas to inform their project implementation. The City of Perth's liaison with Fremantle on the Nightrider bus</p>

service is one of them, where City of Perth used the badging and marketing available from the previous Fremantle campaign (Case study 4).

The case studies reported from the Open Axis questionnaire in this report illustrate the usefulness of collecting and potentially sharing such case study project data.

These data could be utilised in a newsletter format and sent out by the Community Engagement Team to illustrate examples of strategies and their implementation. Similarly, these case studies could be written up from the Open Axis data and made available on the OCP website.

Comparing the 2007 CSCP plan survey with the evaluation results from 2005

In 2005, the AIC provided the OCP with an evaluation of the early stages of CSCP Plan implementation. That report provided information on what the LGAs' expectations were of their endorsed or yet to be endorsed CSCP Plan. It also included information on the respondents' level of crime prevention knowledge and how plans were being coordinated and implemented in the different LGAs.

In 2005, the respondents were generally positive about their plan's potential impact on crime, and they had a clear sense of what was needed to implement their CSCP Plans. Respondents reported that some people in the community were a bit hesitant about the plans, as they considered prior initiatives such as SaferWA as having been ineffective, and therefore doubted the ability of the CSCP Plan to make a more substantial impact on crime and community safety. The findings and recommendations from 2005 were focused on four main areas: increasing community knowledge and involvement in crime prevention; reducing crime; improving crime prevention delivery within communities; and strengthening partnerships (see Appendix 1).

Most of the respondents in 2007 were up to the stage of either developing a plan through community consultations (23%) or were currently implementing a plan (40%). Overall, the issues raised by both surveys were very consistent. It appears that, regardless of the stage the plans were at, the problems and issues raised were the same. There was no real difference between 2005 and 2007 in what was reported in terms of the main plan priorities, funding issues, problems encountered and expectations of the plans potential impact on the community.

The 2007 survey had a lower response rate (35%) than the 2005 survey (70%). To try to address this, a follow-up call was made to the non-respondents to the 2007 survey. This follow-up call revealed that many of the non-respondents reported they were approached too frequently for similar surveys to answer this particular survey. Seven of the 15 contacted mentioned they often received five to six surveys a week from other government agencies (Appendix 1: Method). Other barriers to completing the survey included that they could not find the time to complete the survey, or that they were not far enough into their plan to be able to complete it properly. Often those contacted gave more than one reason.

Issues addressed by plans

The main issues and priorities covered by the plans according to the 2007 survey have remained the same (youth, alcohol, drugs) as those reported in the 2005 survey. In addition,

in 2007 people indicated that their plans often addressed antisocial behaviour (this was a new category in the 2007 survey).

Very few respondents reported choosing their intervention type based on crime prevention literature that was evidence-based. In other words, there was little indication that strategies were chosen based on current literature about what works in crime prevention.

The OA forms asked respondents whether they implemented a project based on evidence found elsewhere, and many responded 'no'. Some responded, for example, that a similar initiative was happening in the neighbouring town, but offered no information as to whether they sought advice on how the project was working in the other town and whether it was based on good practice. The survey also asked about the importance of using proven crime prevention strategies, and it is interesting to note that only approximately half placed a high importance on this factor. This may indicate the need for the OCP to further promote the use of good practice and evidence-based interventions when working with communities to assist them in developing and implementing their plans. Particular attention should probably be paid to developing techniques for moving the evidence into practice.

Goals

This evaluation did not set out to measure whether local communities implemented specifically addressed the overall OCP goals. However, it has been possible to use the data collected through the OA questionnaires to assess whether this smaller sample of projects addressed the following overall goals of the OCP. The data collected by Open Axis at this stage only reflected a small sample, and only collected data on the overall plan and one of the activities implemented under this plan. These findings are indicative only and are not conclusive, due to the limited information on only a small sample.

Table 4: Addressing the goals of the partnerships

Supporting families, children and young people

The plans have a great emphasis on families and young people, as evidenced in Table 8 of the survey, where they are the two main priorities of plans (72% and 55% respectively). Regional workshop attendees mentioned how the Geraldton-Greenough district had a good relationship with child protection agencies (workshop R). The OA forms returned also showed half of the LGAs addressing these key target groups, with 12 out of 24 returned OA forms targeting at least one of these areas, with the others targeting the general population.

Strengthening communities and revitalising communities

It appears that LGAs are very motivated to do this – the enthusiasm for making a change was evident in the workshops, and the survey showed that many respondents think that the plan will make an impact (Appendix 1). However, it is not possible to make a definitive statement about the achievement of this goal.

Targeting priority offences

The survey showed that the LGAs were active in consulting their community, and developed their plans according to the main priorities. All of the OA forms asked what the targeted crime prevention areas were for their plan in general, and the interventions documented generally aligned well with their priority areas. This appears to be well done.

Reducing repeat offending

This evaluation did not focus on individual aspects of plans, but the overall experience of plans. As such, it is difficult to comment on this goal. However, the workshop participants

indicated that they believed the plans were making an impact. Additionally, individual cases such as the Yalgoo Shed initiative (see Case study 2) reported that there was no recorded crime for one month, which they attribute to the influence of the Shed. This result may give some indication of the impact some plans have on repeat offending. Another example is the graffiti man, who cleans the graffiti at night through rapid removal and has noticed a decrease in the amount of graffiti (Case study 3). Rockingham's 'Adopt a Bus Shelter' project, where local youth were asked to decorate, care for and monitor their allocated shelter, showed in their follow-up survey a reduction in vandalism at bus shelters, and is another good example (see Case study 3).

Designing out crime and using technology

CCTV initiatives were developed by three of the LGAs in the OA forms; however, this appeared to be more expensive than they anticipate. The sustainability was also questioned, as the ongoing maintenance costs of keeping all cameras operational was considered very expensive for some of the LGAs. However, there were many strategies (n=8) in the OA forms that were using designing out crime principles and using, for example, better lighting as crime prevention projects (see Case study 5).

Case study 2: Yalgoo's Youth Centre upgrade

Yalgoo is a small regional town in Western Australia. There are approximately 35 children in Yalgoo, primarily of Indigenous or low socioeconomic background. There were limited facilities in the town to engage the youth, and many are exposed to violence and alcohol abuse at home. This resulted in the youth wandering the streets of the town committing minor offences, truancy from school and generally getting into 'trouble'.

After community and police consultations, it was decided to upgrade a shed near the shire office into a youth centre where children in the community could gather to participate in activities. Once the youth centre was established, ideas were to be developed to entertain and educate the children in appropriate behaviour, earning rewards for good behaviour, learning useful skills and improving general health.

