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Evaluation of the Victorian Community Crime Prevention Program: Final report

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Acknowledgements

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Acronyms

AIC	Australian Institute of Criminology
ATSI	Aboriginal and/or Torres Strait Islander
CALD	culturally and/or linguistically diverse
CCPP	Community Crime Prevention Program
CCPU	Community Crime Prevention Unit
CRP	Crime Reduction Programme
CSF	Community Safety Fund
DOJ	Department of Justice
GNV	Grants Network Victoria
GGP	Graffiti Grants Program
GPRS	Graffiti Prevention and Removal Strategy
GRP	Graffiti Removal Program
HREC	Human Research Ethics Committee
ICPC	International Centre for the Prevention of Crime
LGA	Local Government Area
POCA	*Proceeds of Crime Act 2002* funding program
PSIF	Public Safety Infrastructure Fund
NCCPP	National Community Crime Prevention Program
RCPRGs	Regional Crime Prevention Reference Groups
RVAWC	Reducing Violence Against Women and their Children

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Executive summary

The Community Crime Prevention Program (CCPP), established by the Victorian Government, aims to enhance communities' capacity to deliver local solutions to crime. It is part of a broader suite of initiatives to reduce the impact of criminal behaviour on Victorians.

The Community Crime Prevention Unit (CCPU) is a business unit within the Department of Justice (DOJ) to administer the CCPP.

The mainstay of the CCPP is a competitive grants program available to a wide variety of community organisations and local government authorities. Bodies that comply with the qualifying criteria are able to apply for funding in the allocated funding rounds.

DOJ commissioned the Australian Institute of Criminology (AIC) to conduct an evaluation of the Victorian CCPP. In order to assess the strategic appropriateness and efficacy of the CCPP the AIC, in consultation with the CCPU and the Regional Directors forum that operates across the DOJ, developed a program logic model and evaluation framework. This informed the development of a comprehensive methodology combining qualitative and quantitative research methods. This included:

• consultation with key stakeholders;

• online survey of local government and community organisations;

• review of CCPP-sponsored interventions; and

• analysis of administrative data and program documentation relating to the operation of the CCPP.

The project was undertaken between February and September 2014.

Key findings from the evaluation

This evaluation concludes that the CCPU has demonstrated efficiency and economy in the delivery of the CCPP. Furthermore, the evaluation clearly demonstrates that the CCPP is a highly valued contribution to the Victorian community crime prevention and community safety field. There was strong support for the continuation and expansion of the CCPP and it is clear that if ongoing funding was provided, the CCPU would be able to further improve the efficiencies for the delivery of the program by building on the experience and improvements in the value of the crime prevention benefits already being demonstrated through the Community Safety Fund (CSF), Graffiti Grants Program (GGP) and Public Safety Infrastructure Fund (PSIF) funding streams and those that can be seen to have significant potential, such as the Reducing Violence Against Women and their Children (RVAWC) stream. It is also apparent that there have been clear and continuing internal administrative efficiency improvements that have occurred throughout the life of the CCPU and these reflect a close adherence to international good practice in the administration of a publicly funded grants program, as outlined by the Australian National Audit Office guidelines (ANAO 2013). All of these conclusions are systematically evidenced at relevant points throughout this report.

Moreover, it is also clear that in the eyes of those consulted in this evaluation, the CCPP has come to represent an important resource for community crime prevention in Victoria and its termination would represent a significant loss to the ability of the local communities across Victoria to support their crime prevention activity. Furthermore, the evaluation demonstrated that the CCPP is in fact generating a greater level of engagement and crime prevention activity in the wider community such that, given time, it is likely to generate improved community safety outcomes.

This report presents findings in relation to the three main objectives of the program. These include:

• build knowledge of local and other communities about effective ways to reduce crime;

• provide resources that enable communities to implement local solutions to crime; and

• build relationships between community organisations and community members to strengthen local crime prevention responses.

The key strengths and challenges of the CCPP identified in this evaluation are summarised below and detailed within the body of the report.

Strengths

Resource provision

• When compared with other similar grants programs, the CCPP has a favourable funding ratio, whereby 48 percent of all applications received were funded across the CSF, GGP and PSIF programs. This suggests the CCPP provides considerable resources to meet a large proportion of the demand for crime prevention funding in Victoria. However, the quality of the unfunded but otherwise potentially eligible applications suggests that there could be demand for other funding beyond the scope of the current grants programs.

• A continuous improvement was observed in the time taken for successful grant applicants to be notified and receive an initial funding payment to commence the agreed activities. This is indicative of an increase in overall efficiency of the CCPU. The efficiency of the CCPU was reiterated by stakeholders who overwhelmingly highlighted the ease and accessibility of the application process. In this respect, the administration of the CCPP was seen as superior to other similar programs.

• In addition to the satisfaction of grant recipients with the application process, partners of the program described the assessment of grant applications as fair and equitable. It is clear that the CCPU prioritised evidence of need and best practice in their assessment of applications and this in turn resulted in a large proportion of projects being funded that were evidence based.

• The CCPP extended widely across Victoria, reaching into regional and rural communities, and funding projects targeting young people, culturally and/or linguistically diverse (CALD) and/or Aboriginal and/or Torres Strait Islander (ATSI) populations. This means that the CCPP is reaching into a great number of communities where there is a perceived and demonstrated crime prevention need.

• Funding provided through the CCPP increased the momentum for further crime prevention activities in local areas across Victoria. Further, the CCPP was attributed to an increase in the quality of initiatives being delivered, as there were adequate resources to facilitate the engagement of key experts and partners to assist with project delivery.

• Funding through the CCPP leveraged co-investment from other sectors and facilitated the development of formal partnerships to work together to deliver crime prevention activities.

Capacity building

- The CCPU requires that funding recipients across each of the streams submit evaluation and acquittal reports upon project completion. There is a high level of compliance with this requirement across all funding streams and rounds. One of the reasons for this is that the requirements and expectations placed upon grant recipients are proportionate to the size of funding provided and the nature of the grants. What this means in practice is that where a funded activity has a strong evidence base for producing specific crime prevention benefits (eg target hardening) then the requirement for a detailed evaluation is reduced. However, for more programmatic responses, for example, initiatives designed to engage young people, there is a requirement for more detailed evaluation.

- The evaluation requirements imposed by the CCPU are useful as they impose a minimum standard and encourage funding recipients to incorporate outcomes measures into their project design. Recipients of the various grant programs generally perceive the requirements as realistic.

- Stakeholders overwhelmingly reported that the CCPU provided adequate support for evaluation and acquittal processes. However, of those project evaluations analysed for the purpose of the evaluation, the majority relied on anecdotal evidence to highlight key outcomes. This is not a criticism of the CCPU or the CCPP more generally, but an indication of the generally poor quality of evaluation work undertaken in the community safety field in Australia. It is also indicative of the need for better access to sufficiently local and robust crime data that can be used to underpin the evaluation of community crime prevention projects.

- The use of the community crime prevention website has grown since its establishment by the CCPU in 2012. It is clear that the website is being used by grant recipients to inform the application process. While there is some evidence that the website is also being used as a resource to inform project delivery and implementation, there is an opportunity to further develop this resource to better inform processes beyond the application phase.

- The CCPU has also been successful in sharing information and promoting their activities through a variety of forums including workshops, presentations and ministerial events in spite of its resource limitations in this area. For this reason, awareness and knowledge of the CCPP and its activities is widespread.

Partnership working

- It is clear that the CCPU placed an appropriate emphasis on partnership working in grant-funded initiatives assessment process and as a result projects that engaged multiple stakeholders were likely to be awarded greater resources.

- The credibility of the CCPU and the DOJ more broadly was used as leverage to broker relationships between grant recipients and project partners. The presence of the state government in locally based activities seemed to send a clear message to stakeholders that these initiatives were addressing priority concerns, worthy of being addressed.

Challenges

- While the majority of stakeholders highlighted the benefits of the application process, a small number of regional grant recipients experienced difficulties accessing the online application system due to insufficient internet access in their area.

- While it is clear that the CCPU's efforts to improve knowledge of crime prevention good practice was leading to improvement among those organisations involved in the delivery of local crime prevention, it is not possible to make definitive statements about whether there has been a similar improvement at a community level as these groups were not directly assessed in this evaluation project. However, given the incremental nature of community-based crime prevention, it is likely that some improvements are occurring.

- The requirement to formally engage with partners to inform the application for funding, presented some logistical challenges for those involved. For example, quotes for project activities could be outdated once implementation began.
- While the CCPP has enabled the opportunity for funded organisations to engage with stakeholders to assist with project delivery, the competitive nature of many of the grants programs means that the opportunity for lateral partnership strengthening was circumscribed to some extent. That is, grant recipients were less likely to cooperate with potential funding competitors than they were with those involved in actually delivering the project itself.

Ways forward

- There is an opportunity to expand an ongoing program of professional education and practical skills training in crime prevention good practice, although this would require an adequate increase in the CCPP's resources and approval for an increased program scope.
- There should be increased efforts to encourage vertical partnership working, in additional to horizontal; for example, through Community of Practice workshops and/or grant forums, across all funding streams and rounds.
- While the CCPU now has a comprehensive government-wide strategic framework within which the community grants program can be embedded, it will need to continue to develop and manage effective linkages and strategies to reflect the requirements that come with the implementation of a wider implementation program. This will require a strengthening of its central policy and program management capacity while ensuring that the highly flexible and responsive qualities of the original program that are so widely admired by its stakeholders are maintained.

Introduction

The Community Crime Prevention Unit (CCPU) in the Victorian Department of Justice (DOJ) commissioned the Australian Institute of Criminology (AIC) to conduct an evaluation of the Victorian Community Crime Prevention Program (CCPP). The CCPP was funded with the aim of enhancing communities' capacity to deliver local solutions to crime and forms part of the overall suite of initiatives delivered by the state government to reduce the impact of criminal behaviour on Victorians.

Community Crime Prevention Program

The CCPP commenced as an outcome of a 2010 Victorian election commitment to provide funding for crime prevention, including security locks, lighting and CCTV systems. Following the Victorian state election in November 2010, the inaugural Minister for Crime Prevention was appointed by the state government. Funding for the CCPP over four years to 2014–15 was subsequently provided in the 2011–12 state budget. The Graffiti Prevention and Removal Strategy (GPRS), which has operated since 2005, was integrated into the new Crime Prevention portfolio. The CCPP components include:

• Community Safety Fund (CSF) grants program;

• Graffiti Grants Program (GGP);

• Public Safety Infrastructure Fund (PSIF) grants program;

• Reducing Violence Against Women and their Children (RVAWC) grants program;

• Community Correctional Services Graffiti Removal Program (GRP);

• Neighbourhood Watch Reinvigoration (NWR) program; and

• CCPP Communications Program.

The objectives of the CCPP and the various activities that are delivered as part of the program are summarised in Table 1.

The GPRS, which now forms part of the CCPP, has strategic importance in its own right because of its existence prior to 2011–12. The objective of the GPRS, which comprises the Community Correctional Services GRP and GGP, is to:

• reduce the amount of graffiti in high-incidence areas;

• improve the visual amenity of communities;

• improve public perceptions of safety; and

• enable offenders to make reparation to the community for their crimes.

Table 1 Objectives of the Community Crime Prevention Program	
Objective	**Activity**
1. Build knowledge of local and other communities about effective ways to reduce crime.	1.1 Review the efficacy of CCPP-sponsored interventions
	1.2 Establish and maintain a graffiti and community crime prevention website
	1.3 Communicate written and verbal crime prevention and graffiti information to communities
2. Provide resources that enable communities to implement local solutions to crime.	2.1 Fund local governments and community groups to implement small-scale community safety initiatives
	2.2 Fund local governments to implement public safety infrastructure initiatives
	2.3 Fund community organisations to implement initiatives that decrease violence against women and children
	2.4 Fund local government and community group partnerships to implement activities to prevent and remove graffiti
3. Build relationships between community organisations and community members to strengthen local crime prevention responses.	***Strategy 1: Strengthen relationships between organisations interested in delivery local crime prevention activities***
	3.1.1 Support DOJ-led Regional Crime Prevention Reference Groups (RCPRGs)
	3.1.2 Reinvigorate Neighbourhood Watch
	3.1.3 Strengthen community crime prevention networks by encouraging partnership approaches
	Strategy 2: Strengthen relationships between community members to make them more likely to contribute to local crime prevention activities.
	3.2.1 Deliver grants programs that strengthen relationships between community members
	3.2.2 Deliver infrastructure projects that increase perceptions that local community meeting places are safe
	3.2.3 Deliver the graffiti-related projects to increase perceptions that local community meeting places are safe

The mainstay of the CCPP comprises several competitive grants programs available to a wide variety of community organisations and local government authorities. Bodies that comply with the relevant grant program qualifying criteria are able to apply for funding during allocated funding rounds.

Funding is available under four streams: Community Safety Fund (CSF) grants program—up to $10,000 per project, Graffiti Grants Program (GGP)—up to $25,000 per project, Public Safety Infrastructure Fund (PSIF) grants program—up to $250,000 per project and the Reducing Violence Against Women in our Community (RVAWC) grants program—up to $600,000 per project delivered over three years, although this latter category was a one-off.

To date, there have been three completed rounds of funding[1] for the CSF, GGP and PSIF grants programs. There was a one-off round for the RVAWC grants program, which includes the Koori Community Safety grants program funding projects targeting Indigenous communities. Applications for a fourth round of the CSF and GGP grants programs had recently closed at the time of writing this report.

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[1] 'Completed' refers to funding applications received, funding amount delivered and projects executed. It does not necessarily mean all evaluation /acquittal documents have been submitted. This is distinct from those applications that have only just been 'closed'; that is, applications submitted but no decisions made (at time of writing report) in relation to funding.

The CCPP in the context of international good practice models

Before proceeding to focus on the effectiveness of the CCPP in terms of its specific goals and objectives, it is important to locate the CCPP within the wider context of community crime prevention programs both in Australia and abroad.

During 2014, the Victorian Government published its Community Crime Prevention Framework (DOJ 2014). The Framework outlines how the government will collaborate with and support councils and community-based organisations to deliver local crime prevention initiatives. It focuses on engaging the community in effective crime prevention action. The Framework provides a brief overview of crime prevention theory and current activities. It sets out the Victorian Government's objective, guiding principles, strategic priorities and key actions for building the capacity of local communities to prevent crime. This Framework is a comprehensive strategic statement that reflects international good practice for crime prevention and community safety. However, while this Framework is extremely important and as is noted below, a critical element for the effective operation of a wider crime prevention and community safety program, it was not the specific focus of the current evaluation. Rather, this evaluation focused on the operation of the specific grants and funding schemes that are embedded in the Framework.

The point of this observation about the nature of the Victorian CCPP is that in evaluating it and comparing it to local and international good practice community crime prevention programs, it is essential to ensure that like is compared with like. This means that in identifying any successes or failures for the program it is being fairly assessed in terms of specific criteria that are relevant and not being compared with another program with different characteristics, objectives, resources and expectations.

For the purposes of this evaluation, the AIC has identified that the programs that are most similar to the Victorian CCPP are two former programs of the Commonwealth Government—the National Community Crime Prevention Program (NCCPP) and the *Proceeds of Crime Act (POCA) 2002* Funding Program (Homel et al. 2007; Willis & Fuller 2012). Each of these programs were community safety grants schemes, which operated without wider strategic agenda to promote crime prevention policy work.

However, this does not mean that it is not possible to look at the work of the Victorian CCPP in terms of what is known about international good practice for community crime prevention. The International Centre for the Prevention of Crime (ICPC) undertook a review of international good practice for crime prevention in 2008 and identified three key characteristics seen as essential for achieving safe and sustainable communities. These are:

1. The use of a comprehensive approach [to community safety] based on a detailed analysis of factors influencing crime and victimisation, including social, economic, environmental and institutional factors;
2. The engagement of key stakeholders at the local level; and
3. The importance of clear and consistent leadership (ICPC 2008: 211).

These characteristics are also central to the 2002 UN Guidelines for the Prevention of Crime, which outlined eight principles on which crime prevention action should be based. The principles are:

• *Government leadership*—at all levels to create and maintain an institutional framework for effective crime prevention.

• *Socioeconomic development and inclusion*—integration of crime prevention into relevant social and economic policies, focus on integration of at risk communities, children, families and youth.

- *Cooperation and partnerships*—between government organisations, civil society, business sector.
- *Sustainability and accountability*—adequate funding to establish and sustain programs and evaluation, and clear accountability for funding.
- *Use of a knowledge base*—using evidence of proven practices as the basis for policies and programs.
- *Human rights/rule of law/culture of lawfulness*—respect for human rights and promotion of a culture of lawfulness.
- *Interdependency*—take account of links between local crime problems and international organised crime.
- *Differentiation*—respecting different needs of men and women and vulnerable members of society (ECOSOC 2002).

Obviously, principles such as those outlined in the UN Guidelines for the Prevention of Crime are necessarily pitched at a very high level of generalisability in order to encourage their application to a variety or disparate settings and problems. Clearly many are reflected in the objectives for the CCPP, as outlined in Table 1 above. However, what really matters is how these have been implemented through the CCPP and particularly whether the CCPU has put adequate and appropriate governance arrangements in place to promote and sustain the key objective of building relationships between community organisations and community members to strengthen local crime prevention responses. One of the CCPU's major mechanisms for doing this has been through the development of partnership arrangements.

Table 2 Five principles of good governance for effective partnerships

Governance principle	Conditions for success
1. Legitimacy and Voice Those in positions of power are perceived to have acquired their power legitimately and there is an appropriate voice accorded to those whose interests are affected by decisions	Everyone who needs to be, is at the table There are forums for bringing the partners together The forums are managed so that the various voices are listened to and the dialogue is genuine and respectful There is a consensus orientation among all those at the table
2. Direction/Strategic Vision The exercise of power results in a sense of overall direction that serves as a guide to action	All parties share a joint and clearly articulated vision of their goal Each party to the partnership sees how their organisation can contribute to the vision Roles and responsibilities are clearly defined The parties have adequately adjusted to any changes to the vision that have occurred over time
3. Performance Institutions and processes are responsive to the interests of participants, citizens or stakeholders	There is a clear idea among participants as to what constitutes success Performance is monitored and reported The framework for performance measurement and reporting is developed jointly There are sufficient resources to build and maintain the partnership The different contexts in which the parties work are understood and accepted
4. Accountability There is accountability between those in positions of power and those whose interests they serve, and transparency and openness in the conduct of the work	The accountabilities of all of the parties are clear There are open, transparent and accountable relationship between the parties The accountability relationships of the parties to their respective organisations is recognised and respected The effectiveness of the partnership is reported publicly
5. Fairness There is conformity with the rule of law and the principle of equity	All parties believe they receive sufficient value from the partnership The clients of the parties, and the public, benefit from the partnership The laws that govern each party are recognised and respected

Source: Adapted from Edgar, Marshall & Bassett 2006

Partnerships represent a sustained commitment to cooperative action to achieve a common objective. The exact nature of what a 'sustained commitment' represents in a partnership will

vary depending upon the complexity of issues, the players involved, the political and cultural backdrop, the resources available and so on. Bearing this in mind, there are five core principles that have been identified as being central to creating good governance arrangements to help foster successful partnerships, particularly those between civil society and government (Edgar, Marshall & Bassett 2006). These are identified in Table 2.

Effective partnership operation requires the exercise of power in the form of legitimate authority and the application of knowledge and resources to achieve goals that are often contested. Achieving good governance is about how well power is exercised, but it is important to recognise that power in society is distributed in complex ways that can give rise to unintended consequences (Homel & Homel 2012).

These principles for effective partnership operations are closely related to the set of good practice principles that are outlined in the Australian National Audit Office's guidelines for implementing better practice for grants administration (ANAO 2013). The ANAO outline seven key principles for effective and efficient grants administration. These are:

1. *Robust planning and design* which underpins efficient, effective, economical and ethical grants administration, including through the establishment of effective risk management processes.

2. *Collaboration and partnership* in which effective consultation and a constructive and cooperative relationship between the administering agency, grant recipients and other relevant stakeholders contribute to achieving more efficient, effective and equitable grants administration.

3. *Proportionality* in which key program design features and related administrative processes are commensurate with the scale, nature, complexity and risks involved in the granting activity.

4. *An outcomes orientation* in which grants administration focuses on maximising the benefit achieved when addressing one or more government policy objectives through grant funding.

5. *Achieving value with public money* which should be a prime consideration in all aspects of grant administration and involves the careful consideration of costs, benefits, options and risks.

6. *Governance and accountability* in which a robust governance framework is established that clearly defines—the roles and responsibilities of all relevant parties; establishes the policies, procedures and guidelines necessary for defensible grant recipient selection and administration processes that comply with all relevant legal and policy requirements; and supports public accountability for decision-making, grant administration and performance monitoring.

7. *Probity and transparency* in which program administration reflects ethical behaviour, in line with public sector values and duties; incorporates appropriate internal and fraud control measures; ensures that decisions relating to granting activities are impartial, appropriately documented and publicly defensible; and complies with public reporting requirements. (ANAO 2013: 4)

It is these principles and concepts that have been used to guide the assessment process for the evaluation of the CCPP and are used to interpret the findings reported here.

Structure of this report

This report presents findings from qualitative and quantitative research into the implementation and effectiveness of the CCPP. The report assesses the CCPP's progress towards its stated

objectives, namely the provision of resources, capacity building and partnership working. The overall impact of the CCPP in light of these findings is presented in an overarching section.

While this report incorporates findings that relate to the GGP, this report should be read alongside a supplementary report that presents specific findings and detailed discussion around the GPRS including both its components, namely the GGP and GRP (see *Evaluation of the Victorian Graffiti Prevention and Removal Strategy final report*).