The shire, with help through community completed renovations, created the 'Shed'. Grant money was used to purchase musical instruments and sports equipment. Every Friday, the Shed hosts a movie night and the local telecentre is used to teach children basic computer and communication skills.

A key to the initiative is the development of a 'points' system. The whole town is engaged in giving children points for good behaviour. Bad behaviour results in the loss of points. This system encourages appropriate behaviour and social skills in and out of school, and the realisation that effort is often required to achieve things. The rewards reinforce the good behaviour. Certain activities run for the children require a certain number of points for them to participate. One such activity was a trip to the beach three hours away. The local bus is used to take children who had earned enough points to go on excursions.

The project relies on the whole town contributing, and this is possible due to the small size of the town. The project is seen by the coordinators as exceeding expectations; however, they note that it is extremely intensive, and many volunteers are starting to suffer 'burnout' for their effort with the project on top of their other commitments. It is recognised that the whole town needs to engage to make it work.

An unexpected yet positive outcome was that setting up the movie nights was initially just to provide an entertainment outlet, but it was found that the children attending were often hungry as they were not receiving food at home. This led to staff providing food which, in turn, led to the children expressing an interest in learning how to cook. Basic cooking lessons have been provided and there have been reports from local shops of children taking parents to buy items to cook at home. There now appears to be an improvement in family relationships and nutrition intake amongst some families in town, driven mainly by children being given an opportunity to learn good skills and express positive behaviour. In addition, January 2007 was crime-free for the first time in recent memory for Yalgoo residents.

Source: AIC dataset; Open Axis database entry – Yalgoo activity form. Rec. no. 277 230

Case study 3: Rockingham's City Safe marketing campaign

Rockingham city is a metropolitan area near Perth, and is a popular holiday spot. From community surveys, the LGA identified the lack of awareness in crime prevention and misconceptions of crime in the community, and a lack of knowledge by the community in how, what and where to report community safety and crime matters. The plan committee decided that they needed to raise community awareness in safety and crime prevention, targeting not only the whole community, but also transient people using Rockingham's facilities. However, they noted that common methods of communication like community newsletters and newspaper ads do not always reach the holiday makers or the surrounding semi-rural population that Rockingham services.

Specific actions included:

(a) Neighbourhood Watch (NHW) drive to increase community awareness and involvement in NHW: over 1,800 homes were door-knocked in an area of high criminal activity and low NHW involvement. This led to 360 new people signed up to NHW.

(b) distribution of promotional material at shopping centres and public areas to heighten awareness of community safety and crime prevention. These included stress balls, wrist bands and lanyards. The wrist bands were very popular with younger people and the cost was very low in relation to funding a media advertising campaign.

(c) an Adopt a Bus Shelter project to improve youth involvement in community activities and to reduce graffiti. Local youth were surveyed on their opinion to bus shelter damage/graffiti. It found a lack of care and admissions of vandalism by some respondents. Bus shelters were allocated to youths who were then entrusted to decorate the shelters with their own (appropriate) artwork and to then care for the bus shelter by monitoring it. Another survey was carried out at the conclusion of the trial period and the responses found that there was a great increase in care for what was happening with youths very protective of their own sites and more caring of the bus shelters in general. Statistics also showed a marked decrease in graffiti damage to the bus shelters.

(d) community graffiti paint-out programs to improve community involvement and to discourage recurrence of graffiti; rapid removal of graffiti was promoted to local community members. In one case, a shift worker carried out graffiti removal between 2 am and 6 am and after a few weeks the incidents of graffiti in his area reduced markedly as most graffiti was removed prior to anyone seeing it, thereby reducing any gratification by the graffiti in people seeing their work.

All of these activities were designed to get the general community more involved in community activities that would encourage people to feel safer; be in a clean, safe, feeling environment; and to reduce the attraction of areas and/or people to offender.

Some lessons learnt was that the external agency contracted to conduct training courses for volunteers was not too effective, as the facilitators did not fully understand the audience or deliver what was needed. The planners decided after debriefing that in-house training utilising local expertise would be more effective and cost efficient for the future. Their strong NHW group was seen as central to the success. They also noted that the police were not always available to solve community safety issues. They reported that specifically with graffiti, the police commitment to frontline policing resulted in diminished ability to investigate and target offences were there where no readily identified offenders, or the offender's age would affect a successful prosecution and subsequent retribution.

Source: AIC dataset; Open Axis database entry – Rockingham Open Axis activity form. Rec. no. 276 373

Coordination of CSCP plans

Expectation of success

Most of the people consulted through the evaluation indicated that their communities embraced the plans (workshops M and R; also see Appendix 1: Table 14). Overall, there is a generally positive feeling towards the plans by the respondents. Even though the plans are time consuming and are generally considered hard work, the majority (76%) are fairly or very confident the plan will eventually succeed (Appendix 1: Table 12) and only a minority (21%) reported having difficulties in implementing the plan. Participants at the workshops and those interviewed using the OA questionnaire expressed their willingness to put in the effort to make the plans work. They reported that the plans have already created positive changes in the community (workshop M). Participants reported that the plans encourage many partnerships to develop, and give a strategic direction in addressing community safety and crime prevention in their area (workshops M and R). Even the respondents who were feeling 'burnt out' and overworked were proud of the achievements of the plans (workshop R). The respondents were pragmatic about what they could achieve, and even though they felt hindered by limited resources, they indicated this did not interfere too greatly with their plan implementation.

The majority of survey respondents were positive about their plan's potential to make a difference (75% indicated they were fairly or very confident of its impact; see Appendix 1: Table 12). When analysing the confidence of respondents in the plan's impact with variables relating to partnerships and committee commitment, there appeared to be a correlation between confidence in the plan's likelihood of success and the level of positive perception of their partnership relationships (Appendix 1: Table 34).

When compared with the results of the 2005 survey, the 2007 survey respondents raised more issues regarding partnerships and committees. These issues include greater problems with getting the community to engage in the plans and getting partners to commit to the actions in the plans.

Committees

Committees and the partnerships involved appear to be one of the most frequently commented on issues for LGAs. There was a mixed response overall about the effectiveness of partnerships and committees (see 2007 survey discussion).