Evaluation methodology

Evaluation aims and framework

The evaluation of the CCPP is intended to inform future Victorian Government decisions regarding the direction of and possible investment in crime prevention at a state level. The overall evaluation has addressed three main objectives. These are to assess:

- the extent to which the CCPP has achieved its objectives and contributed to the main aim of increasing communities' capacity to deliver local solutions to crime;
- the extent to which the underlying logic of the program is appropriate to contribute to the overall goal to reduce the impact of criminal behaviour in Victoria; and
- the process efficacy by which the CCPU implements the CCPP.

There are two distinct (but overlapping) components to the evaluation. The first component examines the strategic appropriateness and the efficacy of the overall CCPP, with an emphasis on assessing the continued appropriateness of the CCPU's approach to community capacity building. The second component of the evaluation involves an assessment of the efficiency and effectiveness of the GPRS (see *Evaluation of the Victorian Graffiti Prevention and Removal Strategy Final Report).*

Research questions

The evaluation of the CCPP itself, addresses the following key research questions:

- What is the evidence of the CCPP progress towards its stated objectives and expected outcomes, including its impact in terms of:
  - building knowledge among local communities about ways to reduce crime;
  - providing resources to communities for crime prevention; and
  - building relationships between community organisations and community members?
- What outcomes have been delivered through the provision of funding for local communities?
- To what extent has the CCPP been successful in encouraging and developing good practice in community crime prevention?
- To what extent is the CCPP's aim of and current approach to building community crime prevention-related capacity an appropriate method to reduce the harmful impact of crime in Victoria?
- To what extent is the CCPP consistent with Victorian Government priorities?
- What is the evidence of the continued need for the program at this time and role for government in delivering this program?
- To what extent does the program address a community need, particularly in terms of addressing current and emerging local crime problems?

- Has the CCPP been delivered within its scope, budget and within the expected timeframe?

- Has the CCPP been developed and implemented in a way that has ensured its maximum possible appropriateness, efficiency (and economy) and effectiveness (within the limits of available resources and capacities)?

- To what extent have the different models of service delivery funded by the program produced different outcomes, and have certain types of initiatives been more effective than others?

- What are the key characteristics of those CCPP-sponsored community crime prevention interventions that show some evidence of effectiveness?

- What general lessons can be drawn from the experience of funded projects?

- What approaches to crime prevention and what models of delivery should be implemented as part of the CCPP to effectively target current and emerging crime problems and to meet the needs of local communities?

- What other mechanisms may be required to effectively and efficiently support local crime prevention efforts and what implications does this have for the future directions of the program?

Evaluation methodology

Early in the evaluation, the AIC consulted in detail with CCPU staff and a steering committee set up specifically to oversight the evaluation to seek their input on the evaluation methodology. In line with their feedback, the AIC developed four methodologies to inform the evaluation process. This included:

- consultation with key stakeholders, including the Regional Directors' forum;

- online survey of local government and community organisations;

- review of CCPP-sponsored interventions; and

- analysis of administrative data and program documentation relating to the CCPU's implementation of the CCPP.

This research obtained ethical clearance through the AIC's Human Research Ethics Committee (HREC).

Consultation with key stakeholders

A statewide consultation process was undertaken via interviews with a range of key stakeholders. These interviews were conducted both in person and via telephone. In order to maintain a consistent approach to these interviews, a structured set of questions was developed in consultation with the CCPU. A broad range of issues were addressed in the interviews including:

- general awareness of the CCPP and views regarding its operation;

- perceptions of the overall impact of the CCPP and its efficacy in achieving its strategic objectives;

- perceptions as to whether the CCPP is appropriately targeted, both in terms of the communities receiving support and the crime and safety problems being addressed;

- relevance of the program's priority areas, including the focus on community capacity building and its appropriateness as a method to reduce the harmful impact of crime in Victoria;

- factors that contribute to the overall success of the program and lessons for future community crime prevention in Victoria (and other states and territories);

- consistency with other government programs in Victoria; and

• views as to how the program might be improved and possible future directions for the management of community crime prevention in Victoria.

The stakeholders to be interviewed were identified and then formally invited to participate by the CCPU. The AIC then proceeded to contact each of the stakeholders to schedule consultations. A total of 26 interviews or focus groups were undertaken with 46 representatives, including grant recipients, state and local government employees, project partners and non-government organisations. A full list of organisations consulted is attached in *Appendix A*. Only one of the organisations invited was unable to participate in an interview.

Online survey of local government and community groups

The AIC developed an online survey that was distributed to all local government authorities in Victoria. The questions were informed by a previous survey undertaken by the AIC on behalf of the Victorian Parliamentary Drugs and Crime Prevention Committee in 2011. The survey was designed to assess the change in crime prevention activity in Victoria since the 2011 survey was administered and indeed since the CCPP was launched. The survey also included additional questions about the administration and operation of the CCPP and GPRS specifically. These questions related to the awareness of the program, perceptions of appropriateness and effectiveness of the objectives of the program and outcomes attributable to the program. A copy of the survey is produced in *Appendix B*. The AIC formally invited the Chief Executive Officers of each local government to complete the survey and this was followed up through email reminders. A total of 34 local governments completed the survey, representing a 43 percent response rate.

The AIC also developed an online survey that was administered to all community organisations that received funding through the CSF grants program. This survey sought feedback on the design and management of the CSF grants program. A copy of the survey is attached at *Appendix C.* The AIC formally invited representatives from the each of the community organisations funded through the CSF to participate in the survey and as with the local government survey this was followed by email reminders. A total of 81 community organisations responded to the survey, representing a 19 percent response rate.

Review of CCPP-sponsored interventions

A detailed review of 102 from a total 536 CCPP-sponsored interventions across each of the funding streams was undertaken by the AIC (19% sample). Table 3 shows the number and proportion of projects analysed in each of the funding streams. No projects funded in round three of the PSIF grants program were analysed as this round was still in operation at the time that the analysis was undertaken. A decision was taken to exclude this group, as limited documentation was available.

Table 3 Sampling of CCPP-sponsored interventions for analysis, by funding stream[a]		
	n	**%**
Community Safety Fund grants program	52	12
Graffiti Grants Program	18	33
Public Safety Infrastructure Fund grants program	20	43
Reducing Violence Against Women and their Children grants program	12	100
Total	102	-

a: Excludes projects funded in Round 3 of the PSIF grants program

Using a refinement of the methodology first developed for the AIC's review of the NCCPP in 2007 and its evaluation of the POCA 2002 funding program in 2012, a comprehensive classification scheme was developed and sampled projects were coded according to key aspects of the interventions such as:

- organisational details;
- length of funding and project timeline;
- financial details, including contributions from other sources;
- project location;
- target of intervention;
- intervention type;
- evidence of need;
- consistency with good practice;
- key stakeholders;
- project objectives;
- evaluation methodology; and
- project outcomes.

The information was sourced from original grant applications, funding agreements, progress reports (where applicable) and final acquittal and/or evaluation reports. In order to ensure consistency in the coding of project information, a comprehensive codebook was developed.

The only exception to the extraction of this information was for projects analysed from the CSF grants program. Given the limited nature of funding available through the CSF grants program, the CCPU required that these grant recipients complete largely qualitative acquittal reports, highlighting financial and project milestones and limited outcome information. Due to the potential biases when aggregating findings from the analysis of CSF projects with other projects requiring more rigorous evaluation processes, the AIC only analysed the grant applications for CSF projects. However, a number of outcome measures were collected from CSF grant holders through their participation in the survey process.

The project database proved to be a useful source of information relating to the key characteristics of the CCPP-funded activities. It is important to recognise that the AIC has not attempted to evaluate individual projects. Instead the focus has been on drawing conclusions as to the overall implementation and effectiveness of the CCPP-sponsored interventions, and assessing whether the capacity of communities to deliver local crime prevention responses has improved as a result of the CCPP and what outcomes have been delivered as a result.

Analysis of administrative data and program documentation relating to the operation of the Community Crime Prevention Program

The AIC analysed a range of administrative data and program documentation provided electronically by the CCPU. This included:

- funding guidelines and other documentation relevant to the management and operation of the CCPP and its component parts;
- administrative data relating to the operation and administration of the various funding programs, such as the total number of applications received, the number of projects funded and amount of funding awarded, characteristics of successful and unsuccessful applications, and the number of days between applications being accepted, successful applicants being notified and contracts being signed; and
- Google analytics data relating to the use of the community crime prevention website.

Methodological considerations

There were some considerations that were taken into account when designing the methodology to inform the evaluation. These include:

- The current evaluation is being undertaken while the CCPP and to a lesser extent the GPRS are relatively new programs. Furthermore, there was a relatively short timeframe for the evaluation itself, limiting the time available to collect data for the purpose of measuring the impact of both the CCPP and GPRS. In particular, some of the project evaluations currently underway or planned by successful grant applicants will not become available until after the timeframe of this project. Where possible, this evaluation has drawn upon progress reports and interim evaluation reports to address the research questions but this inevitably limits the ability to draw conclusions about the long-term effectiveness or benefit of the program and specific initiatives as these impacts are likely to only appear when the program is more mature.

- The underlying factors that contribute to the development of criminal behaviour are frequently complex and interrelated. Therefore, measuring outcomes of specific crime prevention initiatives can be challenging, particularly when it is recognised that initiatives being supported by the CCPP and GPRS are only specific components of a larger array of actions being undertaken within a community or the wider society to reduce and prevent crime.

Resource provision

It is well acknowledged that in many circumstances local communities are well placed to take effective action to reduce and prevent many forms of crime (ECOSOC 2002). However, there is also recognition that local communities are frequently inadequately resourced to address these problems (UNODC 2010). The various funding programs delivered as part of the CCPP aim to alleviate this problem, at least in part, by providing resources that enable communities to implement local solutions to crime. The CCPP has aimed to achieve this by funding:

- local government and community groups to implement small-scale community safety initiatives through the Community Safety Fund (CSF) grants program;
- local government and community groups to implement strategies to prevent and remove graffiti through the Graffiti Grants Program (GGP);
- local government to implement public safety and infrastructure initiatives through the Public Safety Infrastructure Fund (PSIF) grants program; and
- community organisations to implement initiatives that decrease violence against women and their children through the Reducing Violence Against Women and their Children (RVAWC) grants program, which includes the Koori Community Safety grants.

Applications for funding

As shown in Table 4, across three rounds for each of the CSF, GGP and PSIF grant programs a total of 1,150 applications were received for a total funding pool of $37.6m. There were fewer applications under all three grant programs in Round two than in Rounds one and three. However, a review of the process and outcomes of the first round of grants was undertaken to identify opportunities for improvement and measures introduced to improve efficiency, and to promote a smaller number of higher quality applications from councils (rather than multiple, lower quality applications from the same council), particularly in PSIF and GGP. Changes were also made to tighten the eligibility criteria for CSF. The decline in numbers was therefore probably due to these intentional strategies.

Seventy-four percent of applications have been for funding under the CSF grants program. Eighteen percent of applications have been for projects under the PSIF grants program and the remaining eight percent have been for funding under the GGP. A total of 551 projects (48% of all applications received) were funded across the three streams, providing a total of $13.5m. This funding ratio compares favourably with other similar grants programs such as the National Community Crime Prevention Program (NCCPP) which provided funding to 17 percent of applications received (Homel et al. 2007).

Despite the decline in application numbers in Round 2, the figures presented in Table 4 demonstrate that overall there has been a sustained interest in the CCPP funded programs. This suggests that there is an ongoing demand for state government funding to support crime prevention activity in Victoria. In fact, it is clear that all of the programs continue to be

oversubscribed, with more suitable applications received than can be funded within the budget envelope.

Table 4 Applications received and approved, by funding stream and round[a,b]	Number of applications received	Total amount of funding requested	Number of applications approved	Total amount of funding allocated	Average funding allocated
Community Safety Fund					
Round 1	355	$2,431,776	155	$998,453	$6,442
Round 2	164	$1,202,198	119	$800,260	$6,725
Round 3	329	$2,357,950	148	$1,005,401	$6,793
Total	*848*	*$5,991,924*	*422*	*$2,804,114*	*$6,644*
Graffiti Grants Program					
Round 1	32	$537,117	17	$299,997	$17,647
Round 2	18	$310,462	18	$300,000	$16,667
Round 3	42	$755,716.65	20	$312,023	$15,601
Total	*92*	*$1,603,296*	*55*	*$912,020*	*$16,582*
Public Safety Infrastructure Fund					
Round 1	105	$14,213,287	24	$2,395,993	$99,833
Round 2	60	$8,678,204	23	$3,144,728	$136,727
Round 3	45	$7,096,520	27	$4,258,093	$157,707
Total	*210*	*$29,988,011*	*74*	*$9,798,814*	*$132,416*
Total (all funding streams)	**1,150**	**$37,583,231**	**551**	**$13,514,948**	**-**

a: Excludes RVAWC grants program due to varying application processes

b: The figures relate only to the competitive grant rounds and don't include direct commitments funded under these programs (eg election commitments)

Source: Administrative data provided by the CCPU

In terms of meeting a large proportion of demand for crime prevention funding in Victoria, the CCPU made a number of intentional changes to the PSIF, which explains the shift in the numbers of applications between Round 1 and Round 2 and 3 for this program. Most notably:

• a cap on the level of funding that a council could apply for ($250,000) was introduced with the aim of improving application quality through ensuring that councils better prioritised applications for funding;

• a minimum co-contribution requirement was introduced;

• councils were allowed to apply for more than one site within the same application.

These three measures help explain the total reduction in the number of applications between Round 1 and following rounds for the PSIF program. This change in practice aimed to improve quality but was also a response to the low proportion of applications funded for PSIF in Round 1 (around 25%) and wasted council effort.

The RVAWC grants program, including the Koori Community Safety grants program which supports projects targeting Indigenous communities, operates quite differently to the other three grants programs. In the single round of the RVAWC grants program, 58 expressions of interest were received for funding. Of these, 20 applicants were invited to submit full project proposals and applications for funding, and a total of 12 projects (21% of all expressions of interest received) across the mainstream and Koori streams were allocated with $6.9m to deliver projects over a three year period.

Success rate for grant applications

A comparative analysis of the number of successful projects funded by the CCPP was undertaken to determine the rate of success for grant applicants across variables including

funding stream and funding round. Overall, 48 percent of applications received by the CCPU for funding through the CSF, GGP and PSIF grants programs were successful in their application for funding (see Table 5). The PSIF grants program has the lowest success rate of the three programs; however, this is likely to reflect the heightened interest in the large funding amounts available through this round and therefore the smallest number of successful grants.

There are a range of factors that determine the likely success of individual applications, including organisational eligibility, the quality of the proposal and the degree to which the proposal meets the selected criteria outlined in the funding guidelines and the funding available.

Table 5 Success rate for grant applications, by funding stream[a]			
	Applications submitted (n)	Projects funded (n)	Success rate (%)
Community Safety Fund	848	422	50
Graffiti Grants Program	92	55	60
Public Safety Infrastructure Fund	210	74	35
Total	1,150	551	48

a: Excludes RVAWC grants program due to varying application processes

Source: Administrative data provided by the CCPU

Timeliness of the grants assessment process

An important consideration in the overall efficiency of a grants program like the CCPP is the time taken for successful grant applicants to receive an initial funding payment to commence the agreed activities. Figure 1 demonstrates that there was a decrease in the average number of days between application closing date and successful applicants being notified across the three rounds for the CSF, GGP and PSIF grant programs. This downward trend is indicative of an increase in overall efficiency of the grants program. Part of the explanation for this change is the fact that a systematic review process was put in place to review and refine the processes and criteria for each round to improve efficiency and outcomes. Specifically, applicants were encouraged to provide feedback through the application process on how they found the process and any improvements that could be made, the grant eligibility and assessment criteria were reviewed after each round, grant assessment processes were continually refined to improve efficiency and specific strategies were put in place to improve timeframes for return of funding agreements by organisations, among other measures.

Figure 1 Average days between application closing date and successful applicants being notified, by funding stream and round
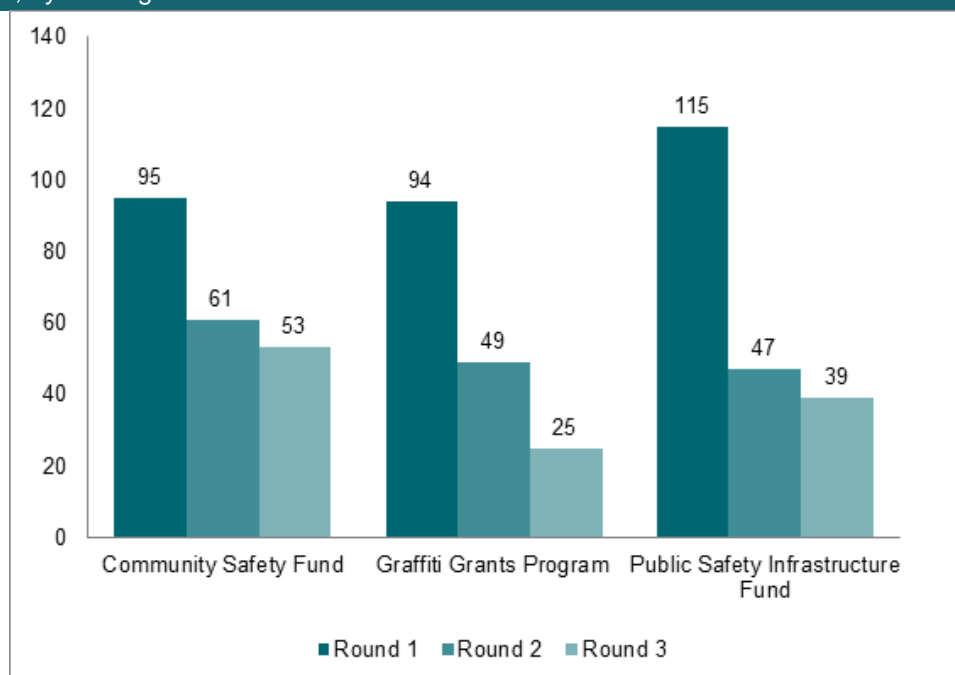
As noted, the assessment processes for the RVAWC grants program operated differently to the other three programs since it was not designed to be a reoccurring grant program. It was designed to operate whereby expressions of interest were received and once approved these were followed by a full project proposal. Those who lodged expressions of interest through the stage 1 process, on average were invited 36 days later to submit a stage 2 application. The waiting period increased to 69 days between stage 2 closing date and notification. This reflects the increased level of detail required in stage 2 proposals and the corresponding time taken by CCPU staff to thoroughly assess each application, since time was needed to seek regional and expert input to the application assessment process.

Table 6 Number of days between application funding agreement sent and funding agreement executed				
	n	min	max	Mean
Community Safety Fund				
Round 1	155	12	89	28
Round 2	119	5	58	20
Round 3	148	7	80	18
Graffiti Grants Program				
Round 1	17	11	38	22
Round 2	18	17	63	25
Round 3	20	5	27	13
Public Safety Infrastructure Fund				
Round 1	24	2	53	20
Round 2	23	9	40	16
Reducing Violence Against Women and their Children				
Mainstream	8	22	43	28
Koori	4	90	105	99

Table 6 outlines total time (in days) taken between when the funding agreement was mailed to successful grant recipients and when the project activities began. Again there was a decrease

in the average number of days between these two stages, further highlighting the increasing efficiency of the grants program since its establishment.

Respondents of the local government survey were asked to indicate how the CCPU's grants assessment process compares with other similar programs. Thirty percent indicated that the CCPU process was timelier than other programs that they have experienced and 48 percent said it was the same as other programs. Respondents of the local government and community organisation surveys were also invited to provide comments about the application process. Many respondents highlighted the ease and accessibility of the application process:

> [The application process was] very clear, straightforward and easy (Local government respondent).

> It was very straightforward, clear and easy to use the online/Smarty Grants process (Local government respondent).

> The application process was easily understood and information readily available (Community organisation respondent).

> It is fairly detailed but encourages the applicant to consider the objectives and whether the project should achieve them (Community organisation respondent).

These survey comments align with the commentary provided in interviews with stakeholders, whereby the overwhelming majority of stakeholders highlighted that the application process was well supported, clear and encouraging. The CCPU administration was also seen to be superior to other similar programs that stakeholders had been involved in. Some of the comments to this effect included:

> We have never seen such a level of support and believe that it is unusual and outstanding (RVAWC respondent).

> The CCPP is very innovative (Stakeholder).

> Program should be viewed as a benchmark and a model for similar programs (Stakeholder).

> The CCPU is one of the best business units in the Department (Stakeholder).

> This Department is sensational. They are very responsive replying with promptness and maintaining good communication lines (Local government respondent).

> I believe that DOJ provide the 'most complete process' than I have ever been involved in (Local government respondent).

> The CCPU team is very committed and community focused and therefore responsive to the needs of those receiving grants—and much more! (Local government respondent).

These findings are reinforced by the comments provided by Chair of Grants Network Victoria (GNV) in correspondence to the DOJ in May 2013. In that letter (GNV 2013), the CCPU is commended for their 'expedited process in assessing applications under Round 2 of the Public Safety Infrastructure Fund'. The letter goes on to say that the

> GNV hopes that other Victorian Government departments will follow the lead of the Department of Justice in recognising the value of a more rapid assessment process.

As remarked elsewhere in the letter, such a high level of performance is unfortunately considered by the GNV's members as the exception rather than the rule.

Characteristics of funded projects

Targeting projects at areas with demonstrated need

The CCPU aims to invest resources in areas that have a demonstrated need for crime prevention projects. Grant applicants are required to provide evidence of the need for their project in their application and for a selected sample of funded projects this information was coded across various categories of evidence, as described above (see *Evaluation Methodology*). Table 7 shows the types of evidence cited by a sample of grant applicants. Three-quarters of grant applicants (75%) cited their organisations own data, which may include both qualitative and quantitative information. Sixty-four percent of grant applicants cited anecdotal evidence; however, a considerable number also accessed a range of other quantitative and qualitative data such as crime statistics, socio-demographic data and evidence from community consultations.

A large proportion of projects cited multiple sources of evidence in their grant application to demonstrate need for the proposed project. Forty percent cited five or more types of evidence, while 37 percent cited two to four types of evidence. Less than a quarter (24%) of successful grant applicants cited one or no forms of evidence. There was a positive correlation between the number of types of evidence cited and the amount of funding received (Pearson R=0.47, *p*=0.00). The demonstration of need was related to the size of the grant—the average grant of those who cited five or more types of evidence was $215,814, compared with the average grant of $9,517 for those citing one or no types of evidence in their grant application. It is also important to note that these differences are likely to reflect the varying grant programs and the funding available through each. Smaller programs require less rigorous demonstration of need and vice versa.

Table 7 Type of evidence cited in grant application to demonstrate need for proposed project[a]		
	n	**%**
Quantitative		
State and/or LGA crime statistics	46	46
Crime statistics for target area	32	32
Crime statistics for target group	10	10
Socio-demographic data	16	16
Qualitative		
Anecdotal evidence	65	64
Government/ local government/non-government strategy	39	38
Academic research evidence	17	17
Media clippings	6	6
Quantitative and/or qualitative		
Community consultation	38	38
Organisation's own data	76	75
Other	38	38

a: Individual projects may cite multiple sources of evidence, therefore percentages do not add to 100

Source: AIC CCPP Project Database [computer file] n=102

This is likely to reflect the varying requirements imposed by the CCPU on the smaller funding programs such as the CSF and GGP, by comparison with those applying for large grants through the PSIF and RVAWC grants programs. It is a positive finding that both the CCPU and grant applicants treat the need for a considerable evidence base to support proposed

interventions with a level of seriousness. The value placed on evidence-based applications by the CCPU also resonates with a comment made by a stakeholder during an interview who described the assessment of grants by the CCPU as a 'rigorous process that was strictly adhered to' and which resulted in 'equitable and fair' outcomes for those applying (state government representative personal communication 2014).

The CCPU also aims to fund projects that address a number of priority crime problems. Funding guidelines for the CSF and PSIF grant programs recognise that local organisations are best placed to identify local crime issues and appropriate responses. Funding guidelines for these programs provide a clear outline of the types of interventions eligible for funding, which in turn is likely to influence the crime problems that are addressed.

Table 8 shows the type of crime problems targeted by a sample of projects funded through the CCPP. More than half (56%) of analysed projects funded through the CSF grants program targeted vandalism. Fifty-four percent sought to address antisocial behaviour; however, a considerable number of projects also targeted general offending (37%), assault (33%) and fear of crime (29%). Crime prevention activities delivered by recipients of funding through the PSIF grants program primarily targeted fear of crime (80%), antisocial behaviour (75%) and vandalism (60%).

The GGP and RVAWC grants program are structured around two distinct crime problems, namely graffiti and violence against women. These issues have been identified by the CCPU as warranting attention due to their associated costs to the Victorian community (DOJ 2013a; DOJ 2012). As Table 8 shows the activities delivered through the GGP targeted graffiti as its primary focus; however, some of these projects also addressed fear of crime (67%) and small business crime (6%). Further, while projects funded through the RVAWC grants program have a focus on family and domestic violence, these projects also to some extent targeted general assault (17%), sexual assault (8%), and offences relating to drug (8%) and alcohol abuse (8%).

Table 8 Crime problems targeted by a sample of projects funded by the CCPP, by funding stream[a]				
	Community Safety Fund	Graffiti Grants Program	Public Safety Infrastructure Fund	Reducing Violence Against Women and Children
Fear of crime	29	67	80	0
Anti-social behaviour	54	0	75	0
Vandalism	56	0	60	0
Burglary	48	0	15	0
General offending	37	0	30	0
Graffiti	8	100	10	0
Assault	33	0	15	17
Robbery	25	0	10	0
Family violence	4	0	0	100
Domestic violence	2	0	0	100
Drug offences	19	0	0	8
Alcohol related offences	10	0	5	8
Sexual assault	2	0	5	8
Steal from motor vehicle	4	0	0	0
Motor vehicle theft	4	0	0	0
Retail and small business crime	2	6	0	0
Other offences	10	0	0	0

a: Individual projects may target multiple crime problems, therefore percentages do not add to 100

Source: AIC CCPP Project Database [computer file] n=102

Evidence-based approaches to crime prevention

The CCPP is based on the premise that decisions on how to invest crime prevention resources will be guided by evidence-based research. That is, they are based on evidence-based crime prevention principles, demonstrated to reduce the risk of crime, and improve perceptions of safety and community confidence. For example, the grants address issues and strategies for which good and well-established evidence exists, such as for target hardening (locks, security systems, lights, fences etc) under CSF; CPTED/Safer Design, including lighting, design and amenity improvements through the PSIF; and effective graffiti prevention and removal. Funding guidelines encourage applicants to provide evidence to support the efficacy of the proposed intervention. A review of the CCPU's justifications for not recommending certain projects for funding also highlights the importance placed on evidence of good practice in the funding assessment process.

Findings from the analysis of a sample of funded projects suggests that just under one-half (48%) of projects funded through the CCPP made use of a government or non-government strategy document to support their application (see Table 9). Twenty-one percent used anecdotal evidence about a previous project that their organisation had delivered, while 18 percent used anecdotal evidence about a previous project delivered by another organisation. Rather than reflecting negatively on the CCPP, the heavy reliance on anecdotal data to support efficacy of the proposed interventions is indicative of the difficulties faced by local government and community organisations in

accessing documented evidence of the impact of locally based projects, and the lack of high quality (published) evaluations of these activities in general' as was found in the review of the NCCPP (Homel et al. 2007: 42).

Table 9 Type of evidence cited in grant application to demonstrate consistency of proposed activities with good practice[a]

	n	%
Government (Australian or State/Territory), local government or non-government strategy	49	48
Anecdotal evidence from past project delivered by applicant	21	21
Anecdotal evidence from past project delivered by another organisation	18	18
Evidence of outcomes from an evaluation of projects delivered by applicant	15	15
Australian academic research evidence	13	13
Evidence of outcomes from an evaluation of projects delivered by another organisation	12	12
International academic research evidence	3	3

a: Individual projects may cite multiple sources of evidence, therefore percentages do not add to 100

Source: AIC CCPP Project Database [computer file] n=102

Interviews with stakeholders involved in the RVAWC grants program commonly highlighted the alignment of this component of the program with evidence-based practice. For example, numerous stakeholders recognised that the RVAWC grants program has allowed recipients to build upon earlier work undertaken in this field and in doing so is geared towards addressing the underlying determinants of violence against women. Stakeholders reflected positively on the primary prevention focus of the RVAWC grants program, as per the following remarks from interviewees.

The fact they are funding primary prevention is fantastic (RVAWC respondent).

The Koori Community Safety Grants were focused on the 'early years' which aimed to ensure 'every Koori child is in front of the eight ball' (RVAWC respondent).

The program could be focused even further upstream [but] any program that allows work in the proactive space is great (RVAWC respondent).

Further, the Koori Community Safety grants program was discussed by stakeholders as aligning with best practice principles in relation to cultural background and protective factors for violence. Like the RVAWC grants program, funding provided through the Koori stream allowed stakeholders to build on existing knowledge to perpetuate and further develop evidence-based practice.

Reach

The CCPP has indeed been a statewide program. Table 10 shows that funding was distributed widely across Victoria. In addition, recipients of funding through the RVAWC and Koori Community Safety grants programs implemented initiatives that extended across LGAs (ie regionally). The eight projects funded through the mainstream RVAWC grants program extended across eight regions of Victoria and the four projects funded through the Koori stream extended across four regions.

Table 10 Proportion of Victorian local government areas that have received funding, by funding round and stream (%)[a]

	Round 1	Round 2	Round 3
Community Safety Fund	76	60	71
Graffiti Grants Program	22	19	24
Public Safety Infrastructure Fund	30	29	34

a: There are 79 local government areas in Victoria

Source: Administrative data provided by the CCPU

Table 11 Target groups among a sample of projects funded by the CCPP[a]

	n	%
Young people (age not specified)	46	46
Community groups	30	29
Women	29	29
Men	26	26
Culturally and linguistically diverse (CALD) communities	18	18
Young adult (19 to 24 years)	14	14
Older people	13	13
Small business	13	13
Aboriginal and Torres Strait Islander communities	13	13
People who are considered at risk of becoming an offender (or reoffending) or a victim of crime	11	11
People affected by a disability (other than mental illness)	10	10
Adolescent young people (13 to 18 years)	5	5
Families	8	8
People from communities considered rural or remote	8	8
Children (0 to 12 years)	3	3
People who are socioeconomically disadvantaged	3	3
Offenders	3	3
Government agencies	1	1
People affected by alcohol abuse	1	1

a: Individual projects may target multiple groups within the community, therefore percentages do not add to 100

Source: AIC CCPP Project Database [computer file] n=102

Evidence from administrative data suggests the CCPP reaches into a great number of communities where there is perceived crime prevention need. For example, more than half (53%) of all projects are delivered either in communities classified as regional or rural, where there is often limited access to resources. Findings from the analysis of a sample of projects confirm that a considerable proportion of crime prevention activities delivered as a result of the

CCPP are targeting groups lacking in resources. As shown in Table 11 half (50%) of sampled projects target young people (including children, adolescents and young adults). Twenty-five percent target CALD and/or ATSI communities. It is worth noting that the Koori Community Safety fund provides $2.4m in funding to support activities specifically delivered in Indigenous communities.

Crime prevention activity

One of the strengths of a grants-based program such as the CCPP is that it also has a capacity to enable access to resources to those organisations that would not normally have access to the resources required to undertake crime prevention work (Homel et al. 2007). This was a key benefit of the CCPP identified by stakeholders through the consultation process. As well as providing resources for immediate activities, stakeholders commonly highlighted that the funding provided through the CCPP increased momentum for future crime prevention activities. One stakeholder described this as the 'ripple effect', whereby CCPP funded activities facilitated the support for further local crime prevention activities (Grant recipient personal communication 2014).

Further, several stakeholders recognised that the CCPP has enhanced the quality of those activities being delivered. In part, this is because the funding allowed recipients to engage with key experts to assist with successful project delivery. As one stakeholder commented, the funding 'led to being able to do the work better' (Grant recipient personal communication 2014).

A similar sentiment was reflected in the responses to the local government survey. Seventy percent of respondents to the local government survey either strongly agreed or agreed that the CCPP increases the awareness of crime prevention and community safety within their organisation (see Table 12). Further, 73 percent of respondents either strongly agreed or agreed that a program like CCPP has fostered greater leverage within council leading to a greater focus on community safety and crime prevention.

Table 12 Perceived impact of the CCPP on crime prevention activity (%)						
CCPP grant programs	Strongly agree	Agree	Neither	Disagree	Strongly disagree	Don't know
Have increased the awareness of community safety and crime prevention within council?	15	55	18	6	-	6
Have fostered greater leverage within council leading to a greater focus on community safety and crime prevention?	9	64	12	9	-	6

Note: Percentages do not necessarily total 100 due to rounding. Excludes one respondent with no awareness of the CCPP
Source: AIC community organisation survey 2014 (n=34)

In addition, the provision of funding through the CCPP encourages investment from other sectors. As shown in Table 13, the 102 projects sampled for analysis generated approximately $1.6m in in-kind funding and an additional $1m in financial cash contributions. Based on the analysis of these 102 funded projects, for every $1,000 invested in crime prevention activities by the CCPP, there is further $100 cash contributions generated from external stakeholders and a further $160 in-kind contributions. It is important to recognise that the figures presented here are almost certainly conservative estimates and as demonstrated in Table 13, vary significantly between funding streams. For example, the total combined project cost across the three rounds of the PSIF was $26,927,536 with recommended funding of $9,798,753, meaning that

successful applicants must have succeeded in accessing significantly more funding via various sources, including in-kind funding, that provided through the PSIF directly.

Table 13 In-kind and financial contributions generated as a result of CCPP funding, by funding stream (sampled projects only)					
		In-kind funding		Financial contribution	
	n	Total	Mean	Total	Mean
Community Safety Fund	52	$112,341	$2,160	$224,920	$4,325
Graffiti Grants Program	18	$133,672	$7,426	$43,423	$2,412
Public Safety Infrastructure Fund	20	$145,791	$7,290	$750,480	$37,524
Reducing Violence Against Women in our Community	12	$1,232,191	$49,658	-	-
Total	102	$1,623,995	$15,922	$1,018,823	$9,988

Source: Administrative data provided by the CCPU

## Role and influence of government

The unit records of 32 local government authorities who completed the local government survey were matched to their responses to the survey undertaken by the AIC on behalf of the Victorian Parliament's Drugs and Crime Prevention Committee in 2011 (Drugs and Crime Prevention Committee 2012). The 2011 survey was undertaken to generate a snapshot of local community safety and crime prevention activity being undertaken in Victoria at that time. For this evaluation, a small number of the 2011 survey questions were repeated in an identical form in the 2014 local government survey. Two respondents to the local government survey were not matched to their earlier records because they did not participate in the 2011 survey or the information provided was insufficient to determine their LGA.

Findings from the comparative analysis indicate that since 2011 there has been an increase in the number of council's that cite the state government as the main source of crime prevention funding in their LGA (see Figure 2), although this change was not statistically significant (p=0.0672, Fisher's Exact Test). This may reflect the provision of funding by the DOJ since the CCPP was launched.

There was also an increase in the number of councils that cite local government and community associations as the main source of funding. For community associations this was a statistically significant increase (p=0.022, Fisher's Exact Test). Comments made in the interviews with key stakeholders provide some insight into these changes. In the interviews it was apparent that local government and community associations were described as now being more likely to support ongoing crime prevention activities in their LGA and continue the momentum of the CCPP.

For example, some local government interviewees referred to the CCPP funding 'act[ing] like a glue' that brought together previously fragmented action and that the funding operated in a way that 'sped up the process' by which local government and local partners were able to 'consolidate the partnership process and [enabled] sharing and doing things jointly' (Local government representative personal communication 2014). Similarly, some community representatives who were interviewed commented that the CCPP funding 'provided a good vehicle for building ongoing relationships with partners such as the Shire and other community groups' (Grant recipient personal communication 2014).

Figure 2 Main source of crime prevention funding (%)
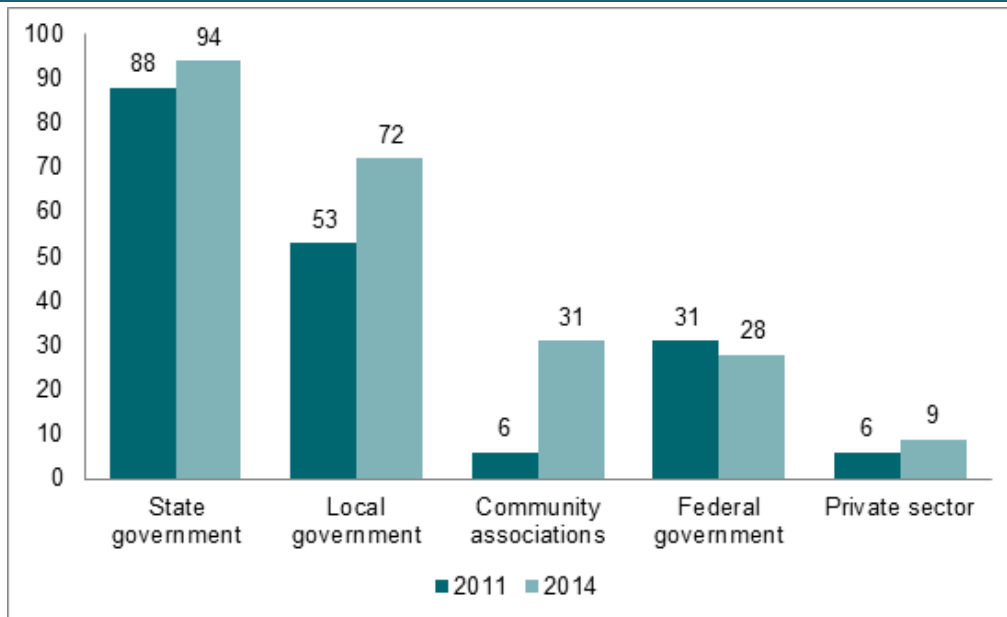
Despite the increase in state government funding, as shown in Figure 3, there has been a statistically significant decrease in the number of councils that cite state government policy as 'very much' influencing the crime prevention and community safety initiatives in their LGA (p=0.004, Fisher's Exact Test). However, this need not be interpreted as a negative finding. As described in the Community Crime Prevention Framework (DOJ 2014), the work of the CCPU and the grants program is part of a wider community safety strategy and approach. It is just that this approach intentionally takes the position that crime prevention is not the responsibility of a single unit, department or portfolio area, but rather requires all areas of state government and all levels of government and the community, together with relevant private sector groups, to play a role. The CCPU, as part of the broader work of the portfolio, seeks to influence policy an activity of other departments, agencies, local government and community. However, in the case of local government authorities, rather than setting a prescriptive policy basis, the CCPU has adopted the position that local communities themselves know the local issues and are best placed to develop strategies and responses, which are then support through access to funding etc. This then may be seen as an outcome of a strategy to build community capacity and thus sustainability and to avoid over-reliance on a single agency that may come and go.

There have also been slight decreases in the number of councils that cite Australian Government policy as 'very much' influencing the crime prevention and community safety initiatives in their LGA. This change was statistically significant (p=0.005, Fisher's Exact Test), although it is less clear whether this is an intentional outcome in the same way that the CCPU intended it to be.

Figure 3 The extent crime prevention and community safety initiatives are a direct response to government policy (%)
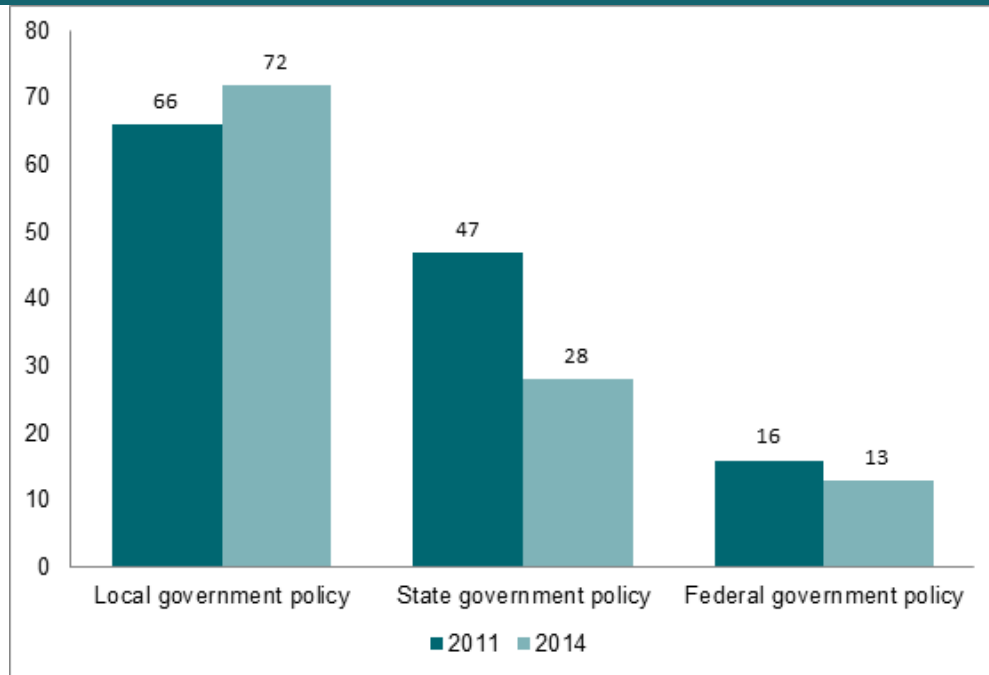
Note: Excludes local governments who responded to the 2011 survey, but did not respond to the 2014 survey. Excludes one local government who could not be matched to their 2011 record

Source: AIC local government survey 2014 (n=34); Drugs and Crime Prevention Committee survey 2011 (n=78)

CCPP resources

It is important that when undertaking an evaluation of this kind, the overall impact and relative effectiveness of the program is considered within the broader context of the available resources. Of critical importance is the relative cost effectiveness of the program and an estimation of the relative return on investment.

As shown in Table 14 and Figure 4, there has been an upward trend in the funding committed to the CCPP grants programs since its establishment in 2011–/12. The decline in funding in 2014–/15 reflects the timing for the PSIF grants program in that financial year. While the employee expenses and operating costs for the CCPU have fluctuated somewhat, the overall proportion of employee and operating expenses has remained relatively low over the four year period. This suggests a high level of efficiency in delivering the CCPP and its various components. It is worth noting that employee expenses cited in Table 14 include staff working on policy, communications and corporate services not just for grants administration.