Committee composition

Committee composition was identified as a concern particularly by representatives of smaller communities. They reported that there were generally a limited number of people involved in planning in their communities. Participants commented that the same people tend to participate in many different planning meetings in the town. This was reported to lead to the same issues being raised at the various meetings, with no resolution. Often, these planning meetings can become focused on the same issues (workshops M and R). This highlights the staff shortages and lack of experienced volunteers in many smaller communities. This can contribute to the committee members reporting being 'overworked' and there being no innovations made in how issues are tackled.

Training needs and other requested resources

The results of the 2007 survey indicated that people involved in the plans would be interested in being able to participate in professional development. In 2007, respondents indicated their own need for professional development and skills around project management, learning about crime prevention and evaluation within their top three most needed resources (Appendix 1).

All of the respondents who had been involved in the plans for over two years requested professional development. Of the other respondents who had been involved in plans for less time, 63 percent of those who had been involved in plans for more than one year but less than two years requested professional development, 77 percent of those involved for between seven and less than 12 months requested professional development and 65 percent of those involved for less than six months requested professional development (Appendix 1: Table 30).

When asked about their preferences for accessing such training, participants indicated that interactive methods such as workshops were most appealing (74%) followed by personal visits by the OCP Community Engagement Team member (47%) (Appendix 1: Table 23).

In both the 2007 and 2005 surveys (Anderson & Homel 2006), almost half of the community respondents identified a dedicated crime prevention officer for their community as a priority above other possible resources. The percentage of respondents requesting training and/or professional development was lower in 2007, with 77 percent making this request compared with 90 percent in 2005.

Community and stakeholder engagement

Engagement of stakeholders

Many people consulted during the evaluation reported that even if their community was initially enthusiastic about the CSCP plan, this tended to wane over time (see results section for Appendix 1: Question 14; workshop M; Case study 3). Even when stakeholders have been engaged, there can be misunderstandings over who needs to deliver what, and when this should occur. This was a point particularly raised in the metropolitan workshop.

Of the participants who discussed barriers to successful implementation of their plans, responses included that some people experienced community apathy in relation to their plan. Others indicated that the plans were sometimes perceived as a 'cost shifting' exercise (survey); that is, they thought the state was expecting local government to do more work and take more responsibility for crime prevention, which they believed was really a state responsibility. Other participants reported that community members felt it was not a new idea and that they had 'heard it all before' (workshops M and R; survey). Another perception was that there was too much talk and not enough action, and some community members reported they were not willing to get involved unless it affected them directly (survey; workshops M and R).

Obtaining and maintaining commitment from some key stakeholders was a common problem (workshops M and R; survey). Local community workers reported that state-based agencies were difficult to engage and they would not commit to plans. A frequently reported reason for this was because these agencies had their priorities set at a state level (workshops M and R). It was reported that local community workers thought that state-based agency workers had committed to the plans, yet sometimes these agency workers did not follow through or become actively involved despite their initial commitment. Participants indicated that this was exacerbated when different representatives were sent to each meeting, and the representative was not in a position to enact change in their organisation. Others responded by suggesting that the plan was seen by their local community as a local government responsibility which may have explained why some state agencies, non-government agencies, local businesses and others in the local community were reluctant to commit resources as they do not perceive the plans as their responsibility.

Respondents in the workshops suggested that local communities could lobby these state-based agencies at the senior state level to obtain support. While this was suggested by evaluation participants, it may be more effective for the OCP to negotiate with these agencies at a state level through the CSCPC. Participants perceived that if state priorities for these agencies included local representatives being involved in local crime prevention plans, then local agency representatives would be more inclined to cooperate with and contribute to the implementation of the plans (workshop M).

An example of this lack of commitment to plans at a state agency level is that the local police are often very supportive of the plans; however, they argue that they are also constrained if their local area command does not make their participation in crime prevention activity one of their high-level priorities (workshops M and R; see Case study 3). Possibly due to constraints imposed by higher level policing priorities, participants often reported that the police do not have enough resources to participate in crime prevention activities.

This lack of ongoing engagement in crime prevention plans by local community stakeholders is not a new problem and has been noted by other research investigating the implementation of crime prevention initiatives (e.g. Hough & Tilley 1998). In addition to this, even when major partners are engaged it is frequently difficult to encourage other groups within the community to accept a stake in crime prevention projects, even when their participation would enhance the outcomes of such projects. Hough and Tilley (1998) highlighted that often the costs of crime are borne by the community and generally not by institutions (which are more likely to engage as partners) such as commercial businesses that can competently take action to reduce the risk of crime. Finding solutions to assist in engaging specific groups in the general community, who are often reluctant to participate in projects, requires strategies to be identified and implemented. Earlier work on this by Hough and Tilley (1998: 35) suggested strategies such as:

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- offering some benefit in exchange for cooperation
 - mobilising the use of civil and regulatory powers
 - appeals to feelings of civic responsibility
 - raising awareness of what can be done.

Project documentation

The lack of consistent project documentation was highlighted during the workshops and in collecting case study information using the Open Axis questionnaire. Just under one-third of LGAs indicated that project documentation only occurred once a year. One-quarter of respondents indicated reports are prepared every six months and nine percent said they reported quarterly. Just over 10 percent of respondents indicated reports were prepared monthly. Nine percent were unaware of reporting practice for their plans and eight percent indicated they had other means of reporting. One respondent indicated no reporting was carried out (Appendix 1: Table 10).

Considering the large number of activities implemented in a plan and the amount of changes that can occur over time including staff turnover, those communities that only prepare a report once a year are unlikely to be able to identify changes to the project plan and how they were addressed as they occurred. High staff turnover can contribute to the lack of project documentation. Workshop participants (urban workshop) said the time taken to document plans made this process unappealing, and when most people implementing plans have heavy workloads, documentation is often not a top priority.

Not keeping records and neglecting to update project documentation also means that the task of evaluation will be made more difficult if this information is not readily available. When local projects were asked to provide information for the Open Axis questionnaire, the lack of project documentation was often a barrier to effective participation in this process. The information gathered through the OA questionnaire indicated that the LGAs had thought about evaluation of their plans. However, the proposed evaluation strategies were not straightforward and may not be easy to implement.

The lack of specific project documentation is also a barrier to communities being able to learn from past projects, and inhibits the production and dissemination of resources that may have informed other communities about successful strategies.

Funding

Overall, the people who participated in the evaluation indicated they were interested in learning new strategies that would assist them in obtaining funding to implement their CSCP plans. Respondents indicated while the current funding that the OCP has made available was appreciated, it was insufficient to enable the implementation of all the planned projects.