Table 14 Funding committed to CCPP						
Year	Grants ($)	Employee expenses ($)[a]	Operating costs ($)[b]	Graffiti Removal Program ($)	Total ($)	Proportion of employee and operating expenses (%)
2011–12	6,594,444	1,286,763	395,585	2,900,000	11,176,792	15
2012–13	7,839,824	1,676,735	347,143	2,000,000	11,863,702	17
2013–14	8,934,016	1,299,498	618,357	2,000,000	12,851,871	15
2014–15	5,363,388	1,600,000	400,000	2,000,000	9,363,388	21
Total	28,731,672	5,862,996	1,761,085	8,900,000	42,255,753	17

a: Employee expenses for 2014–15 are projected, not actual

b: Operating costs for 2014–15 are projected, not actual

Source: Administrative data provided by the CCPU

Figure 4 Funding committed to CCPP
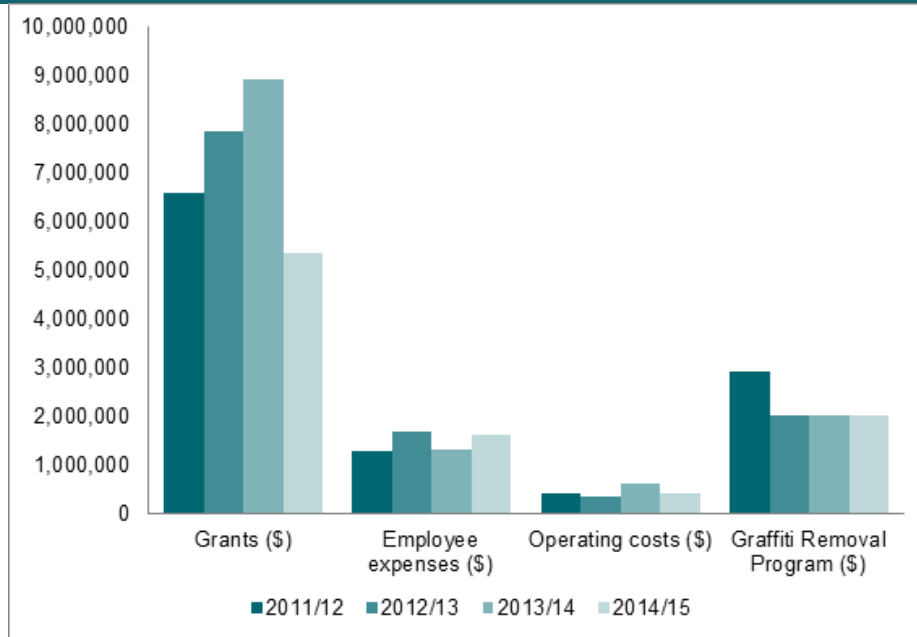
Note: Employee expenses for 2014–15 are projected, not actual. Operating costs for 2014–15 are projected, not actual

Source: Administrative data provided by the CCPU

Capacity-building activities

It is a common finding of research into the challenges affecting the implementation of community crime prevention programs that expertise and knowledge relating to crime prevention is limited in some communities and this can adversely affect the relative effectiveness of an otherwise well designed and valuable intervention (Homel & Homel 2012). The CCPP aims to target this problem by building the knowledge of communities about effective ways to reduce crime. There are three key initiatives undertaken by the CCPU that contribute to achieving this objective, namely:

• requiring that all grant recipients of CCPP funding to some extent evaluate their projects;
• establishing and maintaining a community crime prevention website; and
• communicating written and verbal crime prevention information to communities.

Evaluation activities

The CCPU requires that all grant recipients evaluate their project upon completion. Administrative data provided by the CCPU indicates a high level of compliance with this funding requirement. As demonstrated in Table 15, the majority of projects funded through the CSF and GGP have been evaluated. There is a requirement that organisations funded through the PSIF grants program will submit evaluation reports within 12 months of project completion to ensure sufficient time for realisation of project effects. This explains why a sizable proportion of projects funded through this stream have not yet been evaluated. Further, all recipients of funding through the RVAWC grants program have submitted interim evaluation reports and it is expected that final evaluation reports will be submitted in 2015 as per contractual requirements.

Table 15 Number of CCPP-sponsored interventions evaluated, by funding stream and round				
	Evaluated	**Not yet evaluated**	**Terminated or withdrawn**	**Still in operation**
Community Safety Fund				
Round 1	155	-	-	-
Round 2	118	-	1	-
Round 3	116	-	-	32
Graffiti Grants Program				
Round 1	17	-	-	-
Round 2	17	-	1	-
Round 3	7	-	-	13
Public Safety Infrastructure Fund				
Round 1	8	9	-	7
Round 2	-	5	-	18
Round 3	-	-	-	27

Source: Administrative data provided by the CCPU

As stated by the CCPU, the level of 'detail required of these evaluations varies depending on the value of the grant' (DOJ 2013b: 10). This is a practice that is consistent with the good practice guidelines outlined by the ANAO (2013). The CCPU provided recipients of CSF and GGP funding with an evaluation template specifying the need for largely qualitative information relating to project milestones and key outcomes. Recipients of the PSIF grants program are required to undertake more complex evaluations. This is a reflection of the larger scope of the projects being delivered through the PSIF stream. There is a contractual requirement that organisations delivering projects under the RVAWC grants program engage independent evaluators to address questions around program efficiency. Additional funding has been provided to support the independent evaluation of the projects funded through the Koori Community Safety grants program. The requirements imposed by the CCPU across the various funding streams directly reflect the approaches adopted and the level of detail provided in submitted evaluation reports.

The evaluation requirements are useful as they impose a minimum standard and encourage funding recipients to incorporate outcome measures into their project design. Nevertheless, stakeholders engaged in the consultation process widely reported that the evaluation and monitoring requirements imposed by the CCPU were realistic for the funding amounts provided. Equally, these requirements were important because expectations were developed early on in the process that grant recipients were required to be accountable from the outset.

As of July 2014, of the 50 projects sampled in the GGP, PSIF and RVAWC funding streams, 42 percent had submitted some evaluation documentation that the AIC was able to access for analysis. Of these, 61 percent had engaged independent evaluators. This figure largely reflects the contractual requirements imposed upon recipients of the RVAWC grants funding to engage external evaluators and indicates a high level of compliance. An analysis of the progress reports submitted by recipients of the mainstream RVAWC grant funding showed that the most common evaluation methodologies adopted included formal feedback from project workers (88%), key stakeholders (75%) and project participants (50%). These evaluations also use self-reported behaviours or attitudes pre and post-intervention (25%), and comparison observational data pre and post-intervention (25%). Evaluations undertaken for GGP and PSIF-funded projects were largely conducted by internal project staff. As shown in Table 16, the most common methodology in these cases was the collection of anecdotal evidence from staff and participants regarding the effectiveness of the project.

Table 16 Evaluation methodology adopted by a sample of projects funded through the GGP and PSIF grant programs[a]		
	n	%
Anecdotal evidence from staff and participants of project effectiveness	12	55
Comparison observational data pre and post intervention	7	32
Formal feedback sought from project participants	5	23
Formal feedback sought from key stakeholders	6	27
Formal feedback sought from project workers	3	14
Self-reported behaviour/attitude pre and post intervention	1	5
Community survey of fear/perception of crime pre and post intervention	1	5
Comparison target area crime statistics pre and post intervention	1	5
Total	22	-

a: Individual evaluation strategies may utilise multiple methodologies, therefore percentages do not add to 100

Source: AIC CCPP Project Database [computer file] n=102

Findings from the local government survey presented in Table 17 show that the majority of respondents agreed that the CCPP builds the capacity of grant recipients to evaluate outcomes from their crime prevention activities against key performance measures. Seventy-three percent of respondents to the local government survey agreed or strongly agreed that the funding

provided through the CCPP encourages grant recipients to evaluate the impact of their project activities. The high proportion of respondents to the local government survey that agreed or strongly agreed with the assertions that CCPP grant recipients have access to information and resources to assist them in undertaking evaluation (61%), adequate support (54%), the internal capacity (57%), or the capacity to engage third parties to assist them in undertaking evaluation activities (48%) demonstrate the success of the CCPP in supporting grant recipients to undertake evaluation activities.

Table 17 Perceived impact of the CCPP on evaluation capacity building (row percentages)						
CCPP grant recipients	Strongly agree	Agree	Neither	Disagree	Strongly disagree	Don't know
Are more likely to evaluate the impact of their activities when funded by a program like CCPP?	18	55	15	3	-	9
Have access to useful information and resources to assist them in undertaking the evaluation?	6	55	15	12	3	9
Have access to appropriate support mechanisms for assistance in undertaking evaluation activities?	9	45	21	12	3	9
Have the capacity within their organisations to evaluate their crime prevention activities internally?	9	48	18	12	3	9
Have the capacity to engage and manage external third party to evaluate their crime prevention activities?	15	33	21	18	3	9
Have access to external service providers with the necessary skills to evaluate their crime prevention activities?	18	24	30	15	-	9

Note: Percentages do not necessarily total 100 due to rounding. Excludes one participant with no knowledge of the CCPP

Source: AIC local government survey 2014 (n=34)

Crime Prevention and Community Safety Strategies

As part of the comparative analysis between the 2011 and 2014 local government surveys, the AIC found that there has been little change in the number of local governments reporting they have a formal crime prevention and/or community safety strategy in place (see Table 18). However, it is important to note that as previously observed in the report of the Victorian Drugs and Crime Prevention Committee (2012), local government authorities in Victoria are required to provide mandated general plans and a specific Health & Wellbeing plan, which is where many councils put primary, secondary and tertiary prevention and general community safety activity.

Table 18 Crime Prevention and Community Safety Strategy				
	2011		**2014**	
	n	**%**	**n**	**%**
Yes, formal strategy in place	13	41	12	38
No, embedded in another policy	7	22	6	19
No strategy in place	12	38	14	44
Total	32	100	32	100

Source: AIC local government survey 2014 (n=34); Drugs and Crime Prevention Committee survey 2011 (n=78)

Further, while the vast majority of crime prevention and/or community safety strategies have not been evaluated, there has been a very slight increase in the number evaluated from the 2011 survey (see Table 19).

| Table 19 Evaluations conducted by of crime prevention and/or community safety strategies				
	2011		**2014**	
	n	**%**	**n**	**%**
Yes	7	22	8	25
No	25	78	23	18
No answer/not sure	-	-	1	3
Total	32	100	32	100

Source: AIC local government survey 2014 (n=34); Drugs and Crime Prevention Committee survey 2011 (n=78)

Community crime prevention website

The CCPU has aimed to build the knowledge of local communities about effective ways to reduce crime through the establishment of a community crime prevention website. The community crime prevention website was established in October 2012 and although relatively limited in its objectives, since its establishment until 14 July 2014, there have been 121,501 page views. Visitors to the website viewed an average of 3.02 pages per session and stayed on the website an average of four minutes and 33 seconds. The website has experienced a relatively low bounce rate, whereby only 37 percent of visitors left the site from the home page without interacting with other website content. Unsurprisingly, use of the website increased during the time when funding rounds, specifically the CSF grants program, were open for application. Similarly, the pages with the highest number of visitors were those relating to the CSF grants program. This suggests that grants applicants, specifically applicants of the CSF program, may be accessing the website to inform the grant application process.

As shown in Figure 5, the use of the website has grown between 2013 and 2014. There has been an increase in the number of sessions, users visiting the website and page views. This suggests the website is increasingly accessed by crime prevention practitioners. Although this may not be particularly surprising as the website was established relatively recently and it is likely that its use will continue to grow over this initial period.
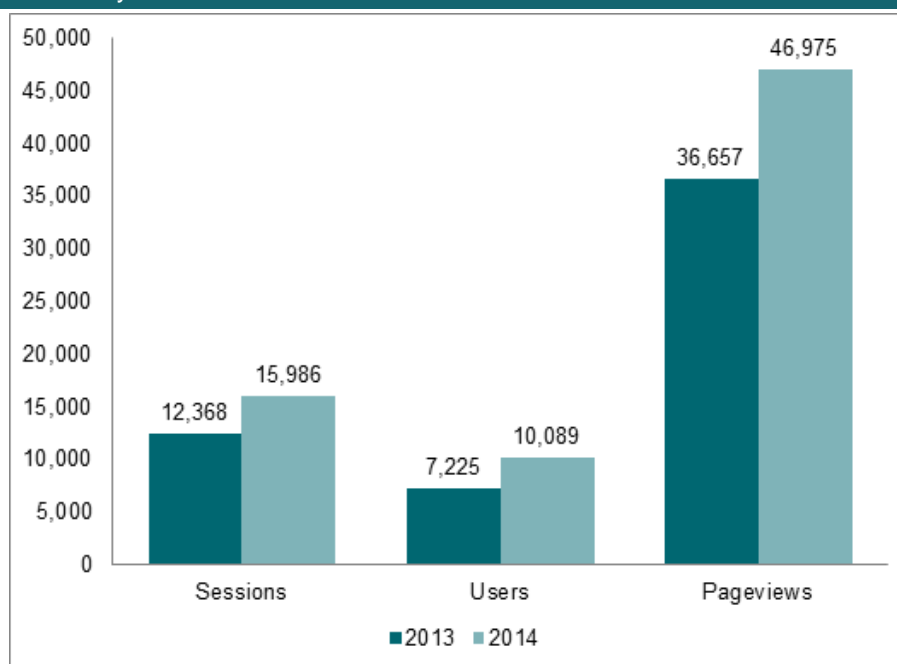
Note: A session is a group of interactions that take place on the website at a given time. A user is a visitor to that viewed or interacted with website content. A page view is an instance of a page being loaded by a browser

Source: Google analytics reports provided by the CCPU

Findings from the local government and community organisation surveys confirm that the community crime prevention website is used and valued by local governments and community groups to assist them in preparing their grant applications. Seventy-nine percent of responding councils and 90 percent of responding community organisations indicated that the information on the website was useful in helping them to prepare their application.

As well as assisting with the application process, respondents to the local government and community organisation surveys also indicated that they used the community crime prevention website to assist with the delivery of crime prevention activities. Table 20 shows that 60 percent of respondents to the local government survey and 66.5 percent of respondents to the community organisation survey reported using information on the website regularly or occasionally to assist with project delivery.

Table 20 Use of community crime prevention website by local government and community organisations during project delivery (%)

	Local government[a]	Community organisations
Regularly	12	27.5
Occasionally	48	39
Rarely	21	26
Never/don't know	18	7.5
Total	100	100

a: Excludes one participant of the local government survey with no knowledge of the CCPP

Source: AIC local government survey 2014 (n=34); AIC community organisation survey 2014 (n=81)

Respondents to the local government and community organisation surveys were also invited to make comments about quality of the information on the community crime prevention website. Some key comments made by respondents further demonstrate the value of the community crime prevention website to its users:

I found the website most useful to answer any queries (Community organisation respondent).

When required, I have found the information [available on the website] to be particularly beneficial and helpful (Local government respondent).

[The website] provides a good guideline for evaluation purposes (Local government respondent).

Stakeholders consulted as part of the evaluation commonly highlighted the value of the community crime prevention website in raising awareness of the grants available through the CCPP. Numerous stakeholders cited the website as the place where they first discovered the CCPP and came to apply for funding. Stakeholders also talked about extensively using the website to inform their application.

However, several stakeholders suggested areas where the website could be improved so that it could be better utilised by crime prevention practitioners. For example, one stakeholder suggested the website would benefit from offering more examples of successful crime project initiatives, as well as 'tips' relating to the delivery of projects (Grant recipient personal communication 2014). Several other stakeholders suggested the website lacks high-quality, evidence-based resources and literature to guide crime prevention implementation. The website as it currently exists was described by one stakeholder as a 'snapshot' and there were calls for a more 'thorough' resource (Grant recipient personal communication 2014). It is possible that these demands fall outside the scope of the community crime prevention website as it currently exists; however, it highlights the need for a complementary resource to support the development and delivery of crime prevention activities in Victoria.

Information sharing and promotional activities

As well as the community crime prevention website, the CCPU has also aimed to deliver written and verbal information to communities to increase their knowledge about crime prevention activities. Administrative data provided by the CCPU and presented in Figure 6 indicates that in spite of this activity not being specifically resourced, there has been a steady upward trend in the number of workshops and presentations, and ministerial events supported by the CCPU since 2011.

The workshops and presentations delivered or supported by the CCPU have included:

• grant specific forums and events targeting recipients of the GGP, PSIF and RVAWC grant programs;
• presentations to raise awareness of the role and function of the CCPU;
• presentations on research focusing on locally based crime prevention;
• evaluation training;
• practitioner focused workshops; and
• major events including conferences.

Figure 6 Crime prevention information delivered by the CCPU through various mediums (number of events)
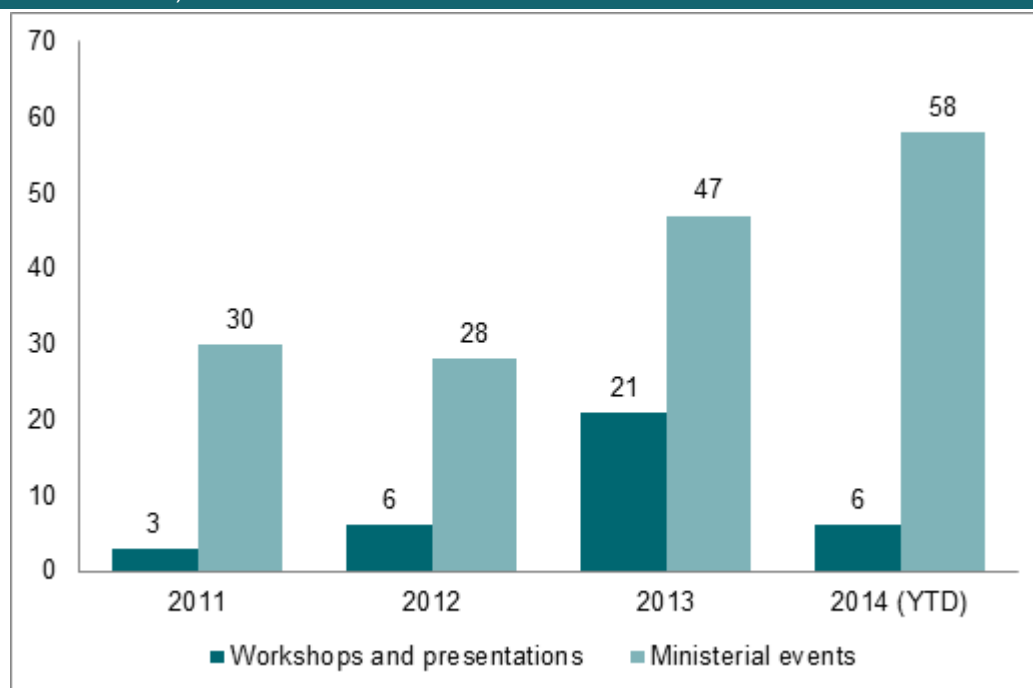
Source: Administrative data provided by the CCPU

Findings from the local government survey also highlighted that councils draw upon a variety of information other than the community crime prevention website to assist with the delivery of crime prevention activities. Table 21 shows that most commonly, respondents draw upon one-on-one advice or consultancy (not necessarily provided by CCPU) and this is supplemented by reports or publications and information delivered at conferences and public forums.

Community organisations also indicated that they used a variety of other resources to assist them in delivering CCPP-funded initiatives. Most commonly, community organisations relied on informal advice and feedback from other community groups and this was supplemented with reports and publications, and other online resources. The different patterns of accessing information between the local government and community groups almost certainly reflects the relative resource bases that each has available to draw upon. For example, many community organisations are unlikely to have the capacity to engage a consultant to assist with project delivery.

Table 21 Information drawn upon by local government to assist with project delivery (%)[a]

	Local government[b]	Community organisations
One-on-one advice or consultancy	64	35
Reports and publications	55	49
Information at conference and public forums	55	26
Other online resources	39	41
Other	18	11
Advice from other community groups	-	58

a: Councils may have drawn upon multiple sources of information, therefore percentages do not add to 100

b: Excludes one participant of the local government survey with no knowledge of the CCPP

Source: AIC local government survey 2014 (n=34)

Findings from the local government survey indicate that the information sharing and promotional activities conducted by the CCPU are reaching local governments in Victoria. Ninety-seven percent of respondents indicated that they were aware of the CCPP prior to completing the

survey. Of those respondents who were aware of the program, 85 percent described being familiar with the program or having some knowledge of it.

Key outcomes

The CCPP has adopted a systematic and active approach to promoting the use of evidence-based approaches to the development of grant applications and the design of initiatives. It has also taken a realistic and international good practice approach to the accountability and evaluation requirements placed on grant recipients. The local government and community organisation surveys, project analyses and interviews with key stakeholders and grant recipients all demonstrated consistently that grant recipients and other stakeholders recognised this and valued the approach adopted by the CCPP and the CCPU staff in particular. The use of community information forums, the presentation of examples of good grant applications on the website and promotion of a graded approach to evaluation, depending on the size and nature of the grant, all represent international good practice.

It was clear from the interview responses and the project analysis that the CCPU's effort to improve knowledge of crime prevention good practice was leading to improvements among those organisations involved in the delivery of local crime prevention. However, it is less clear if there has been a similar improvement at the community level. To some extent, an improvement at the community level is dependent on the types of projects being implemented. As would be expected, projects with specific community education or community awareness-raising agendas, such as some community-based initiatives, some Koori funded projects and the RVAWC projects reported such impacts. Others, such as the PSIF project are not designed with the intention of increasing knowledge and good practice. Rather, they are intended to reduce and prevent specific forms of crime and violence, and frequently do so without raising any awareness about community safety more generally.

However, it is difficult to adequately assess these impacts because in spite of the CCPU's best efforts to promote a culture of accountability and evaluation, and good practice among grant recipients, it is apparent that the quality of the outputs is highly variable. This assessment is further hampered by the fact that while a number of the projects have been completed, good quality evaluations, where available, are still to be completed. This is not a criticism of the CCPU or the CCPP more generally but an indication both of the general poor quality of evaluation work undertaken in the community safety field in Australia and that the completion deadlines for the project evaluations fell outside the period for the completion of this review.

As indicated, the CCPU's approach to evaluation and the efforts made to assist projects to undertake good evaluation work reflects good practice. As identified by Morgan and Homel (2013), many of the difficulties in achieving an adequate level of quality evaluation lie with the attitudes, skills and capacities of those implementing the projects. Having said that, most of the stakeholders interviewed acknowledged that the CCPU has taken a more realistic, collaborative and supportive approach to evaluation than they had experienced with other grant providers. One interviewee went so far as to specifically state that the CCPU's investment of intellectual capacity and resources into designing an appropriate evaluation process and then assisting with its implementation was exceptional. This is a view that is supported by this evaluation and it would be unreasonable to criticise the CCPU for not attempting to implement a good practice approach to evaluation, a process that they are continuing to promote and encourage.

Similar comments can be made about the CCPU's approaches to good practice knowledge dissemination. The use of public forums and the community crime prevention website represent valuable attempts to engage grant recipients and stakeholders in adopting good practice for community crime prevention. However, it became very clear to the AIC that these dissemination activities were not necessarily core functions for the CCPU and as such, were not specifically

funded. Nonetheless, they were valued and appreciated by stakeholders and grant recipients and they consistently suggested that these dissemination activities should be refined, enhanced and expanded.

Partnership working

Relationships between community organisations and community members are not always sufficiently strong to organise effective responses to local crime. The CCPP aims to build these relationships through the CCPP and thus strengthen local crime prevention responses. The CCPU aims to achieve this by:

- supporting Regional Crime Prevention Reference Groups (RCPRGs);
- encouraging partnership approaches through funding guidelines;
- delivering grants programs that strengthen relationships between community members; and
- delivering infrastructure and graffiti-related projects that increase perceptions that local community meeting places are safe.

Stakeholder engagement

There is considerable evidence that the CCPP has been very effective at facilitating the development of local community-based partnerships. Funding applications for each of the four CCPP-sponsored grant programs require that applicants demonstrate that they have consulted with people, organisations or groups who may be involved in delivering the proposed project. When deciding which projects to fund, the CCPU assesses the extent to which formal agreements have been made with key stakeholders. A review of the CCPUs justifications for not recommending certain projects for funding highlights the importance placed on partnership working in the funding assessment process.

Findings from the analysis of projects confirms that a large proportion of grant recipients have engaged key stakeholders from across a broad range of sectors at the time of submitting a funding proposal. Table 22 presents an overview of the number and percentage of CCPP-funded projects examined as part of the evaluation that had engaged key stakeholder groups at the time of submitting their successful grant application. The three largest categories are local government, police and locally based community groups.

A large proportion of projects had representation of two to four distinct stakeholder groups (63%) and 29 percent had representation from five or more stakeholders. There was a positive correlation between the number of stakeholder groups represented on a project and the amount of funding received (Pearson R=0.66, p=0.00). The level of stakeholder engagement was related to the size of the grant—the average grant size of those who had representation from five or more stakeholder groups was $273,008, followed by the average grants of $39,221 for three to four stakeholder groups and $9,672 for projects with one to two stakeholder groups.

Table 22 Key stakeholders involved in a sample of CCPP funded projects[a]

	n	%
Number of stakeholder groups involved		
One	9	9
Two	21	21
Three	21	21
Four	21	21
Five or more	30	29
Specific stakeholder engagement		
Local government	83	81
Police	61	60
Community groups	57	56
Non-government organisation	37	36
Private sector	37	37
Sporting groups	29	28
Local school	13	
Indigenous community	11	11
Other	8	8
Culturally and linguistically diverse (CALD) community	7	7
State government department		
Crime prevention	3	3
Education	6	6
Family	5	5
Housing	2	2
Health	7	7
Indigenous	2	2
Justice / corrections	4	4

a: Individual projects may list multiple stakeholders, therefore percentages do not add to 100

Source: AIC CCPP Project Database [computer file] n=102

Table 23 Perceived impact of the CCPP on partnership working (row percentages)

CCPP grant programs…	Strongly agree	Agree	Neither	Disagree	Strongly disagree	Don't know
Have encouraged collaborative approaches to crime prevention?	21	61	12	3	-	3
Have increased the development of local partnerships for short-term projects?	15	61	18	-	-	6
Have facilitated the development of sustainable long-term partnerships?	3	45	36	-	-	3
Have encouraged partnerships across different sectors?	12	70	12	-	-	6

Note: Percentages do not necessarily total 100 due to rounding. Excludes one participant with no knowledge of the CCPP

Source: AIC local government survey (n=34).

The partnership effect of the CCPP-funded programs is reflected in survey results. The majority of respondents to the local government survey agreed that the CCPP has contributed to enhanced partnership working both internally and externally, at both a short and long-term level

(see Table 23). Further, 82 percent of respondents to the community organisation survey either strongly agreed or agreed that the grant they received enabled people from different groups and organisations to work together.

However, working in partnership with other organisations and sectors can present a number of challenges. Further feedback from the surveys and interviews has highlighted some of these challenges. One key theme that emerged in the community organisation survey was the difficulty engaging and coordinating with other organisations, in particular the reluctance of organisations to provide quotes for projects that were not guaranteed to proceed. Further, community organisations reported challenges keeping within the budget that they specified in their original application. This was problematic because quotes must be obtained prior to application submission and became outdated and often increased in price once project implementation began.

One community group who were interviewed about their project and were generally very positive about the experience of being a funded project highlighted how the grant payment process can have a perverse impact on their capacity to deliver the project effectively. The grant they received was a small capital grant under the CSF grants program. The project entailed a single capital expenditure to finance the installation of a physical facility to improve general safety in the location and enhance people's sense of safety and willingness to use the facility after dark (Grant recipient personal communication 2014).

However, because the fund payment model for the stream was designed to be able to accept a range of different activities, the fund delivery system whereby 90 percent of the funds were provided at commencement of the project and the final 10 percent on completion presented cash flow problems for this group. This is because they needed to let a contract in full to have the equipment purchased and installed and the supplier/installer expected payment in full on completion. However, the final 10 percent of the funding was not available from CCPU until the project was signed off as completed. To overcome this difficulty, the local community group was able to persuade a local benefactor to provide a short-term loan on an interest-free basis (Grant recipient personal communication 2014).

Interestingly, the interviewee noted that the difficulty they had to deal with also had a positive benefit in that groups who might not otherwise have engaged with the project became involved in order to help solve the problem. This engagement has now been built upon such that the new partners have maintained a relationship with the project on an ongoing basis.

It is also important to recognise that the 90/10 funding payment model is consistent with the good practice guidelines outlined by the ANAO (2013) and other bodies as a method for ensuring projects are actually finalised. As such, while this funding requirement presented some logistical difficulties for the grant recipient, it was a problem that was solved through using the very method the grant program was set up to achieve—the recruitment of an external partner to assist with the project.

Leadership of the CCPU

A key theme to emerge in interviews with stakeholders was the central role of the CCPU in facilitating partnerships. Numerous stakeholders highlighted that the credibility of the DOJ enhanced their ability to build relationships with stakeholders to assist with project implementation. Stakeholders highlighted that because the funding was provided through the state government, prospective partners treated their involvement 'more serious[ly]' (Grant recipient personal communication 2014). One stakeholder described the CCPU as 'allies' who through their statewide credibility, helped to 'rally support' and gain traction from other partners (Non-government organisation representative personal communication 2014).

As well as assisting to get stakeholders on board, the credibility of the DOJ also fostered greater support for the crime problems being addressed. In particular, the commitment of considerable funding to the RVAWC grants program was described as sending a clear message to partners and the sector more broadly, that violence against women is a priority concern worthy of being addressed and certainly worthy of supporting.

Moving from partnership to collaboration

The evidence suggests the CCPU has been quite successful at promoting and enabling partnership working, particularly the opportunity for funded organisations to capitalise on existing partnerships and engage with stakeholders to assist with project delivery. This has been facilitated through bodies and structures such as the regional reference groups and other forums that have helped to share information and learning, as well as to assist people to share skills. However, there is less convincing evidence of these strengthening partnership processes so far being converted to greater levels of ongoing collaboration. Certainly key stakeholders who were interviewed as part of the consultation process highlighted that the opportunity for 'peer support' between funded organisations has been limited (Local government representative personal communication 2014). This does not mean that greater levels of collaboration will not emerge over time if the program is sustained and enhanced. It is just that there is not great evidence of this yet.

Interestingly, there appears to be some evidence of partnerships working between organisations funded through the mainstream RVAWC grants program developing into ongoing collaboration. This may in part be due to the fact that many of the organisations involved in the RVAWC are well established in their field and have a maturity and experience base to draw upon to support more collaborative working.

The CCPU coordinated several Community of Practice workshops, which brought grant recipients together to build evaluation capacity and share best practice knowledge. Key stakeholders who were involved in this process reflected positively on these workshops, which gave them the opportunity to network with other funded organisations. However, organisations funded through the Koori stream of the RVAWC grants program were not engaged in these Community of Practice workshops. This was described by stakeholders as a 'missed opportunity' that disallowed lateral networking between mainstream and Koori organisations (State government representative personal communication 2014).

Regional partnerships

In adopting centralised responsibility for crime prevention (in order to serve the portfolio responsibilities of the Minister for Crime Prevention), the DOJ has mainstreamed crime prevention coordination responsibilities across the Department.

Each of the eight regional areas in Victoria have been directed to develop regional partnerships, particularly pertaining to influencing a crime prevention and community safety perspective; promoting sharing of information, data, intelligence, partnerships, identification of priorities, emerging issues and promoting coordinated action. It is understood that most districts do this through local Regional Crime Prevention Reference Groups (RCPRGs), which are attended by key stakeholder agencies in each region. Districts also prepare regional strategies and regularly liaise with the CCPU on matters of priority through regular networking meetings and other communications.

All reviewed evidence points to a strong partnership effect from both the CCPP grants programs and the GRP. Many stakeholders see this as supplemental and supportive of partnership efforts already underway at a local level.

However, several stakeholders commented very positively on the crime prevention coordination efforts now underway through the RCPRGs and it is sufficient to note that the process has been working well in at least some of the regions. Stakeholders noted that DOJ has stepped in to a void, with police and local community group liaison previously happening at only a local level, if at all. The RCPRGs have enabled regular exchange of information and for local and regional crime prevention efforts to be better coordinated and targeted.

For example, one local government noted that they have regular contact with their local DOJ representatives and jointly coordinate and align activities in response to current and emerging issues. The LGA concerned operates a local Crime Prevention Committee, chaired by the Mayor and attended by the police officer in charge and local community groups. This group communicates and collaborates with the RCPRG on a regular basis and both structures reflect the other through strategic and operational plans (Local government representative personal communication 2014).

It is clear that the Regional Directors and the RCPRGs are central to the successful operation of the RVAWC grants program. This is because the RVAWC is designed to operate as a regional or sub-regional program and so the infrastructure provided by the Regional Directors and RCPRGs is critical to their effectiveness. Representatives from all of the RVAWC-funded initiatives who were interviewed remarked on the importance of this infrastructure and the support that it provided. For example, one RVAWC program representative commented:

> [In particular the program] has helped capacity considerably in terms of partners, equity and as an explanatory vehicle leading to an overall baseline improvements. [Furthermore] inter-sectoral collaboration [has driven] work in the regional partnership leading to more positive regional interactions (Grant recipient personal communication 2014).

This was a view reinforced by a central office representative from a department outside of DOJ. They described the RVAWC grants program as a 'well-conceived initiative' that effectively 'built on current practice and that which had been developed over many previous years' of work. The regional infrastructure was identified as critical to the program's ongoing effectiveness (State government representative personal communication 2014).

Key outcomes

It is very clear from the data collected to inform this evaluation that those who have been grant recipients feel quite strongly that there has been a general increase in community participation in local crime prevention. While there is a realistic assessment of the size and extent of this increase in community engagement, there is also a consistent acknowledgement that without the support and encouragement of the CCPU, these increases would not have been as great or, in some cases, possible at all.

One simple example of this was the way that several community groups and key stakeholders who were interviewed reported that even when the grants provided were quite small (eg $500), the simple fact that these funds were received led to greater community engagement and participation. Several reasons were offered for why this occurred, but one of the most significant was that receiving funding from a body as important as the DOJ led to the local community organisation being elevated in the community's eyes in terms of legitimacy and recognition. This, in turn, led other groups within the community to decide to engage with the funded group and participate in the funded project.

This simple mechanism of committing funds to an organisation also worked to promote and improve key stakeholder collaboration. Both small and large organisations reported that simply being involved in the funding program acted as a facilitator for promoting wider stakeholder engagement. In the case of local government, this was both an internal and external facilitation

process such that internally, other parts of council would now engage with the community safety agenda and externally, other agencies such as police would more actively collaborate.

The available data makes it difficult to identify specific benefits that have been delivered through the development of improved stakeholder collaboration processes. Notwithstanding this, most interviewees argued that the funding had provided a platform for the development of ongoing collaborations and communication. This was particularly the case for larger organisations or projects such as local government and the RVAWC funded projects, although some local community organisations also gave examples of follow-up initiatives that had been undertaken with the wider community and other collaborators after the CCPP funding had ceased.

However, while the CCPU and the Minister for Crime Prevention were widely lauded for their leadership roles in promoting crime prevention action, it was also apparent that much of the benefits were directly associated with the delivery of the funded project. Respondents acknowledged that once those funds were expended there was a significant risk that the momentum for continued collaboration would be significantly reduced, particularly in communities that did not have a local community or regional crime prevention and community safety strategy to provide framework for ongoing local community safety action. This situation is exacerbated by two closely associated factors. First, most of the improvements in collaboration and engagement were the result of delivering the specific project and, as such, were vertical rather than horizontal. Second, by its very nature, a competitive grant environment will tend to limit the willingness of potential competitors for future funding to collaborate outside the environment of a specific project. This is a perverse impact of grant funding programs that is not unique to the community safety sector and the problem has been long recognised (Homel et al. 2004).

Conclusion

The intention of this evaluation of the CCPP has been to provide an analytical framework to assist future Victorian Government decisions on the direction and possible investment in crime prevention at the state level. To do this, the evaluation has addressed three main questions:

• the extent that the CCPP has achieved its objectives and contributed to the main aim of increasing the capacity of communities to deliver local solutions to crime;

• the extent to which the underlying logic of the program is appropriate to contribute to the overall goal to reduce the impact of criminal behaviour in Victoria; and

• the process efficacy by which the CCPU implements the CCPP.

To answer these questions, the AIC used a mixed methods approach, which combined the analysis of administrative and project data, survey analysis and stakeholder consultations. Ongoing discussions have also been undertaken with members of the CCPU. At the same time, comparisons have been made with the design, operation and management of similar community crime prevention programs, past and present, as well as a consideration of international good practice principles for community crime prevention available through a variety of sources including the United Nations Office on Drugs and Crime (UNODC) and the ICPC—a UN affiliated specialist non-government organisation.

Through these methods, the AIC has been able to develop a comprehensive picture of the operation of the CCPP. The full details of this picture have been described in the preceding sections. This picture shows the CCPP is a complex program of closely linked but distinct activities, each of which is soundly based in theory and good practice for the most part. It also shows a program of many parts that are at different levels of program maturity, although this is complex in practice.

For example, the GPRS including the GGP and GRP are quite mature activities, as they have a longer operational history that has allowed for the development of highly efficient delivery processes and management systems. At the same time, while the RVAWC program is a relatively recent component of the CCPP, it too can be described as relatively mature but for other reasons. This is because the RVAWC program has been carefully built to leverage the experience and systems developed by predecessor programs in this area, particularly those previously managed by the VicHealth. Conversely, the CSF and the PSIF programs were more recent initiatives of the CCPP and as such, have been required to undergo a rapid maturation process.

While the CCPP may be viewed from an external perspective as a single program, in practice it is a series of linked activities with shared high-level objectives and a series of separate activity-specific objectives. This point was reinforced during stakeholder interviews in which it was found that few expressed a view of the CCPP as a single coherent program. Instead they tended to be aware of only the component of the program that was of direct concern to them, namely the grants program through which their funding was derived.

This failure to recognise a multi-strand initiative as really being the component parts of a single higher-level program is not unusual, even when the program is presented and promoted as

being a coherent strategic program. For example, the UK's Crime Reduction Programme (CRP) from the late 1990s was developed as a single strategic program with five key themes and 20 sub-themes within which program initiatives were clustered. However, a review of the implementation of the CRP found that very few people, including some of those in the central agency responsible for coordinating its implementation, could adequately describe it as a single program (Nutley & Homel 2006).

Program efficacy

The AIC found the CCPP to be the most efficient community crime prevention grants program that it has ever reviewed. This conclusion is based on a comparison of the performance of the CCPP with similarly targeted grants programs that were funded by the Commonwealth Government and were also evaluated by the AIC (Homel et al. 2007; Willis & Fuller 2012).

In terms of the efficiency of grant application processing, the CCPU showed consistent and in some cases, quite large improvement on key indicators, such as the average days between application closing date (up to 400%) and notification of successful applicants; and time between despatch of a funding agreement and project execution over the three funding rounds examined. These efficiency improvements appear to have been delivered without major changes in the staffing numbers available to process the applications and in the face of some changes to the information required between rounds.

It was also clear that the implementation of the grants program was very consistent with the key principles and processes outlined in the ANAO (2013) guidelines of robust planning and design, collaboration, proportionality, achieving value for money, having an outcome orientation and good governance, accountability, and transparency with underlying high levels of probity.

However, what was most noteworthy was the near universal acclamation by interviewees of the CCPP grants funding process as the easiest and most efficient application and grant management process that they had ever experienced. This praise came from all sectors including program partners, community organisations and local government, and included those with significant experience with other grant providers.

These positive comments also extended to the approach taken by the CCPU to managing project evaluation and grant acquittal/accountability processes. In particular, it was noted by many stakeholders and survey respondents that these evaluation/accountability requirements appeared to be well aligned to the scale and nature of the grant involved. For example, respondents appreciated that larger grants such as the RVAWC and PSIF grant programs, in terms of both dollar amounts and scale, were required to adopt a more extensive and rigorous approach to reporting) than that required of small grant holders through the CSF and GGP programs. This realistic approach to reporting was seen as a reflection of the respect that the CCPU held for the professionalism and skill of grant recipients.

Other important factors in respondents' generally positive view of the program's efficiency appear to be the Community Consultative Forums held to inform potential applicants about the availability of grants and program priorities, as well as the material available on the community crime prevention website. The website provided guidance for potential applicants, together with examples of successful applications. However, one respondent did note that this information appeared to be skewed towards supporting those applying for the larger grants. Nevertheless, the value of the website and forums was also reflected in the extent to which applicants took advantage of available evidence to support their applications. This was a process the CCPU actively promoted and it appears to have been quite well received and utilised by applicants, relative to what has been experienced in other programs (see Homel et al. 2007).

The AIC also identified important cost efficiencies within specific funding streams such as the relatively low costs associated with the graffiti clean-up programs and the relative efficiencies to be found within the offender reparation scheme (see *Evaluation of the Victorian Graffiti Prevention and Removal Strategy Final Report)*.

One of the other less frequently discussed aspects of the CCPP's efficiency, but one that was very obvious to the AIC evaluation team, was the high quality and accessibility of program administrative data. The most public aspect of this was the *SmartyGrants* application process; something that was positively commented on by many respondents. However, the *SmartyGrants* process was just one aspect of what the evaluation team found to be a well-managed and accessible data and administration system. While some gaps and inefficiencies were identified (eg the method for measuring offender reparation inputs to the GRP), the overall quality of the underlying administrative system undoubtedly contributed to the efficient processing and management of the grants to a significant degree.

Appropriateness of underlying program logic

In designing the evaluation plan for this project, the AIC devised a program logic model describing the CCPP (see Figure 7). This program logic model outlines the key activities undertaken as part of the CCPP and the relationship between these activities and the hierarchy of short, intermediate and long-term outcomes.

The evaluation identified specific measures for assessing these outcomes and these have been outlined in some detail in the earlier sections. As has also been noted, the capacity of this evaluation to measure some of these indicators has been variable, which has meant that not all of these outcomes have been able to be adequately assessed. A major contributing factor here has been the absence of some of the important project evaluation reports, often because significant projects such as those funded through the RVAWC program are still in their implementation phase and therefore have not yet reported on outcomes. In spite of this, many outcomes have been assessed.

For example, the evidence suggests that communities in high-crime areas have received additional resources to implement local crime solutions. The AIC's examination of a sample of CCPP-sponsored interventions also showed that around half of the sample made extensive use of good practice evidence for effective crime prevention in the preparation of their projects. However, it was not possible to determine if the use of good practice evidence increased over time and this will require more time to determine.

There is also evidence that community member involvement and interagency collaboration had increased, at least on a project-by-project basis. However, there were some indications from the interviews that this increase may have dissipated to some extent once some projects were completed or funding wound down. This issue is frequently framed in terms of the sustainability of effort and effect once a project has been completed and is a widespread challenge associated with grant funding models. For this reason, many community program grant managers will seek to set in place specific sustainability strategies or even require evidence of such strategies from grant applicants as a condition of funding.