Funding was raised as a specific issue by rural/remote area representatives. Participants in the regional workshop reported that fulfilling funding requirements was often difficult due to the nature of their area. Some funding applications require more than one quotation; as a regional workshop participant noted, their town was unable to find two contractors to offer quotes on a project that was being proposed in town. There was only one contractor in the town, who offered a large discount and work in-kind. However, due to the funding requirements, two quotes were needed, and since the nearest town was three hours away, it was difficult for the town to request the contractor to do a six-hour round trip for a project quote that the contractor realistically could not match.

Regarding financial accountability a high number of respondents (81%, Appendix 1: Table 11) indicated that their LGA had adequate accountability mechanisms in place to keep track of funding from the OCP and other sources.

Implementation stage issues and processes

The 2007 survey provided more insights into the implementation processes of plans than the 2005 survey, as many communities are now up to the stage of implementing their plans. As some communities were now able to reflect on implementation issues, some new findings have emerged. These issues relate to the day-to-day tasks of plan implementation. When respondents raised these implementation issues, they indicated they were also generating solutions that may assist other communities who come across similar implementation issues in the future (see all case studies).

Case study 4: City of Perth's strategy for improving after hours public transport: NightRider

A thorough assessment of the community safety and crime prevention issues in the City of Perth was conducted by engaging key stakeholders in a consultative process that included stakeholder interviews, street survey, group meetings and telephone conversations to assess areas and issues of primary concern to the community. A review of relevant literature and documentation was conducted, and examination of crime rates and crime issues carried out. A desktop review was also undertaken. The issue of getting people home safely was a recurrent issue in the research and consultation for the Community Safety Plan.

Insufficient and inadequate public transport has created an environment of fear amongst city-goers, which leads to greater exposure to antisocial activity, greater vulnerability to violent crime and general public safety. The perpetrators of these actions are emboldened by there being a target for their actions and by there being limited resources to inhibit their behaviour.

In response to this, the City established an after hours public transport working group. Its membership includes the Public Transport Authority, Office of Crime Prevention, Taxi Board, Western Australia Police, Department for Planning and Infrastructure, Safer Northbridge (community group) and the BIG N (Business Improvement Group Northbridge). The NightRider project is the first in a series of actions to address after hours public transport issues in the city. It is part of a solution to improve late-night (Sunday morning) transport from 12.30 am to 4.30 am on three designated routes from the Northbridge entertainment precinct.

Increased transport services and patronage outside business hours, and reduced waiting times to access late-night taxis, are expected to lead to reduced levels of crime and antisocial behaviour near public transit stops by enabling people to leave the city area quickly, thereby removing the likelihood of conflict to develop.

The key issues and a range of options for improved public transport service were canvassed at a workshop in November 2006. From an economic point of view, a bus service was more economical than extending the train service. A six-month trial of three NightRider buses was put into place in January 2007, following high-profile media coverage of people waiting for at least two hours in taxi queues at secure taxi ranks and daily criticism of taxi shortages in Perth during the festive season. A NightRider service had already been established for Fremantle the previous year, so badging and marketing of the service was already available. The PTA contribution is over \$200,000 and the City of Perth has contributed \$66,000 for the six-month trial. Monitoring will be carried out by the steering group and documented through media releases, and City of Perth publications and websites.

Knowledge and patronage of the service has been disappointing and much less than expected. However, the Fremantle trial took some months to be established. There have been some delays in promoting the service. There were conflicts between the bus and taxi service locations. Due to the speed of implementation, a number of minor but unnecessary problems have emerged, which could have been avoided had the process been more methodical and consultative. It is difficult to estimate the cost effectiveness of the project. Whilst there is a driver and two security staff on each of three buses, the service clearly has to be massively subsidised. It is difficult, but would be useful to cost the savings on crime, antisocial behaviour, cleaning of public places, health and injury. However, the economic 'cost' of late-night public transport is the main argument for not providing these much needed services to sections of the community (18–25 years) that do not yield a great deal of power and influence. Ideally, a well-planned service would be promoted heavily prior to its introduction, which was not possible in one that was partially instigated by 'crisis' management. Continuing to promote the service is important. There is potential for this to be implemented elsewhere, but consideration needs to be given to the financial implications.

Source: AIC dataset; Open Axis rec. no. 276 750

Over half (57%, Appendix 1: Table 11) of respondents indicated that they had strategies in place to make sure projects were implemented on time. However, many respondents

indicated that they wanted training in project management, indicating that they were not necessarily confident in their ability to manage such projects.

Staffing issues

High staff turnover

Many participants in the 2007 evaluation raised staffing issues in relation to the process of implementation. High staff turnover was noted by many respondents. Staff turnover affects every level of the plan's implementation from the planning committee to the staff that drives the process within local government. Dealing with the turnover is still problematic, as mechanisms do not seem to be in place to record and document the plan's progress; this makes handover between old and new staff difficult. The time it takes for new staff to become familiar with the project slows down the plan's implementation. It also affects the ability of people to adequately document the outcomes of the project in the longer term.

The participants in the evaluation who provided detailed case study information through the Open Axis questionnaire described 'burn out' as being the primary reason for high staff turnover, particularly in non-urban communities, especially the rural and remote areas (see Case study 2). Those who participated in the evaluation process often indicated that they took on a commitment to the CSCP plans in addition to their other work, and therefore were often doing more than a full-time job. Non-urban committees have fewer people to rely on for assistance in implementing their plans.

It was reported in workshops that many (though not all) of the staff made responsible for implementing plans were not experienced in crime prevention planning. Many of the staff given such responsibility has this role added to their usual job and these staff may not have nominated for the job. Many respondents in this situation have expressed a willingness to participate in professional development activities to address their skills gap.

Attracting suitable staff

Some LGAs indicated that they had finished their plans and they could also access resources to implement them. Respondents indicated that a barrier to progressing their plans was that they could not recruit appropriate staff. One reason for this raised by respondents in the more in-depth OA interviews was that the current mining boom in Western Australia may be making it more difficult than usual to attract suitably qualified staff (see Case study 5). The community sector and council jobs in the towns do not pay high salaries when compared with jobs available in the mining sector. Not being able to find staff holds up the implementation of plans. As a result, even communities with the financial resources and organisational skills to implement community safety and crime prevention plans are not always able to proceed with plan implementation.