Again, the way the CCPU handled this challenge varied depending on the funding stream. For example, for the CSF and GGP programs, there was no requirement that recipients provide evidence of sustainability strategies in their final acquittal reports. For the PSIF programs, there was the requirement that recipients discuss 'lessons learned' in their final evaluation reports (DOJ 2013b). While not specifically related to sustainability, this requirement is more forward looking than the smaller grants programs. Conversely, because the RVAWC projects were contractually obliged to be evaluated independently, within the interim evaluation reports they

necessarily included information about ways forward and strategies for continued success. Furthermore, they all had sustainability activities built into the project plans, particularly at Year 3.
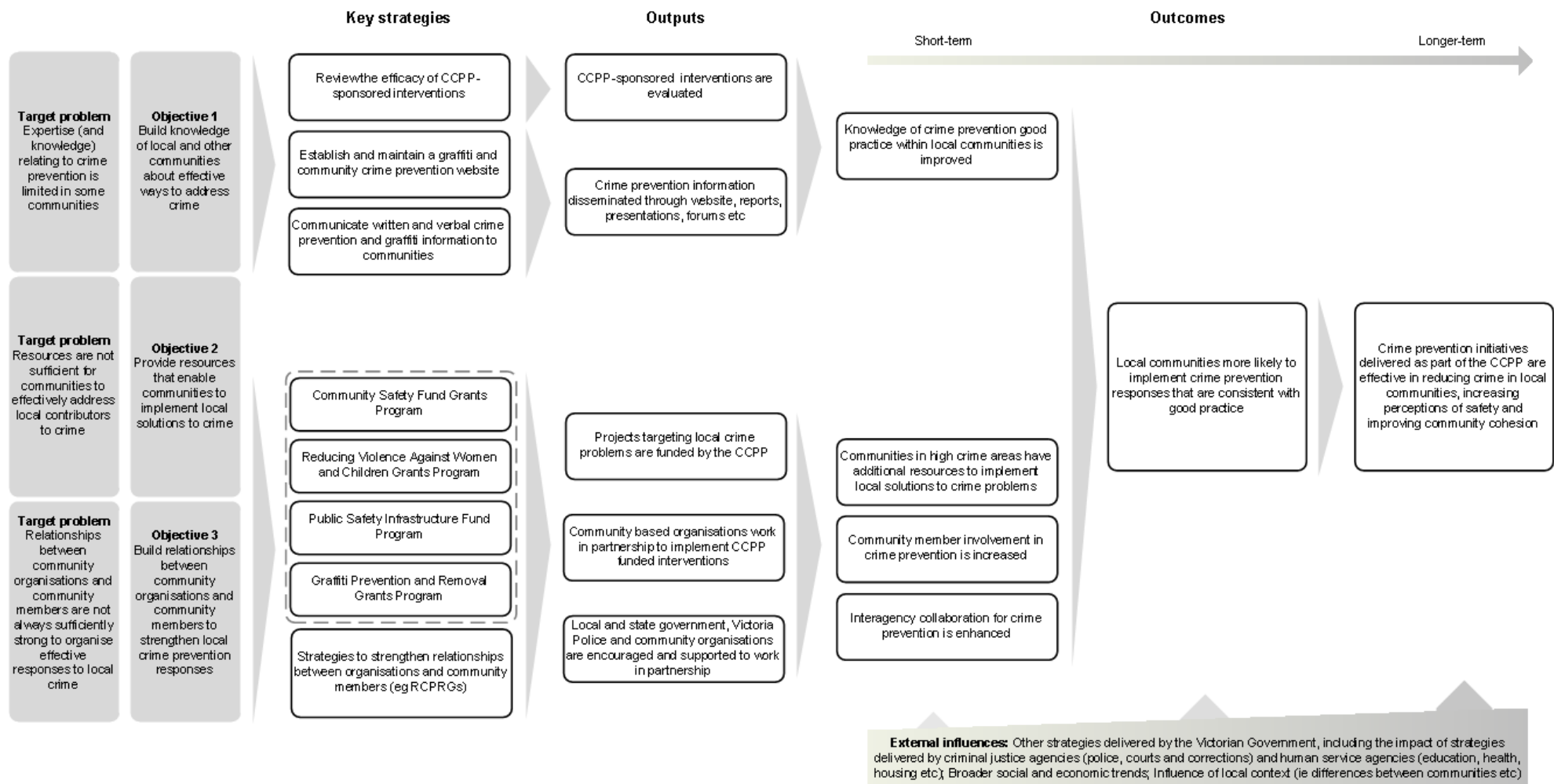
While it does not appear to be an explicit condition of funding for recipients to identify strategies for sustainability, it is noteworthy that grant recipients reported (in interviews and survey comments) that the funded activities often encouraged further crime prevention activity in their local areas. As the immediate project wound down, other activities were just beginning and often further funding was secured through local government internal budgets, in-kind donors and/or private benefactors. This is a step towards sustainability; however, must be viewed as a positive byproduct of the CCPP-funded activities rather than a requirement of it. Nonetheless, it is an intentional byproduct and part of the overall strategy.

However, the evaluation has also identified the potential for the RCPRGs to become effective vehicles for strengthening the ongoing community and partner engagement and building longer term sustainability. This is particularly true for larger organisations such as local government authorities and the regional services such as the RVAWC and Koori programs. As has been explained elsewhere (Homel 2006), crime prevention programs like the CCPP that are centrally driven and locally delivered need to use an articulated governance process that enables smooth and consistent information flows between the central agency. The program delivery teams, Regional Directors and the RCPRGs are important mechanisms for facilitating this process.

Reflecting on the overall program logic for the CCPP, it is important not to overlook the external influences that were identified for the model shown in Figure 7. Each of these other vectors needs to be factored into the analysis of the CCPP's capacity to contribute to the overall goal to reduce the impact of criminal behaviour in Victoria. It is essential to recognise that the CCPP is not the only crime prevention activity impacting on the crime rates in Victoria. This is evidenced by the range of other players, stakeholders and programs identified in the recent Community Crime Prevention Framework (DOJ 2014). The action of implementing this wider strategic agenda can be expected to generate a wide range of outputs and outcomes that should improve community safety and prevent crime. The CCPP's grants program is only one measure being undertaken through that Framework and as has been noted elsewhere (see Homel et al. 2007, 2004; Morgan & Homel 2011; Cherney & Sutton 2007), there are clear limits to the capacity of grants programs to deliver sustained outcomes by themselves. So while the AIC was able to identify local impacts from individual projects, the likely wider impacts were less obvious because they were effectively beyond the scope of this evaluation.

However, it was noteworthy that there is emerging evidence of more extensive impacts for larger and longer term initiatives such as the RVAWC funded projects that were designed to run for longer periods and operate with a regional reach.

Figure 7 Program logic model describing the CCPP

Key strategies | **Outputs** | **Outcomes**

Short-term → Longer-term

Target problem
Expertise (and knowledge) relating to crime prevention is limited in some communities

Objective 1
Build knowledge of local and other communities about effective ways to address crime

- Review the efficacy of CCPP-sponsored interventions
- Establish and maintain a graffiti and community crime prevention website
- Communicate written and verbal crime prevention and graffiti information to communities

Outputs:
- CCPP-sponsored interventions are evaluated
- Crime prevention information disseminated through website, reports, presentations, forums etc

Outcome: Knowledge of crime prevention good practice within local communities is improved

Target problem
Resources are not sufficient for communities to effectively address local contributors to crime

Objective 2
Provide resources that enable communities to implement local solutions to crime

Target problem
Relationships between community organisations and community members are not always sufficiently strong to organise effective responses to local crime

Objective 3
Build relationships between community organisations and community members to strengthen local crime prevention responses

Key strategies:
- Community Safety Fund Grants Program
- Reducing Violence Against Women and Children Grants Program
- Public Safety Infrastructure Fund Program
- Graffiti Prevention and Removal Grants Program
- Strategies to strengthen relationships between organisations and community members (eg RCPRGs)

Outputs:
- Projects targeting local crime problems are funded by the CCPP
- Community based organisations work in partnership to implement CCPP funded interventions
- Local and state government, Victoria Police and community organisations are encouraged and supported to work in partnership

Outcomes:
- Communities in high crime areas have additional resources to implement local solutions to crime problems
- Community member involvement in crime prevention is increased
- Interagency collaboration for crime prevention is enhanced

- Local communities more likely to implement crime prevention responses that are consistent with good practice

- Crime prevention initiatives delivered as part of the CCPP are effective in reducing crime in local communities, increasing perceptions of safety and improving community cohesion

External influences: Other strategies delivered by the Victorian Government, including the impact of strategies delivered by criminal justice agencies (police, courts and corrections) and human service agencies (education, health, housing etc); Broader social and economic trends; Influence of local context (ie differences between communities etc)

Improving community capacity

A number of survey and interview respondents remarked that they may have undertaken the CCPP-funded crime prevention project even if they had not received the funding. However, it was made clear that without the support of the CCPP these activities could not have been done as well or as effectively. This observation came from respondents who had received very modest funding of only hundreds of dollars for short projects through to those who received hundreds of thousands of dollars for long-term projects through the various funding streams.

Some of the added value to their work was largely intangible and difficult to quantify. For example, a number reported that receiving the grant from the DOJ led to an increased status for their crime prevention work in the eyes of colleagues, community members, agencies (particularly police), as well as other sections of their own workplace, in the case of groups such as local government. Many also remarked that they had extended their partnership networks in ways that they do not foresee achieving without the facilitating value of the CCPP grant.

Each of these factors supports the assertion that the CCPP has to some extent and in varying ways contributed to the community's capacity to deliver local solutions to crime. Furthermore, numerous stakeholders and survey respondents commented that the funding provided through the CCPP had enable them to leverage additional resources, both financial and organisational, to extend the scope and reach of their original project.

Also there was clear evidence that grant recipients were seeking to access evidence about good practice for community crime prevention, either directly or through others in their networks already familiar with some of the most relevant material. The community crime prevention website was frequently cited as a real or potential source of material that could increase their capacity to design and deliver high-quality projects.

Comparisons of the findings from the surveys of Victorian local government crime prevention activity in 2011 and the survey for this evaluation showed that there was an increasing self-reliance by local government for setting their own strategic directions and program priorities. Rather than being a negative finding, this is precisely the sort of partnership capacity building that the CCPP was set up to promote as a way of achieving improved crime outcomes locally.

However, only longer term follow up will establish the full extent to which community capacity to prevent and reduce crime has been enhanced through the CCPP. But it is clear from this review that the overall approach of the CCPP is supporting the further development of capacity and good practice.

Overall performance relative to international good practice principles

One of the most important findings of the AIC's evaluation of the CCPP is that it is clearly an effective and efficient program both in terms of its current and potential capacity to deliver sustainable crime prevention and community safety outcomes for Victorian communities as well as its performance as a good practice grants administration program. To be assessed as so clearly effective and efficient on both administrative and outcome criteria is not common and in terms of the AIC's experience in evaluating similar programs over many years both in Australia and international, it is unique.

In terms of its crime prevention and community safety performance, the CCPP satisfied the three key characteristics identified by the ICPC (2008) as essential for achieving safe and sustainable communities. These were:

1. The use of a comprehensive approach [to community safety] based on a detailed analysis of factors influencing crime and victimisation, including social, economic, environmental and institutional factors;

2. The engagement of key stakeholders at the local level; and

3. The importance of clear and consistent leadership. (ICPC 2008: 211)

The evaluation demonstrates that the CCPP scores well on these factors, particularly when it comes to engagement of stakeholders at the local level and the provision of clear and consistent leadership. There is also clear evidence of the application of a comprehensive approach to community safety in terms of the factors the ICPC have identified.

It is particularly noteworthy that a number of respondents also remarked how much they valued the highly visible and active role that the Minister for Crime Prevention played in supporting the program locally and at the central level. They described how this level of political support provided an important fillip to the task of establishing the importance of local crime prevention action among stakeholders. This precisely reflects the type of role that is articulated in the first of the eight UN Guidelines for Crime Prevention (ECOSOC 2002); that is, *government leadership at all levels to create and maintain an institutional framework for effective crime prevention*.

This evaluation has also disclosed evidence that demonstrates that the CCPP also scores favourably in relation to the remaining UN Guidelines for Crime Prevention, recognising of course that some of these have greater and lesser relevance at the level of a state jurisdiction such as Victoria (eg the relationship to international organised crime, which is largely a national level responsibility). The recent release of the Community Crime Prevention Framework (DOJ 2014) also means that the program is now embedded within a coherent good practice strategic framework, another important criterion for effective and sustainable crime prevention work outlined in the UN Guidelines.

When the CCPP is viewed from a program fidelity and performance effectiveness perspective as a functioning crime prevention and community safety initiative, this evaluation also demonstrates that the CCPP has performed well in relation to the five principles of good governance for effective partnership, articulated by Edgar, Marshall and Bassett (2006) and summarised in Table 2.

Central to the key themes that crosses each of these principles for effective partnerships is transparency and accountability. One of the consistent messages that respondents provided to the AIC researchers was that the CCPP and the staff of the CCPU in particular were responsive and receptive to advice and comments from stakeholders, and that an open and transparent environment had been created. Within this environment, accountability requirements were perceived to be reasonable and appropriate and there was clarity of purpose and a sense of engagement. These are the key requirements for the creation of positive partnerships and sustainable engagement and suggest that the CCPP is a well-framed and appropriate initiative that, subject to a number of potential improvements and refinements, does indeed have the capacity to enhance the opportunity for creating a safer community in Victoria.

The evaluation also shows that the CCPU has also operated with a high level of compliance with the Australian National Audit Office's guidelines for the administration of public grant funds (ANAO 2013). There is clear evidence of the application a robust planning and design process underpinning the administration of the grants process in an efficient, effective, economical and ethical manner. This was recognised and acknowledged almost universally by stakeholders and grant recipients through the data collected for the evaluation, as well as by usually highly critical external observers such as the GNV. Also, as already observed in numerous places in this report, the levels of collaboration cooperation between the CCPU and various partners and

grant recipients were of a very high level. This in turn led to excellent levels of responsiveness from the CCPU it terms of ongoing communication and review of its processes aimed to improve effectiveness and efficiency, a practice that was frequently acknowledged by stakeholders and grant recipients as exceptional when compared with other funding agencies they had experience with.

The CCPU's commitment to adopting a proportionally appropriate approach to the design and delivery of the CCPP was evidenced by the different levels of detail required from different grant streams according to the value of the grants and their associated complexity. This was also evident in the graduated requirements for evaluation both in terms of the being relative to the complexity and scale of the project being funded and the extent to which there was already an existing evidence base for the likely impact and performance of specific interventions. For example, there is a great deal known about the efficacy of target hardening interventions, so rather than focusing on an outcome evaluation for these initiatives, the CCPU emphasised program fidelity and accountability, which was the most appropriate approach according to the availability evaluation literature.

There was also evidence of good outcomes orientation for the program with stakeholders and grant recipients reporting that the initiatives were generally well integrated with other government priorities and objectives. This was also evident in the AIC's analysis of the sample of funded projects. The clear improvement in the cost-efficiency of the administration of the CCPP over the life of the program was good evidence of an effective approach to the achieving of value for public money. The consistently positive arc in the improvements in the time between receiving, assessing and delivering grant funds clearly suggests that should the CCPP continue to be funded it is likely to also continue to deliver improvements in the realisation of levels of efficiency.

Stakeholders and grant recipients consistently remarked upon the governance, probity, transparency and accountability standards of the CCPU's operations as a grant management program. Furthermore, the AIC's own observation of the openness and accessibility of the CCPU's data and information systems emphasised that the CCPP is a very sophisticated and modern grant program operating with a clear understanding of how to implement and maintain good governance and management principles.

Ways forward

The evaluation of the Victorian CCPP was not designed to generate a specific set of detailed recommendations. However, a number of the findings do suggest some options for general directions and ways forward for consideration by the state government, should it decide to continue with the CCPP into the future.

One of these relates to a consistent request from grant recipients and other key stakeholders for access to an expanded and ongoing program of professional education and practical skills training in crime prevention good practice. The CCPU already provides some access to this type of education and training through the community crime prevention website and through its Community of Practice workshops and/or grant forums. The CCPU's current primary objective for these resources is to improve the quality of grant applications. The feedback provided from respondents was that while these resources are very much appreciated in their current form, the website would be more valuable if it were extended to become a more general resource for providing ongoing professional education and information. Further, the Community of Practice workshops would benefit from becoming an ongoing program that focused on skills development.

Related to the themes about ongoing education and training was a request for assistance in developing an ongoing system for professional networking between crime professional practitioners. This is a frequent request from those involved in the delivery of crime prevention services, particularly when these programs are being delivered at the local community level and funded through competitive grant processes (Anderson 2014). To some extent, groups such as those involved in local government are already doing this through mechanisms such as the LGPRO Special Interest Group on community safety and crime prevention. However, it was clear to the AIC researchers that many others such as local community organisations did not have access to the resources needed to establish such networks and that support from the CCPP would be needed to facilitate access to either an existing network or to sponsor the establishment of such a mechanism.

The value to the CCPP in facilitating such a networking system could potentially be significant, as it could also contribute to addressing another problem that this evaluation has identified. This is the tendency of partnership formation to occur in a very narrow fashion and in a vertical way. Evidence around good practice for building and sustaining effective partnerships at the community level recognises that it is important that these partnerships be based on lateral connections as well as vertical ones (Edgar, Marshall & Bassett 2006). The evaluation has observed that these lateral or horizontal relationships have not managed to take root within some of the smaller value grant streams while in others such as the RVAWC and the graffiti programs, they have. To a large extent, this is indeed a function of size of the grant as well as how long the project runs for. So the large and long-term projects such as the RVAWC and GRP are more likely to have both a core infrastructure from which to effectively build these relationships and the time to develop the relationships in a sustainable way while the smaller projects lack both. Accordingly the CCPU may wish leverage the experience to be derived from the larger programs to consider developing some strategies for enhancing the capacity of the

smaller programs to address the challenge of developing sustainable long-term partnerships and collaborations.

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Appendix A: Evaluation of the Graffiti Prevention and Removal Strategy

Prepared by David Wray (Consultant to the AIC)

This section of the report assesses the objectives specific to the Graffiti Prevention and Removal Strategy (GPRS). The GPRS is managed as part of the overall CCPP, although it is funded through a distinct budget allocation. This supplementary report contains information specific to the GPRS and the associated programs and should be read in conjunction with the discussion around resource provision, partnership working and capacity building in the *main report above.*

Graffiti prevention and removal across Victoria occurs in part via two State government funded programs. The first is via the Graffiti Grants Program (GGP), which establishes funding partnerships with local government and community groups to deliver locally designed and delivered projects. This program is funded through budget allocation of $1.4m over a four year period (between 2010/11 and 2014/15).

The second is through the Community Correctional Services Graffiti Removal Program (GRP), which is designed to complement the work carried out by the grants and contributes to the overall state government graffiti clean-up strategy. The GRP operates across Victoria and is funded through a budget allocation of $6.5m over a four year period (between 2010–11 and 2014–15).

Research questions

This component of the evaluation involves an assessment of the efficiency and effectiveness of the GPRS. The following research questions are addressed:

- What is the evidence of the progress of the GPRS towards achieving its stated objectives and expected outcomes, including:
  - reducing the amount of graffiti in high incidence areas;
  - improving the visual amenity of communities;
  - improving public perceptions of safety; and
  - enabling offenders to make reparation to the community for their crimes?
- What is the evidence of the continued need for the GPRS at this time and role for government in delivering this program?
- Has the GPRS been delivered within its scope, budget and expected timeframe?
- Has the GPRS been developed and implemented in a way that has ensured maximum possible appropriateness, efficiency (and economy) and effectiveness (within the limits of available resources and capacities)?

Evaluation methodology

Some aspects of the evaluation of the GPRS, particularly as they relate to the administration and operation of the program, have been assessed through the evaluation of the overall CCPP (see *Evaluation Methodology* in the main report above). However, additional data was also collected in order to assess whether the GPRS has been successful in achieving its stated objectives. Research methods specific to the GPRS evaluation are described briefly below. This part of the research also obtained ethical clearance through the AIC's HREC.

Objective 1: Reduce the amount of graffiti in high-incident areas

The AIC assessed whether there has been a reduction in the amount of graffiti in high-incident areas. This involved:

- Measuring the amount of graffiti removed as part of the GRP. This relied on an analysis of administrative data provided by the CCPU, including surface area cleaned, number of locations cleaned and the volume of cleaning liquid or paint used.
- Extracting information on the amount of graffiti removed as part of CCPP-sponsored interventions funded as part of the GGP and conducted as part of the overall CCPP evaluation.
- Investigating the incidence of repeat vandalism in urban art sites. Urban art is frequently funded through the GGP as a preventative activity for high-incident locations.
- Investigating the effectiveness of a school-based education initiative that has been funded as part of the GGP. This involved assessing the initiative for evidence of changing attitudes and behaviours towards graffiti, and a desktop review of similar program evaluations that have been conducted elsewhere.

Objective 2: Improve the visual amenity of communities

The AIC assessed whether the reduction in graffiti has improved the overall visual amenity of communities, particularly those with a high incidence of graffiti. This involved:

- Reviewing CCPP-sponsored interventions funded as part of the GGP for evidence of improved visual amenity of communities.
- Seeking feedback from key stakeholders through interviews and an online survey of local governments on the perceived visual amenity of areas identified as having a high incidence of graffiti (at some point during the GPRS).
- Investigating the effect of urban art on visual amenity and repeat vandalism by reviewing project data and through specific investigation in interviews with key stakeholders.

Objective 3: Improve public perceptions of safety

Measuring the performance of the GPRS with regards to improved public perceptions of safety relied primarily on the review of CCPP-sponsored interventions funded as part of the GGP. Specifically, this involved reviewing project evaluations for evidence of an impact on public perceptions of safety. This was supplemented by interviews with relevant stakeholders and the inclusion of specific questions as part of the online survey of local governments.

Objective 4: Enable offenders to make reparation to the community for their crimes

The AIC also examined whether the GRP has enabled offenders to make reparation to the community for their crimes. This involved:

- Analysing administrative data provided by the CCPU to determine the number of offenders who have participated in the GRP and whether there have been any fluctuations over time and the proportion of hours dedicated to cleaning up graffiti.

- Assessing the aggregate cost–savings attributable to the GRP, compared with the costs of alternative removal methods.

- Specifically comparing graffiti removal cost data for similar locations. That is, the operation of the GRP in a specific locale compared to the exclusive use of paid staff or contractors in the same locale.

- A comparison of aggregate GRP clean-up costs with the costs incurred by staff or contractors for similar asset types.

- The perceived value (financial or otherwise) of the work undertaken by offenders to clean up graffiti, beyond the immediate savings in terms of graffiti removal costs. This was based on interviews with key stakeholders and explored whether stakeholders believe the GRP provides reparation to the broader community.

Methodological considerations

There were some considerations that were taken into account when designing the research methodology to inform the evaluation of the GPRS. These include:

- Unavailability of directly comparable cost data for graffiti removal programs. There is not a single clean-up program that removes graffiti in exactly the same way or under the exact same conditions as the offender based GRP. Cost data varies across a range of extraneous variables thereby inhibiting the capacity to directly compare the cost–benefit of these interventions. These variables include:
  - asset types (eg removal from limestone versus a metal fence);
  - location (eg removal from a busy freeway versus a suburban street);
  - removal method (eg paint-over versus chemical versus high-pressure water);
  - different providers (eg internal staff versus contractors versus volunteers); and
  - conditions for removal (eg working at heights versus ground level).

- Aggregate data across multiple sources has been used to develop a more comparable cost average (eg the clean-up data held for train stations alone may not be directly comparable to sites on the rail network cleaned by the GRP).

- Limited data around urban art initiatives funded through the GGP. The AIC was unable to locate a directly comparable asset type for use as a control in assessing the outcomes of urban art initiatives. The methodology as originally proposed was compromised by an inability to find two or more identical assets to which (1) urban art had been applied; and (2) had not been applied, in order to directly compare results over time. The analysis was further limited by no project having collected pre-test data, other than at a superficial level, with which to compare time-series outcomes. While assets targeted for urban art interventions were generally badly tagged and highly visible, asset owners either did not previously clean, conducted only sporadic cleaning or did not keep records at all.