To assist with communities finding staff, the OCP could explore ways to help smaller communities by providing incentives to local workers to assist them to engage in training to build their capacity to participate in crime prevention planning, implementation and evaluation. The OCP could also provide encouragement through an incentives scheme for experienced workers to take up locum-type positions in rural and remote areas. This would provide the opportunity for local workers to either take short breaks to alleviate 'burn out' or to take time to travel and engage in training opportunities. Locums could also work alongside less skilled workers who are long-term residents of the area to build their capacity by providing on-the-job training. Such a locum scheme could be extended by these more skilled workers from other areas maintaining contact with the rural remote workers on their return to their usual settings.

This could function as a mentoring program in an ongoing way. An example of incentives provided to 'Bush locums' by Rural Health West can be found at Rural Health West (n.d.).

Another example of a strategy to attract workers to remote areas is the New South Wales Government Department of Premier and Cabinet Remote Areas Attraction and Retention Pilot 2006/2009. The package of incentives aims to attract and retain staff in crucial human services positions in public sector agencies including health, justice and community services (DPC n.d). The package is available to people who relocate to one of the targeted areas where a position has been advertised unsuccessfully for six months, and also applies to staff working in similar situations who have relocated in the previous three years. Key elements of the attraction and retention packages include:

- \$5,000 (gross) cash bonus at the completion of each year of service
- assistance to rent a home
- a notebook computer and internet access
- additional professional development and training
- travel expenses in the case of family illness or death.

Similar schemes may be worthwhile to investigate that could be facilitated through the OCP; however, it would be important to obtain the findings from this pilot in New South Wales.

Case study 5: Mt Magnet's lighting to reduce crime

Mt Magnet is a regional area north of Perth. The poor standard of lighting within the Mt Magnet town site has resulted in ongoing antisocial and criminal activity around certain areas of the town where perpetrators can carry out their activities away from public scrutiny.

In particular, the town's youth have a 'boredom' problem and have resorted to congregating in certain areas of the townsite, specifically the town oval, basketball courts and near the public telephones. The lack of lighting in these areas has resulted in damage, graffiti and antisocial behaviour issues on a frequent basis. Anecdotal evidence from residents, community surveys, discussions with other agencies (such as police) and the shire's own records were used to identify the problem.

As the town is quite small, the behaviour and activity of local youth impacts on a great number of community members. The funding is to be utilised to upgrade lighting in relevant areas in the townsite, specifically the walkway across the recreation reserve (oval) and the basketball court areas adjacent to the oval. Partners are the members of the local interagency group, comprising the Department for Child Protection, Department of Education and Training, Department of Health, Mt Magnet police and the Murchison Strategy Group (Mt Magnet and the four surrounding LGAs). Other groups such as the Midwest Corporation and Aboriginal community groups are also involved at all levels as needed. The interagency group was already established and other existing partnerships with the local community were used to support the CSCP partnership.

Each agency assists where needed, with overall guidance given by the Mt Magnet shire CEO. The shire will establish the priority areas and organise installation of lighting. Mt Magnet police will then monitor the areas and provide ongoing evaluation of the lighting and the levels of activity.

The specific action was to identify areas within the town that required lighting upgrades. The shire carried this out and determined that the town oval and basketball ball areas were priorities, and would be the initial target of the lighting upgrade.

It was determined that by improving the lighting in these areas there would be a twofold positive effect. First, lighting the areas would dissuade youths from congregating in the area for antisocial or criminal purposes unseen by others. Second, the improved lighting would encourage all townspeople to utilise the areas more frequently, again making it less attractive for those wishing to carry out antisocial or criminal activities. Most beneficially, by making the areas more attractive for legitimate use, it is hoped that disaffected youth would be encouraged to join in with community activities rather than resort to anti-community behaviour. This is a particular reason why improving the lighting was a preferred option to more stringent actions, such as curfews on the area or locking people out.

At present, the lighting upgrade has not taken place. Whilst the actions in determining the appropriate areas were straightforward and relevant, and partners such as the police have been prepared and able to carry out their part of the initiative, the shire has not been able to find a contractor to install the lighting. Mt Magnet is more than three hours from the nearest city and six hours from Perth, and it is proving extremely difficult to obtain the services of an electrical contractor prepared to travel to Mt Magnet to carry out a job for \$10,000. This is due mostly to the dearth of skilled tradesmen available away from the state's mining boom. In future, more emphasis would be placed on ensuring the resources were available to carry out the actions (i.e. access to electrical contractors). This is an important initiative for Mt Magnet and whilst the lack of tradesmen has made executing it extremely difficult, it could not be said that it would have been better to do something different.

Source: AIC database; Open Axis data entry – Mt Magnet Open Axis form. Rec. no. 277 209

Marketing and promoting plans

Many respondents reported finding it difficult to keep the profile of their plan high in their local community (see Case study 1). When the immediate outcomes of activities were not apparent then it was even more difficult to keep the plan profile high (workshops M and R; Case study 1).

Many respondents reported that they needed to develop ways to keep their CSCP plan profile high amongst their community. They reported that this was a challenge over the three-year duration of their plans. Communicating the timeline involved to effect change is also difficult, as the community often expects results immediately (see Case study 4)

To assist in raising awareness in communities, some simple marketing techniques and advocacy principles could be employed at a local level. This could include encouraging the local press to discuss issues arising in the local crime prevention plan and possible solutions that the plan generates. Such discussion in print, radio and TV formats could also advertise meeting times and encourage interested people to get involved. Newer technologies could also be used in promoting the local crime prevention plan by making it available on local area websites through links to such information and making sure that there are contact details for interested people to get involved in the plans implementation.

Evaluation and reporting

After analysing the findings from this overall evaluation of the CSCP Plans, one of the greatest areas of weakness is the lack of evaluation and reporting on CSCP Plan activities. This was highlighted by the detailed information collected by the Open Axis questionnaire. When respondents were asked to describe their evaluation strategy, it was found that a majority of those interviewed had not yet developed such strategy. Those respondents who indicated that they had thought about an evaluation strategy were mostly unable to describe in any detail how their intended strategy would work.

Another reason for the lack of evaluation may be due partly to the workload of the people implementing the plans. As discussed earlier these people usually have a heavy workload, and implementation is prioritised whereas evaluation has not been.

Evaluation was recognised by the respondents as important, even if it appears that the people who implement plans in communities do not prioritise this (metropolitan and regional workshops). Survey respondents also requested professional development so that they could better plan and implement evaluation strategies (Appendix 1: Table 22).

The lack of evaluation of the effectiveness of most activities and projects within the CSCP plans will make an overall evaluation of the outcomes of the OCP initiative difficult in the longer term. Other community crime prevention initiatives have encountered this issue.