- While the GRP kept quite robust, longitudinal data the analysis of this data was restricted by the data available on the broader Community Correctional Service Program. For example, the broader program does not identify discrete numbers of individuals, forcing the GRP to instead use a proxy of eight hours per day of work performed as a measure of numbers. As an individual offender may work less than eight hours, for various reasons (such as going home sick) the proxy measure is prone to significant variation. Similarly, a single individual attending for three days may be counted as three individuals using the existing methodology.

Key findings from the evaluation of the GPRS

Objective 1: Reduction of graffiti in high incidence areas

The first specific objective of the GPRS is to reduce the amount of graffiti in high incidence areas. Both key mechanisms, namely the GGP and the GRP, contribute to achieving this objective.

A key problem in assessing the level of impact of the GPRS on levels of graffiti has been the lack of reporting and recording relating to graffiti damage. Methods for reporting and recording graffiti vary significantly on a local jurisdictional basis, with many local governments relying on police statistics that are heavily underreported and unreliable. Of those local governments interviewed who collect data, a small minority operated phone reporting lines for the purposes of identifying clean-up locations and the majority relied on local government staff or contractor reports of clean-up activity only.

As a result, graffiti targeted for clean-up or other forms of preventative action (including installation of murals or anti-graffiti technologies) may have been in-situ for a considerable time prior to the GGP or GRP intervention, possibly months and even years. This means that any change in the incidence of graffiti vandalism cannot be readily assessed.

In those few communities that have kept consistent time-series records, there is no evidence of an overall decline in the amount of graffiti either reported or cleaned. Many stakeholders who were interviewed also acknowledged this, noting that graffiti may have been largely unmanaged by successive administrations and often has accumulated on walls over many years.

This is further complicated by the problems inherent in having multiple asset-owners in a local area, often within close proximity. For example, there may be a traffic signal box, pedestrian underpass, overhead traffic bridge, phone pole, power sub-station, privately owned fence, bridge wall and public transport facility at an intersection, all within a few metres of each other. Different parties own each asset and each owner will tend to have very different clean-up practices. This can result in some assets being cleaned, while other directly adjacent assets remain heavily damaged.

One local government observed that an area they had targeted for intensive clean-up was now completely clean of graffiti other than all power poles down the street, which were the responsibility of another agency. Many stakeholders commented on the poor maintenance of assets along the public transport corridors and some major road corridors, which a very large number of residents and visitors see on their daily commute. This can also be a problem with private residences and commercial building owners or landlords who may refuse to clean graffiti despite the preparedness of lessees to participate. In this regard, it is worth noting that some local governments have recently introduced or are considering bylaws threatening fines for non-compliant asset owners.

Clean-up activities for the most part appeared to be only occasional, with some local governments employing internal staff to remove graffiti, while most had contracts with private graffiti clean-up providers. As a result, there is a significant variation in clean-up standards between local governments. In the case of external contractors, while there is often a two or three day turnaround expected from point of authorisation to clean, it was noted by some local governments that the point of authorisation for their graffiti removal activities could be between two and four weeks from receiving an initial report.

As noted earlier, while accepted as standard practice in many jurisdictions, evaluations of rapid removal conducted in isolation of other prevention strategies are inconclusive (Morgan et al. 2012). For example, in Western Australia a Premier's Circular instructs all state government asset owners to clean graffiti within 48 hours of receiving an initial report, or within 24 hours if it

is deemed offensive (Barnett 2011). While agencies vary in their ability to meet these standards, within that jurisdiction there is at least a key performance standard for rapid removal (Barnett 2011).

This is not the case within Victoria, where graffiti removal standards are locally driven and are typically much longer than a week. However, in this context the GRP meets or exceeds current Victorian rapid removal standards. Once a target location has been adopted by the local team, it is cleaned on a regular basis. In most cases, the site is initially attended weekly or bi-weekly, and over a few weeks visits can be reduced to fortnightly or monthly as the volume and frequency of incidents decrease.

Feedback from interviews with key stakeholders and survey results overwhelmingly suggest that DOJ activities have reduced graffiti in targeted locations. At the same time, interviewed stakeholders acknowledged that available resources inevitably restrict funded activities to targeted areas and note that the overall impact in many communities, when seen as a whole, is possibly negligible.

Sites for the GRP are locally determined, with partner LGAs demonstrating both a willingness and preparedness to coordinate in close liaison with the DOJ's program managers. Usually local government employees nominate sites on the basis of reported vandalism, public access or visibility, observation from rangers and its proposed operation alongside existing grant-funded activities. For the reasons stated earlier, it is difficult to determine whether these sites are necessarily higher volume than other sites. However, local stakeholders nominate the sites using a range of criteria including whether the site has a high volume of graffiti. High volume pedestrian usage was also identified as a key criteria used to identify priority sites. For example, many sites are key access points such as laneways and car parks around community hubs and shopping precincts.

Priority sites are subsequently cleaned on a regular rotation, varying from weekly or even bi-weekly for intensive periods, to monthly as required. Interviewed stakeholders commented that the regularity of clean-up activities is comforting to local residents and business owners, as they know immediately that the site will be cleaned within a short timeframe.

There are some restrictions on what sites can be cleaned. For example, the teams are not able to access many of the high-commuter train and freeway routes due to occupational health and safety issues. Teams also do not work at heights or remove graffiti from various substrates where the removal could damage the underlying surface. There are also often restrictions on offenders such as limited proximity to schools and childcare centres, for example. It was noted by some stakeholders that these restrictions result in unusual aesthetics such as walls cleaned up to 1.8 metres high, with heavy graffiti remaining above.

This latter problem was identified as the most common source of complaint about the program through interviews with stakeholders. However, all stakeholders recognised the need for such restrictions and caution. Only one stakeholder believed that the level of graffiti had not reduced as a result of these restrictions, whereas most stakeholders commented that the program was very successful in reducing graffiti within those areas in which it could be employed.

Total amount of graffiti removed as part of the GRP

Table A1 shows the number of metres of graffiti removed by offender work teams since the GRP was established in 2005. Since commencement, the GRP has cleaned approximately two million square metres of graffiti, which has been described by the DOJ as the 'equivalent of 100 MCG playing fields' (DOJ personal communication 2014).

Table A1 Total metres of graffiti cleaned as part of the GRP	
Financial year	**Total metres cleaned**
2005–06	24,957
2006–07	98,922
2007–08	193,368
2008–09	173,880
2009–10	246,856
2010–11	309,346
2011–12	338,709
2012–13	362,818
2013–14	330,481
Total	2,079,336

Source: Administrative data provided by the CCPU

In terms of the clean-up method, as shown in Figure A1 approximately 85 percent of the graffiti removed through the GRP uses paint-over. Other clean-up providers use a variety of methods. The importance of this is that the use of paint-over as a preferred cleaning method is the most cost-efficient method of cleaning. Administrative data provided by the CCPU demonstrates that graffiti removal by paint-over uses considerably less volume of material than the application of chemical agent. Note, the data for 2013–14 is only year to date collected up to the time of the conclusion of the evaluation and is not for a full financial year.

Figure A1 Proportion of metres cleaned using paint and spray
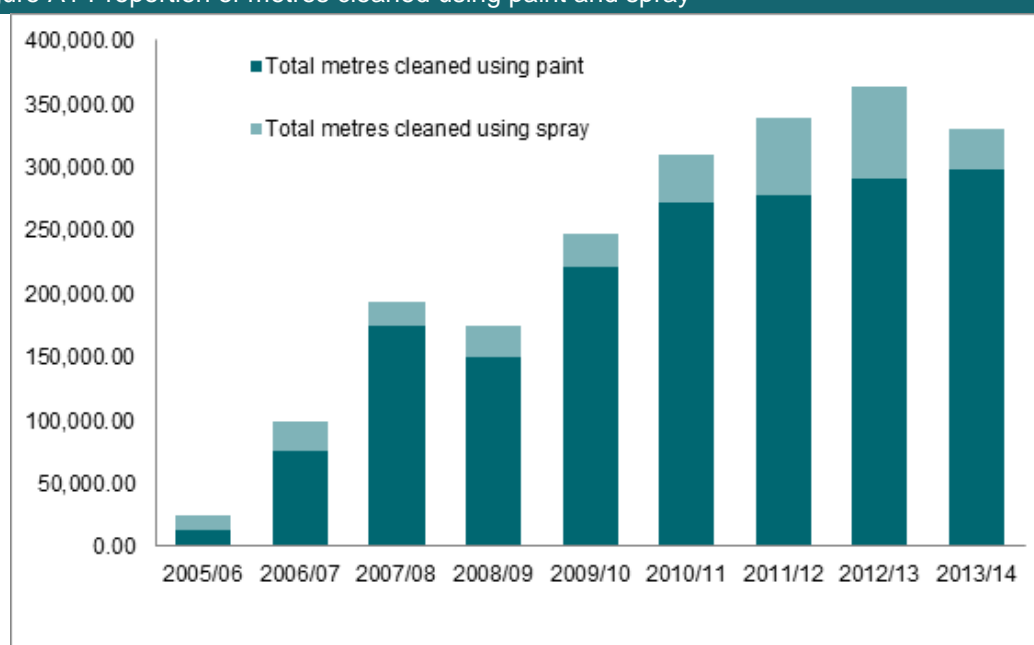
Source: Administrative data provided by the CCPU

As shown in Figure A2, there has been a steady increase in the amount of graffiti cleaned each year, representing service efficiencies as the program has expanded partnerships and developed and refined its operating procedures.

Figure A2 Surface area cleaned (metres squared)
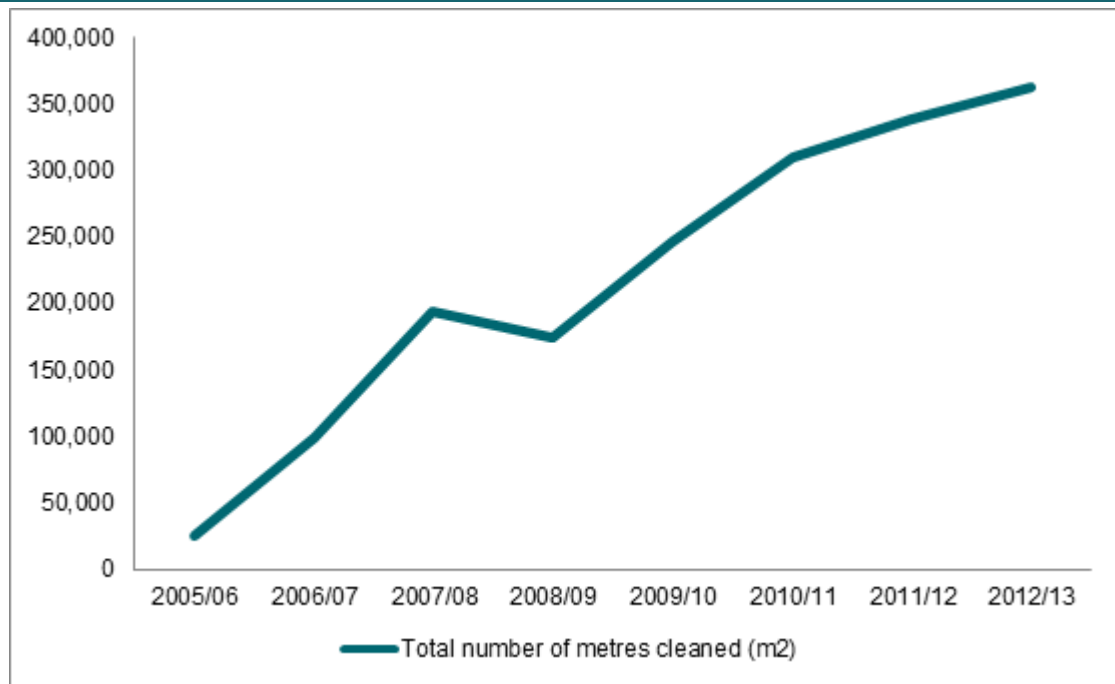
Source: Administrative data provided by the CCPU

It has been more difficult to assess the impact of GGP activities on graffiti removal and has overwhelmingly relied on the analysis of GGP sponsored interventions, survey data and interview commentary.

The AIC analysed project material for 19 interventions funded through the GGP. Of these 19 projects, 84 percent aimed to remove graffiti as part of their project activities. However, of the GGP projects analysed only 11 had completed evaluation material as many were still underway. Ninety percent of these evaluated projects reported that this objective had been successfully achieved. However, only seven of these projects provided verifiable evidence to demonstrate this outcome, with four of the acquittal reports providing data relating to the amount of graffiti removed as part of the initiative. These four projects reported removing a total of 3,698 square metres of graffiti (mean=9.25m^2, min=74m^2, max=2,924m^2).

A number of interview respondents noted that GGP-funded activities had complemented other purchased removal activities (such as use of internal staff or contractors) and had in some cases triggered ongoing programs. For example, several local governments today rely on the provision of clean-up kits and gurneys to local businesses and residents, often funded through the GGP, as a primary removal activity. Contracted removal activity increasingly supplements grant-funded activities. It is also notable that graffiti removal practices vary considerably among local communities to the extent that in some cases removal funded through the GGP was the only form of graffiti removal being conducted.

School-based education

The evaluation also required the AIC to comment on outcomes from the Warner Education graffiti program, which is a school-based education initiative funded through the GGP. The Warner Education graffiti program is delivered in some local communities alongside other strategies aiming to reduce the incidence of graffiti.

Warner Education is a statewide program delivering graffiti awareness and education classes to primary and secondary school students across Victoria. The program encourages schools to integrate classes with learning outcomes by targeting lessons to specific grades, namely Years 5, 6 and 8, and through the use of follow-up learning material for both class and home. The program has been gaining growing support from local communities, with several local

governments utilising GGP funds to purchase the delivery of the program, alongside other local strategies. The program is designed to challenge the thinking of children and adolescents at a time in their life when they are forming attitudes and beliefs and are particularly susceptible to peer influence.

The program conducts pre and post-intervention surveys of students and teachers to ascertain changes in knowledge and attitudes as a result of the initiative. Internal survey results, corroborated by two independent evaluations in 2007 and 2009, suggest that pre-intervention between five and 18 percent of students have considered doing graffiti (Gale Force Strategic Services 2009, 2007). Results also showed that two-thirds of the students understood graffiti done without permission on someone else's property is illegal and just over one-third understood there are significant legal consequences (Gale Force Strategic Services 2009, 2007).

Post-intervention survey results indicated that knowledge and attitudinal indicators had improved. For example, after completion of the course, 96 percent of students correctly identified graffiti as illegal and 97 percent of students stated that graffiti is 'uncool' (Gale Force Strategic Services 2009, 2007). The program's ability to convert changes in knowledge and attitudes to actual behaviour change remains largely unknown. Although there is sufficient evidence to support the value of using targeted education alongside other local interventions (Morgan et al. 2012).

There is a growing body of evidence pointing towards the need for targeted education messages to be integrated across the curricula for all students from Kindergarten to Year 12, so that key learning outcomes can be continually reinforced. However, research suggests that school-based education alone is unlikely to change already existing behaviours (Gottfriedson, Wilson & Najaka 2006). It is most efficacious when undertaken within a program of more intensive multi-format interventions both inside and outside of the school environment. Critics of school-based interventions argue that when delivered badly or in isolation from reinforcing curricula, school-based initiatives may actually increase awareness of the undesirable behaviour and spike interest in that behaviour among at-risk youth, potentially reinforced to action through peers already engaged in the behaviour.

Summary

- Data collected to inform the evaluation suggests the GPRS has been successful in reducing the amount of graffiti in high-incident areas.
- Key stakeholders show strong support for both elements of the GPRS, including the GGP and GRP.
- There is strong evidence that local prevention and removal activities have expanded as a result of the GPRS. DOJ funded activities have added value to the statewide approach to graffiti management in Victoria.
- Some LGAs rely on either or both elements of the GPRS as their sole response to graffiti.
- The offender based GRP has shown continuing improvement in efficiencies, resulting in progressively more graffiti being removed at a relatively cheaper cost each year (this is discussed in greater detail under *Objective 4* below).
- The evidence of the impact of school-based education programs on attitudes and knowledge is encouraging; however, further work is required to better inform and maximise the potential for long-term behaviour change.

Objective 2: Increased visual amenity of communities

Survey and interview respondents overwhelmingly agree that the visual amenity of communities has been improved in those areas targeted by the GPRS.

Of the 19 GPP sponsored interventions that were analysed, 12 projects aimed to improve the visual amenity of communities through their initiative. All of these projects reported that this objective had been achieved. Nine of these projects provided evidence to demonstrate this outcome (including formal interviews with stakeholders, participants and project staff, as well as pre and post-observational studies), while the remaining three relied on anecdotal accounts.

Findings from the local government survey confirm that the GPRS is having an impact on visual amenity. The majority of survey respondents agreed that the GRP and GPP have improved visual amenity in areas in which they have been deployed (see Table A2). However, consistent with the comments of stakeholders during the consultation process, the impact of the GPRS is seen to lessen with distance away from the physical locations targeted by the programs. For example, 95 percent of respondents felt the GGP has improved visual amenity in areas in which it has been used. This figure fell slightly to 84 percent in high-incidence locations. Similarly, 93 percent of respondents felt the GRP had improved visual amenity in targeted high-incident locations. However, this perceived impact fell to around 40 percent for Victoria as a whole.

Table A2 Perceived impact of the GPRS on visual amenity (row percentages)						
	Strongly agree	Agree	Neither	Disagree	Strongly disagree	Don't know
Graffiti Grants Program						
Improved the visual amenity of your local area?	37	58	-	5	-	-
Improved the visual amenity of areas known to have a high incidence of graffiti?	37	47	11	5	-	-
Improved the visual amenity of Melbourne?	16	21	37	5	-	21
Improved the visual amenity of Victoria as a whole?	16	32	32	-	-	21
Graffiti Removal Program…						
Improved the visual amenity of your local area?	33	53	7	-	-	-
Improved the visual amenity of areas known to have a high incidence of graffiti?	33	60	-	-	-	-
Improved the visual amenity of Melbourne?	7	47	20	7	7	13
Improved the visual amenity of Victoria as a whole?	7	33	33	7	-	13

Note: Percentages do not necessarily add to 100 due to rounding. Excludes participants with no knowledge of the GGP or GRP

Source: AIC local government survey (n=34)

These observations were explained during interviews with key stakeholders. All respondents agreed that visual amenity had been improved within targeted areas as a result of GPRS activity. However, many respondents commented that overall, because of the high volume of graffiti in Victoria as a whole, they felt that clean-up activities have had little visible effect.

Stakeholders noted the need to be realistic about the overall impact of the GPRS given the limited resources and the size of the problem. While there was strong support for the GPRS outcomes in targeted locations, there was a general feeling that graffiti as a whole had either remained the same or had worsened, possibly as a result of displacement. However, it is also unreasonable to expect that the GPRS would have the capacity to provide total coverage for all of Victoria, particularly in view of the complex set of responses in play as a result of the mix of asset owners.

In fact, several people were openly critical of efforts of particular asset owners, commenting that the amount of graffiti on public transport and major road routes in particular, undermined the overall impact of grant and clean-up efforts. Stakeholders also noted that it was a never-ending

battle to engage some private asset owners in clean-up efforts, particularly commercial landlords and some private residents.

One respondent of the local government survey explained:

> I will say that what the cities…classif[y] as street art, I classify as…graffiti/tagging. This is why I answered 'disagree', for the question about the visual amenity of Melbourne. Also, the few times I catch trains, well the inner-city train corridors are still covered in graffiti, ie, will Metro/PTV ever take more responsibility and act to remove more frequently? (Local government survey respondent 2014).

Further, respondents to the local government survey who answered disagree or strongly disagree to questions relating to the impact of the GRP on visual amenity, were asked to provide an explanation. Comments provided include:

> The program has too many restrictions (eg weather and site selection) which prevent it from having a great impact (Local government survey respondent 2014).

> The graffiti in Melbourne and especially the outer suburbs is to an alarming degree and increasing at a rapid rate, especially along major roads and train lines. It is very ugly and is blight on these areas. They feel unsafe, especially when using public transport (Local government survey respondent 2014).

Urban art

In Victoria, graffiti grant funding was first introduced in 2006–07, but restricted the following year to removal-based activities only. This remained the case until 2011, when the guidelines were relaxed to enable greater local autonomy and locally driven action. As a result, the use of urban art as a preventative strategy has grown significantly in Victoria to comprise one-third of all funded GGP activities. The use of urban art is both controversial and political and opponents to these projects often fear activities are simply 'putting spray cans in the hands of vandals' and effectively legitimising graffiti as a form of art (Local government representative personal communication 2014). However, it needs to be noted that all urban art projects funded by the CCPP have an education component to educate people about the negative consequences of graffiti and to increase knowledge that graffiti is illegal.

In 2011, when the guidelines were expanded, two local case studies were presented to show that urban art could be used effectively as a graffiti prevention strategy. The studies provided the first evidence that well-designed murals could prevent further vandalism attacks. In particular, one mural project initiated by a local business owner reported that the location where the mural had been installed had not been vandalised in the two and half years since it had been installed, whereas it was previously vandalised regularly and adjacent assets continued to also be damaged.

As part of the current evaluation, evidence was reviewed from 23 asset owners who have collectively conducted 41 urban art projects since 2011. Results highlight the overwhelming support from stakeholders as to the benefits of urban art. Key findings include:

• All stakeholders reported some level of preventative effect from urban art and cited either anecdotal observation or limited statistical evidence.

• Twenty-six projects (63%) reported no or minimal graffiti since installation.

• Five projects (12.5%) reported negatively on outcomes, with vandalism continuing to be experienced. Two of these were panel projects where the installations were eventually torn down. However, there had been no reported graffiti vandalism for several months before the installations were damaged.