From a community point of view, not knowing how a project or plan is unfolding makes determining the sustainability of the plan difficult. There is no record of the effectiveness and efficiency of projects. This lack of evaluation and documentation is an area of need, and addressing this could assist with improving plan delivery and dissemination of good practice.

Limited literature exists that suggests how to overcome this lack of capacity of local communities to successfully evaluate their own projects. One possible solution may be to create a position within the OCP that focuses on assisting local communities to come up with a simple performance measurement system that collects standard data on projects. These data could be required to be delivered to the OCP as part of contract requirements. The OCP could then conduct an analysis on these data that would enable reporting on the overall

program outcomes, rather than expecting communities to be able to evaluate their own small projects in meaningful ways.

The reality is, most local governments in Western Australia are unlikely to have the capacity, resources or skills to implement evaluation of projects sophisticated enough to satisfy the criteria as an evidence-based project (e.g. see criteria required by Welsh & Farrington 2002: 1). The majority of projects are coordinated by local government workers who lack training in crime prevention, project management and evaluation. Many workers who coordinate their communities' crime prevention plan also maintain a full workload unrelated to the plan. Due to these constraints, it may be more practical for the OCP to simply assist local projects in collecting data that can be used for an overall program evaluation.

Table 5 provides further detail on the current limitations regarding evaluation of the plans and the associated projects. The left-hand column highlights the limitations identified by the current evaluation. The right-hand column offers potential areas for action by the OCP to try building the capacity of local community workers regarding evaluation.

Table 5: Factors to overcome that limit the delivery of effective evaluations

Problem	Information to provide to address problem
No experience in evaluation	<ul style="list-style-type: none"> • Basic explanation of why evaluations are needed and useful • When to start planning the evaluation • Types of evaluation (formative, summative, process, outcome) • What are measures and indicators, and how to choose them
No experience in crime prevention	<ul style="list-style-type: none"> • Simple explanation of different crime prevention approaches • Current issues in crime prevention • How to find examples of good practice in crime prevention • Simple overview on the causes of crime
Not clear on what is evidence-based crime prevention	<ul style="list-style-type: none"> • Definition of what constitutes evidence based crime prevention that satisfies OCP criteria • Advice on where to find good practice examples
Not clear on where to find evidence-based crime prevention examples	<ul style="list-style-type: none"> • Provide a list of places where to find examples of good practice for particular target areas • Definition of what constitutes evidence-based crime prevention that satisfies OCP criteria
Not clear on what constitutes good practice	<ul style="list-style-type: none"> • Provide a definition of good practice • Offer links to examples of good practice
No time to develop an evaluation	<ul style="list-style-type: none"> • Emphasise the need to plan evaluations at the start of plan development • Encourage recording the progress of a project and its activities, even in dot-point form at least monthly • Record any changes in the activity
Not clear on how to measure success	<ul style="list-style-type: none"> • Provide suggestions on possible measures based on similar projects • Emphasise the adoption of realistic measures based on the community's capacity and resources

It is important that the underlying issues preventing the community workers documenting projects are taken into account and addressed. The case study data generated by engaging a

project officer at the OCP to collect the information required by the Open Axis questionnaire showed that more information is gathered when an experienced project officer facilitates the data collection process. The actual communities' lack of resources is the largest barrier to this project documentation happening routinely as well as this task not being explicitly prioritised. The OCP could have a staff member who is employed to build the capacity of local workers to systematically record and document project implementation. The OCP also could provide incentives to local projects by requiring reports to be delivered regularly and by making reporting a requirement before regular funding can be accessed. This could include increased funding or assistance for getting project reports in on time.

The role of the Office of Crime Prevention

The OCP is in a strong position, with the majority of respondents involved in LGA plans having a positive opinion of their services. The OCP can capitalise on this positive sentiment and build on the initiative to date by continuing to deliver targeted and relevant services for local crime prevention coordinators and committees through their Community Engagement Team. The OCP could usefully employ additional staff in the Community Engagement Team to enhance and extend the support that is already being provided.

Overall, the OCP and its staff were well regarded by evaluation participants, and many complimented the OCP on providing support. Some respondents indicated that they would like additional support from the OCP; at present, they report that this support drops off after their CSCP plans are endorsed. Many respondents in the metropolitan workshop were satisfied with the support they received in these initial stages, but there was an element of frustration amongst a minority of participants who reported receiving little or no ongoing contact from their Community Engagement Team member.

One common request from the respondents was for the OCP to facilitate relationships with state-based agencies. The OCP could work with other state-based agencies to raise the profile of the CSCP plans at the local community level. The OCP could also suggest to state-based agencies to consider directing their local workers to assist with the CSCP plans. Such facilitation at a state level may improve the likelihood of locally based state agency workers becoming more involved in the CSCP plan implementation.

Recommendations

The OCP initiative to support local communities to develop crime prevention plans is having a positive effect in assisting communities to set a strategic plan and direction to actively prevent crime in their communities. Without these plans, some activity would still occur in addressing community issues. However, the CSCP plans have allowed such projects to be consolidated and implemented in a way that is more strategic than might otherwise have occurred.

The additional support provided to local communities by the OCP both through funding and facilitation processes, such as a planning process, has contributed to building community capacity. It is important that the current limitations of this support are acknowledged, and if supporting communities to implement crime prevention plans is kept as a priority within the OCP, more resources should be provided to enhance this program and its outcomes.

To progress the development and effectiveness of the CSCP Partnerships, a series of priorities have been developed and a plan of action proposed. Below is a list of the priorities on what should be targeted to address gaps in plan delivery, which include suggestions on how to address the issues. Following on from this is a list of actions incorporating these priorities into a series of steps for implementing the priorities. These are based on the key gaps identified in the evaluation. The actions are numbered in order of suggested implementation priority. However, some are interchangeable or can be implemented at the same time. These suggestions are focused on how the OCP can build on the successes they have achieved so far by narrowing the gaps identified in the CSCP planning process.

Priorities

1. Assessment of current OCP role

Ongoing evaluation

- The OCP should design an ongoing evaluation framework and provide incentives to communities to collect and enter specific data on their crime prevention projects. These data should then be analysed and used to build more evidence about what works in community settings in relation to crime prevention strategies.

Further funding for plan implementation

- The OCP should identify and promote funding opportunities that exist within other government program areas that could potentially be applied to crime prevention projects at both state and national levels.
- The OCP should investigate other funding opportunities that may be available. This could include opportunities for local communities to form partnerships with large corporations that may benefit from community cohesion in areas in which they are currently operating. Some of these large corporations may also have philanthropic funds available for community-based projects in the not-for-profit sector.

Promoting partnerships with state-based agencies

- The OCP and Western Australian Community Safety and Crime Prevention Council specifically put on their working agenda a strategic plan to consult with state-based agencies at the state head office level to advocate that local representatives of state-based agencies enhance the capacity of local workers to implement their CSCP plans. This goal falls within the scope of their brief to develop and support collaborative and coordinated approaches to community safety and crime prevention.

-
- This could be facilitated if local area offices of state-based agencies, such as the police, are given crime prevention activity as a priority within directions set for regional offices by the head office of the agency. For example, Western Australian police local area commands should set participating in local crime prevention initiatives as a higher priority so that local officers could prioritise this work above or at least alongside other policing strategies.

2. Knowledge-sharing with key agencies nationally and internationally

- Good practice and knowledge-sharing in crime prevention and creation of networks with key agencies nationally and internationally should be encouraged. The AIC could assist the OCP in this task by facilitating relationships with relevant agencies. This is directly related to Recommendation 5.

3. Improved program monitoring of the OCP role

- The OCP should further build on the work conducted to date on the application of the Open Axis questionnaire to enhance project documentation and collect this in a centralised database. This database can then be utilised to compile ongoing reports on the success of this program and the data used in future evaluations of this program.
- There is a need to create incentives for the LGAs to give the OCP the required data for program management.

4. Enhancing the OCP's capacity to respond to the needs of planners

- To redress some of the deficits in community capacity identified by this work and further build capacity in local areas in relation to crime prevention planning and implementation, the Community Engagement Team will require additional staff.
- Additional staff should be recruited to build capacity within the Community Engagement Team to ensure some of these staff has specialist skills in project management and evaluation to assist in building capacity in local communities.

5. Building capacity in communities around the key gaps in plan implementation

Promoting good practice

- The OCP should actively provide guidance to local communities about good practice in addressing a range of crime prevention issues. The AIC could assist the OCP in this task by facilitating access to and delivery of relevant evidence-based materials and good practice guidance.
- The OCP should promote plain English resources that have been developed for communities by other crime prevention programs at state, territory and national levels. Versions of this material should also be made available in other relevant community languages.

Attracting and retaining staff

- Strategies implemented by Western Australia to provide incentives to experienced staff to work in rural and remote areas for a period of time should be applied to crime prevention workers with experience in project management and evaluation.
- Locum staff with specific skills should be encouraged to work in regional and remote areas for periods of time, and these staff should be encouraged to provide on-the-job training for other people in these local areas to build the capacity of longer-term residents to undertake crime prevention work.

Promoting training opportunities

- The OCP should identify and advertise a range of training opportunities in project management and evaluation that are already available in Western Australia and provide details of these to local communities.
- The OCP should provide small stipends to encourage rural and remote workers to attend such training.

Social marketing and advocacy

The OCP should provide guidance through their Community Engagement Team about simple marketing practices that could assist communities to better publicise their crime prevention plans and activities in their local area.

Steps towards actions

The priorities outlined above should be addressed in the actions outlined below. These are presented as a flowchart of action in Figure 2.

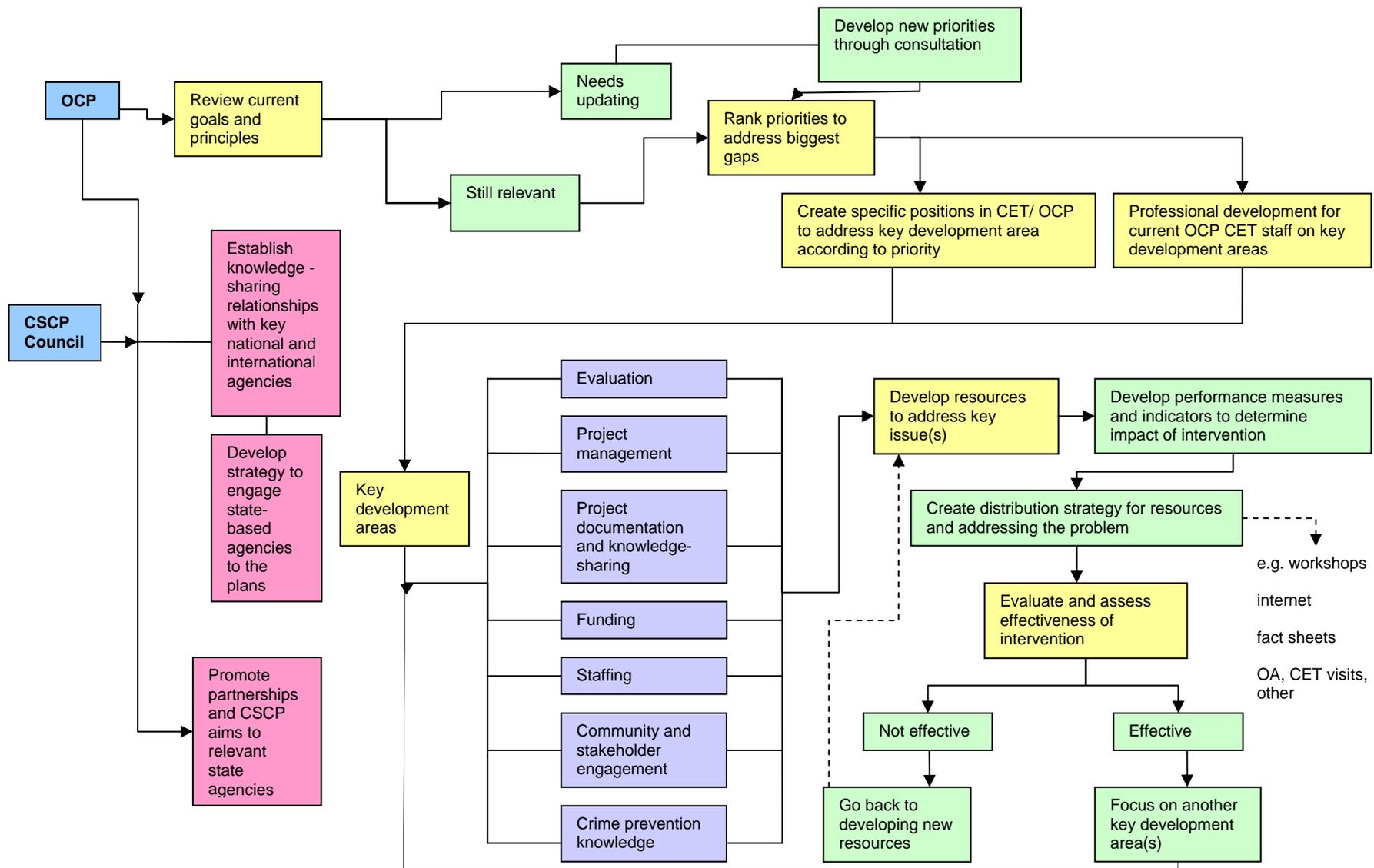


Figure 2: Actions in developing CSCP partnerships

Action 1: reviewing current goals and principles

The OCP may benefit from reassessing the current goals and principles of the partnership process. As the report demonstrates, the plans have been challenging but are considered successful by the respondents. The assessment of the plans against the goals and principles of the plans with the evaluation findings in the preceding discussion section has also shown that they show promise in delivering results according to these goals and principles. However, it also showed how some areas are weaker in their implementation than others are (see Action 2). The OCP may wish to review the strength of each goal and/or principle to determine the relative importance of each one, and whether resources may need to be allocated to address the areas of greatest weakness in the partnership. The OCP may decide to add or remove priority areas based on need, and this should be contemplated prior to any other changes occurring in delivering the partnership process.

Action 2: creating specific positions in the OCP to address the key development areas

As the evaluation has shown, the partnership planning process could be enhanced. This process could benefit from improving community capacity by targeted assistance. The following key development areas indicate particular professional development opportunities that communities could benefit from:

- evaluation
- project management
- project documentation and knowledge-sharing
- funding advice and support
- dealing with staffing issues
- community and stakeholder engagement
- building up crime prevention knowledge.

One of the most common requests from communities as a way to address lack of capacity is to have a full-time crime prevention officer, or at least a regional crime prevention officer. The regional officer may be a more realistic option in terms of the OCP's capacity and resources. The Department of Communities in Queensland currently implements this type of approach for community crime prevention. Eight regional locations have a Regional Crime Prevention Resource Officer. This officer facilitates the establishment of Building Safer Communities Action Teams (BSCATs). BSCATs develop, implement and evaluate local action plans designed to solve local crime and community safety issues. Membership of BSCATs includes local councils, local police, other government departments, business and the community (Department of Communities n.d). More information about this is available on the Queensland Department of Communities website (formally found at <http://www.communities.qld.gov.au/community/crimeprevention/projects/strategy/>). There would be a large cost in implementing such a scheme at a local level. Another option is that improved services on these issues could be provided directly from the OCP in Perth on a satellite basis.

This support could be provided in two ways, with both options being complementary. The first option is to build up the capacity of the current OCP staff in the key development areas mentioned above. As there are a lot of areas to address, development in these should be shaped by the priority areas determined by the OCP as outlined in Priority 1. The second option to complement the first would be to recruit additional staff within the Community

Engagement Team with specific skills in the high need areas, particularly around evaluation and project management. The OCP could then be used as a one-stop shop for LGAs to contact when they need assistance in these areas. The skills of these employees could then be shared across the state and not just restricted to a region in Western Australia. This approach has been adopted by the New South Wales Crime Prevention Division (situated in the NSW Attorney-General's Department) for assisting with their local crime prevention plans (for more information see http://www.lawlink.nsw.gov.au/lawlink/cpd/ll_cpd.nsf/pages/CPD_index).

Action 3: promoting engagement in partnerships by state-based organisations

A major hurdle reported by LGA committee members is obtaining the required support from state-based agencies and organisations to commit to actions at a local level. The CSCPC in conjunction with the OCP could take a lead role in promoting the plans to key agencies, and gaining support at the state level. The CSCPC and OCP could consult with the LGAs to nominate the agencies proving to be the most difficult to engage, and then develop a strategy to engage these agencies. This could be done immediately, but if only specific agencies are to be targeted, it might be worthwhile to review the current goals and principles to assist in figuring out the key agencies to target (see Action 1).

The CSCPC and OCP could consult with state-based agencies at the state head office level to advocate that local representatives of state-based agencies enhance the capacity of local workers to implement their CSCP plans. This could be facilitated if local area offices of the state-based agencies, such as the police, are given crime prevention activity as a priority within directions set for regional offices by the head office of the agency. For example, Western Australian police local area commands could set participating in local crime prevention initiatives as a higher priority so that local officers could prioritise this work above or at least alongside other policing strategies.

Action 4: establishing knowledge-sharing relationships with key agencies nationally and internationally

This action could be started concurrently with the previous actions. Both the OCP and the CSCPC could start or continue liaising with key agencies, facilitated in part by the AIC.

Action 5: prioritise the key development areas

This evaluation revealed the need to improve community capacity in various areas, and the needs were grouped in Action 2 as falling into seven areas for improving capacity. These key development areas are:

- evaluation
- project management
- project documentation and knowledge sharing
- funding advice and support
- dealing with staffing issues
- community and stakeholder engagement
- building up crime prevention knowledge.

The OCP should focus resources on the key development area(s) that it deems a priority, so gaps in partnership and plan delivery can be addressed. Suggestions on how to address

these issues are outlined in the priorities section previously. Not all areas need to be targeted at the same time, but the review of priorities as suggested in Priority 1 may help the OCP direct often limited resources to the key areas targeted. This should be based on the key goals and principles, and on what the OCP regards as the area(s) in most need of further development.

Action 6: develop resources to address the key development areas

The OCP should develop resources to address the key development areas selected as the highest priority. These can be based on the findings and suggestions mentioned in Priority 4. These resources and strategies could have proper performance measures and indicators developed by the OCP so it can eventually determine whether the resources actually assist the LGAs, or whether new strategies are required. The resources need to be delivered in a format suitable for what is being conveyed (e.g. workshops, internet resources, fact sheets, CET visits). If the information is being effective in addressing the key development areas, then it should continue and perhaps focus could then be shifted to another key development area(s). Otherwise, new methods will need to be employed to tackle the problem.

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All URLs were correct at 13 March 2008

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Glossary

AIC	Australian Institute of Criminology
CSCP	Community Safety and Crime Prevention
CSCPC	Community Safety and Crime Prevention Council
LGA	Local government area
OA	Open Axis
OCP	Government of Western Australia Office of Crime Prevention
Plans	Used as a shorter version of Community Safety and Crime Prevention Plan
SCSCPS	State Community Safety and Crime Prevention Strategy