• The remaining eight projects reported that it was too early to tell if vandalism had reduced as their projects have only just been completed.

- Estimated cost-savings of just under $20,000 per year in reduced clean-up costs for traffic signal boxes.
- Estimated cost-savings of up to $10,000 per year in reduced clean-up costs for a single bus shelter.
- Many local governments reported less vandalism in the immediate vicinity of an art work.
- Two local governments noted that parts of a wall that did not have urban art had been vandalised quickly.

However, the review was unable to identify any site where comprehensive pre and post or comparative statistics have been collected sufficient to determine any conclusive preventative effect.

It is also important to recall that there are a wide range of forms and project methods used in the installation of urban art. A range of different forms of media has been used including prints, panels and blank walls. Further, not all urban art is installed with permission of the asset owner (in some cases, illegal graffiti seen to have artistic merit is simply allowed to remain with agreement of the asset owner). Some projects are strongly mentor-oriented, with the activity of painting almost a side distraction. Many projects have strong community development orientations, where artworks are simply an end-product to a process seeking to engage residents and traders in greater ownership of shared spaces and clean-up activities. An increasing number of projects have been conducted as part of much larger urban renewal activities. Processes to commission and install the artwork also vary considerably, ranging from commissioning of professional artists with no community engagement, through to extensive consultation and engagement where local young people themselves complete the works.

Therefore, while robust evidence remains elusive it is noteworthy that the almost unanimous experience of projects has been that the installation of urban art has significantly reduced graffiti in target sites and in many cases, the immediate vicinity. On the contrary, however, a handful of local governments have reported less favourable outcomes. For example, one local government noted that previously installed murals had been tagged extensively and at not inconsiderable cost to repair.

It is clear that project facilitators are increasingly coming to an understanding that certain key features need to be present in successful installations. Some key features for successful and viable urban art installations that were identified through stakeholder discussions include:

- Successful urban art projects are more about community development than they are about painting a mural.
- There should be a strong emphasis on neighbourhood engagement to develop a sense of collectively owned public space.
- There is benefit in integrating urban art with other urban renewal and revitalised space activities, including landscaping, lighting, footpaths and benches.
- There is a strong need for input on projects by local young people, including active involvement in the design and painting.
- Locally relevant artworks, for example featuring local identities and landmarks, slogans and culture will have a greater impact than generic artworks.
- There appears to be a currency for artwork pieces that may become out of style or artists have grown up. As such, there is some indication that rates of graffiti incidents may increase after approximately five years.
- Use local artists where possible because local ownership reflects a greater sense of respect.

Summary

There is strong evidence to support the success of the GPRS in improving the visual amenity at a targeted and local level; however, the overall impact of the GPRS is questioned due to the sheer volume of graffiti and extent of the problem across Melbourne and Victoria more broadly. Reinvigorated and sustained effort by asset owners and local government is essential to the overall success of graffiti eradication, of which the Graffiti prevention and Removal Strategy is only one part.

• Key stakeholders in both the local government survey and interviews responded positively in relation to the benefits of the program to their local communities.

• GGP activities overwhelmingly demonstrated improvements in visual amenity.

• Urban art projects, representing close to one-third of all GGP projects, were very strongly supported at the local level, with some limited evidence that these projects have prevented or significantly reduced the future incidence of graffiti.

Objective 3: Improved public perceptions of safety

The third specific objective of the GPRS has been to improve public perceptions of safety. Research has found that residents feel unsafe in vandalised areas and may question the ability of local and state governments and the police to maintain order (Bandaranaike 2001; Sutton, Cherney & White 2008). For example, shoppers tend to avoid a local vandalised shopping strip in favour of a larger shopping centre with increased security. The evidence suggests that residents and visitors are reluctant to use vandalised public assets.

In 2005, the Australian Bureau of Statistics (ABS) conducted a household crime survey and found that 26 percent of Victorians identified graffiti and vandalism as a common neighbourhood problem (ABS 2005). Since 1998, Victorians have consistently ranked graffiti as the third most commonly perceived neighbourhood problem, following theft from homes and dangerous driving (ABS 2005). Another study found that graffiti is the most prevalent type of physical disorder, and heightened fear of crime is often a product of graffiti hotspots (Doran & Lees 2005). In 2006, the DOJ conducted a survey on Victorian perceptions of justice. The survey listed graffiti as one of the top three issues of concern for respondents, with 10 percent citing it as their main concern (DOJ 2006).

GGP sponsored interventions

A reduction in community levels fear of crime and increased use of public space provide some indication of increased public perceptions of safety. Eighty-four percent of the 19 reviewed GPP-funded projects cited reduction in community levels fear of crime as a goal of their project. However, only 10 of these projects have submitted an evaluation report. Of these 10 projects, 30 percent provided evidence and 30 percent drew upon anecdotal accounts to indicate that community levels of fear of crime had been reduced.

Further, 68 percent of the 19 reviewed GGP-funded projects cited increased use of public space as a goal of their project. However, only eight had submitted an evaluation report at the time of this evaluation. Of these eight projects, two provided evidence to demonstrate this outcome. The remaining six projects made no clear statements about whether it had been successfully (or unsuccessfully) achieved.

While the evidence drawn from a sample of GGP sponsored interventions provides some indication that the GGP has had some impact on public perceptions of safety, it is difficult to thoroughly assess whether these projects met their objectives due to the small number of projects that have been rigorously evaluated.

Local government survey

There was some support for the improvement of public perceptions of safety by respondents of the local government survey. Table A3 demonstrates that more than half (54%) of respondents either agreed or strongly agreed that the GPRS has been associated with an improvement in community perceptions of areas known to have a high incidence of graffiti. However, the impact of the GPRS on overall perceptions of crime is more difficult to assess. Survey results show that nearly two-thirds of respondents reported that they neither agree nor disagree or don't know whether the GPRS has reduced the fear of crime in their local area.

Table A3 Perceived impact of the GPRS on public perceptions of safety (row percentages)						
The strategy has	Strongly agree	Agree	Neutral	Disagree	Strongly disagree	Don't know
Helped Council manage public expectations about graffiti management?	18	39	24	-	3	15
Been associated with community members making greater use of the public space in areas known to have a high incidence of graffiti?	12	27	36	-	3	21
Been associated with an improvement of community member perceptions of areas known to have a high incidence of graffiti?	15	39	24	-	3	18
Reduced the community's fear of crime in your local area?	6	21	42	6	3	21

Note: Percentages do not necessarily add to 100 due to rounding. Excludes participants with no knowledge of the GPRS

Source: AIC local government survey (n=34)

These findings are consistent with comments from key stakeholders. Many respondents noted that the GPRS would be expected to have a limited impact on the fear of crime and is likely to have the most effect only in those locations targeted by grants or clean-up activity.

Summary

Data collected to inform the evaluation indicates the GPRS has had some impact on perceptions and fear of crime.

• Twenty-seven percent of survey respondents felt the GPRS had reduced the community's fear of crime in their local area.

• Key stakeholders noted success in this regard at a local level, although simultaneously commented on the complexity of achieving this objective more widely across Victoria.

• GGP sponsored interventions frequently cite reducing fear of crime as a key project objective, and 60 percent of the reviewed projects reported success in this regard. However, only three projects provided some level of evidentiary data to substantiate this claim.

Objective 4: Offenders make reparation to the community for their crimes

This objective relies primarily on the activities of the Community Correctional Services GRP. The GRP is a reparation program operating in the regional and metropolitan areas across Victoria. The four key objectives of the broader Community Correctional Services Program, which includes the GRP are:

• To enhance community safety, reduce an offender's risk of reoffending and provide rehabilitation opportunities for offenders.

• Provide community work that allows offenders to contribute to beautifying their community and take pride in the work that adds towards reparation for their offences.

- Recognise the visible benefits delivered to the community through positive programs and interaction that brings about benefits from changed behaviour.
- Raise the profile of the community work program within Corrections Victoria, DOJ and the wider community.

The GRP involves offenders serving court-imposed orders to undertake graffiti removal from identified locations. The aim of this program is to promote a safer, cleaner community through the use of offenders' to clean up graffiti and remove rubbish and waste from public property. The GRP achieves this objective by collaborating with local and state government agencies, and non-profit organisations to identify and target graffiti hotspots across Victoria. Through this process, the GRP has targeted graffiti removal in several priority areas, including:

- rail corridors;
- travel corridors (ie roads and freeways);
- local government property;
- property under the Department of Infrastructure and Crown Land; and
- residential and commercial-owned property abutting public areas and Crown Land.

The GRP plays an integral role in the Victorian community with regard to both graffiti reduction and crime prevention. The GRP aims to assist offenders in their reintegration into the community life after offending, by increasing their opportunities for future employment by enhancing their work-related skills.

Proportion of completed work hours dedicated to cleaning up graffiti

Community Correctional Services acknowledges benefits from the partnership arrangement currently in place through the GRP. Table A4 shows that the GRP is well utilised as a community service option. The GRP is the program of choice for community services orders, and represents an average of nine percent of all offender hours spent undertaking community work. There is also evidence of growing popularity of the GRP as a referral option in recent years.

Table A4 Proportion of community work hours dedicated to GRP work			
Financial year	**Actual hours**		**Proportion GRP work hours of total work hours**
	GRP	**All Programs**	
2009–10	73,905	828,928	8.92
2010–11	64,461	800,148	8.06
2011–12	56,275	715,217	7.87
2012–13	58,219	605,029	9.62
2013–14	70,666	660,578	10.70
Total	323,526	3,609,900	8.96

Source: Administrative data provided by the CCPU

Staff at Community Correctional Services have ongoing involvement in the Graffiti Reduction Working Groups and have played a key role in the development of the new Regional Graffiti Network groups. The aims of the groups are to promote local level coordination and collaboration, and reduce the number of stakeholders working in isolation. The DOJ and Community Correctional Services staff have helped develop these forums and actively promoted graffiti prevention, removal and enforcement.

The management of all offender-related processes is coordinated through Community Correctional Services community work teams and community work coordinators at various locations. Community Correctional Services is responsible for maintaining attendance and the management of offender-related issues including:

- provision of safety and relevant training to community work staff and offenders in using these products and equipment;
- management of WorkCover claims and reporting for each offender and supervisor; and
- providing partners with updates of work team activity and program requirements.

Community Correctional Services has previously sought independent evaluation of operational procedures of the GRP in terms of industry standards and practices, and has responded to key recommendations (Harmonic Solutions 2012).

The GRP is well-regarded by partners. Of particular note are the high-quality field manuals used by supervisors and teams, which are among the most detailed operational manuals of their kind, clearly outlining key matters for consideration and compliance. Stakeholders observed that private operators and interstate jurisdictions have used these guidelines. The program has also attracted positive media attention, with achievements regularly cited in government announcements relating to graffiti (O'Donohue 2014).

Although not a specific focus of the evaluation, stakeholders reported that participants have also benefited more broadly through participation in the program. Examples of positive outcomes include offender development of painting and cleaning skills, and first aid certification. It was also reported that offenders have commented on what they perceive as genuinely positive community outcomes as a result of their involvement in the GRP. Offenders have reportedly developed a sense of community participation and ownership of shared public space. It was also noted that passers-by frequently commented positively to the teams, further developing a sense of pride. As one asset owner described:

> A busload team [of offenders] arrived on site while vandals were actually there, damaging surfaces cleaned just days earlier. The supervisor reported that the bus was never vacated quicker, with the graffiti vandals leaving in such a hurry they left all their gear behind! Most pleasingly, comments from the offender team reflected a sense of ownership of the area and outrage at the nuisance caused by blatant damage of other people's property and hard work (Asset owner personal communication 2014).

The GRP has continued to grow in both popularity and scope even in spite of the withdrawal of federal funding allocated to training outcomes. The GRP currently operates on an annual budget of $1.4m. Community Correctional Services is increasingly aware of budget constraints and is actively working with GRP partners to account for the money spent and reinvest unexpended funds into the program. Despite this, there has been a steady increase in the growth of the program, demonstrated by more graffiti being removed each year (see Figure A2).

As has already been noted, the data available made it difficult to accurately assess outcomes and make comparisons across the various Community Correctional Services programs. In particular, Community Correctional Services do not keep data on actual numbers of offenders and instead rely on a proxy measure, where eight hours of work completed is equated as one person. This is likely to be inaccurate as offenders are on occasion in attendance for less than one full day. Similarly, a single individual completing three full days of work is effectively counted as three individuals. Further, as each offender will have different conditions imposed, accurate counts of individuals become impossible. Essentially, this is a systems problem in the measurement of the work input of the offenders in terms of estimated full-time equivalents (FTEs). Such data and record keeping issues only emerge in contexts such as this evaluation. This is because the input of offenders' FTEs is not going to be a key priority in program management unless there is a need to report on outputs and relative cost-benefits.

Figure A3 shows a steady growth in the total number of hours spent by offenders to remove graffiti. While this does in part relate to offender numbers with a community work condition it is also certainly a reflection of the growing familiarity of the GRP as a proven option of community work across the Victorian justice system.
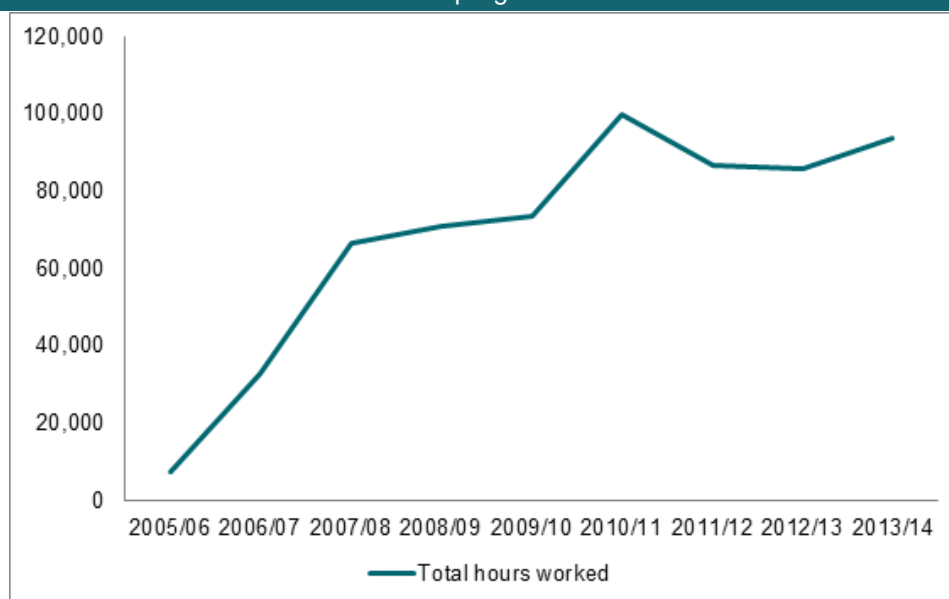
Source: Administrative data provided by the CCPU

Estimated savings to the Victorian government of the GRP

An analysis of work outputs and budget costs for the GRP determines an approximate program cost of $3.68 per square metre of graffiti removed, inclusive of all costs in 2012–13. This compares favourably to the costs incurred in other graffiti cleaning operations in the same year. A commercial figure of $25 per square metre was previously estimated through consultation within the sector. However, these estimates vary somewhat according to the complexity and method of removal. For example, as already noted, the GRP does not operate at heights above 1.8 metres, whereas some contractors will perform this work at significantly higher averaged cost. These higher risk situations are atypical with most stakeholders agreeing that they would represent less than five percent of total cleaning performed.

Table A5 Costs and estimated savings of the GRP

Financial Year	Total number of metres cleaned (m^2)	GRP cost based on 2012–13 $3.68m^2 figure	Commercial cost based on $25m^2 figure	Commercial cost based on $10m^2 figure	Savings– lower estimate	Savings– upper estimate
2005–06	24,957	$91,842	$623,925	$249,570	$157,728	$486,662
2006–07	98,922	$364,033	$2,473,050	$989,220	$625,187	$1,928,979
2007–08	193,368	$711,594	$4,834,200	$1,933,680	$1,222,086	$3,770,676
2008–09	173,880	$639,878	$4,347,000	$1,738,800	$1,098,922	$3,390,660
2009–10	246,856	$980,430	$6,171,400	$2,468,560	$1,488,130	$4,813,692
2010–11	309,346	$1,138,393	$7,733,650	$3,093,460	$1,955,067	$6,032,247
2011–12	338,706	$1,246,438	$8,467,650	$3,387,060	$2,140,622	$6,604,767
2012–13	362,818	$1,335,170	$9,070,450	$3,628,180	$2,293,010	$7,074,951
2013–14	330,481	$1,216,170	$8,262,025	$3,304,810	$1,900,810	$6,858,025
Total	2,079,334	$7,723,949	$48,575,500	$20,793,340	$12,881,561	$40,960,659

Source: Administrative data provided by the CCPU

Table A5 shows the cost of the GRP, compared with commercial estimates. After the GRP's figure of $3.68 per square metre, the next lowest estimate in one LGA was $6.32 per square metre for a mainly volunteer run and predominantly paint-over based program, with materials donated by a local hardware store. At the other extreme one LGA paid $22 per square metre inclusive of all costs including management of reporting and recording.

These calculations show significant savings to the Victorian taxpayer of between $13m and up to $41m over the life of the program. However, these figures must be viewed within context as the program has grown in efficiency over the years, with earlier years costing significantly more than the $3.68 per square metre figure achieved in 2012–13. In light of this, it is most appropriate to compare the 2012–13 figures for the program. Table A5 shows the savings to the taxpayer for 2012–13 as being between approximately $3m and $7m, had the same amount of graffiti been removed by other means. As shown in Figure A4, these savings have been progressively increasing over the years, representing efficiencies in both outputs (metres cleaned) and inputs (total costs).

Figure A4 Estimated savings of the GRP (upper and lower estimates)
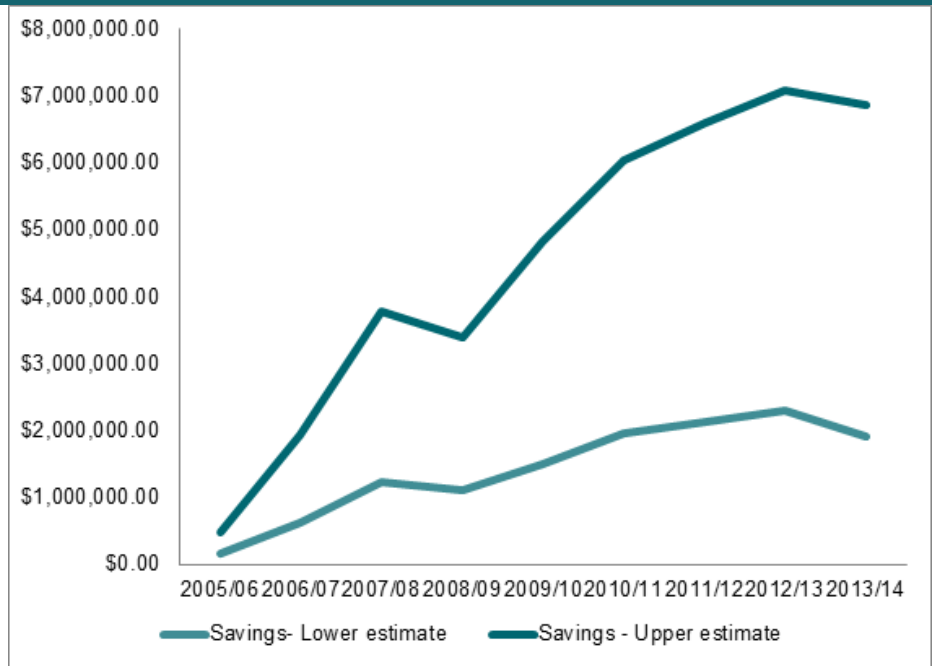
Source: Administrative data provided by the CCPU

Summary

In summary, there is clear evidence for the overall success of the GRP. Stakeholders commented effusively on the benefits of the program to their local community and a range of data was reviewed to identify strong and growing efficiencies in the program. This has resulted in substantial savings to the Victorian community compared with the same clean-up work being undertaken by commercial cleaners.

The program is estimated to have saved taxpayers around $3m in clean-up costs in 2012–13, and over $13m over the life of the program had the same volume of graffiti been removed at 2012–13 average commercial rates.

Appendix B: Stakeholder consultation

Representatives from the following organisations were interviewed and/or consulted during the course of the evaluation.

- City of Casey
- Crime Stoppers Victoria
- Darebin City Council
- Department of Transport, Planning and Local Infrastructure (DTPLI)
- Gippsland Women's Health
- Glen Eira City Council
- Grants Network Victoria
- Gannawarra Shire Council
- Koori Justice Unit, Department of Justice (DOJ), Victoria
- Local Government Professionals (LGPro)
- Mallee District Aboriginal Services (MDAS)
- Mitchell Community Radio
- Monash City Council
- Moonee Valley City Council
- Moreland City Council
- Municipal Association of Victoria (MAV)
- Neighbourhood Watch Victoria, Manningham
- Office of Women's Affairs (OWA), Department of Human Services, Victoria
- Public Transport Victoria
- Regional Directors
- Stonnington City Council
- Traralgon Tyres United Football and Netball Club
- Vic Health Promotion Foundation
- Victoria Police, Safer Communities Unit
- Women's Health Grampians
- Women's Health West

Appendix C: Local government survey

Introductory page

The Community Crime Prevention Unit (CCPU), Department of Justice (DOJ) in Victoria has commissioned the Australian Institute of Criminology (AIC) to conduct an evaluation of the Community Crime Prevention Program (CCPP). Funding for the CCPP ceases at the end of 2014–15 and government processes require the program to be independently evaluated before considering whether to extend funding.

The Department of Justice (DOJ) established the Graffiti Prevention and Removal Strategy (GPRS) in 2007–08. It consists of two service types, namely:

• Community Correctional Services (CCS) Graffiti Removal Program (GRP)

• Graffiti Removal Community Grants (GRCG) Program (later known as the Graffiti Grants Program (GGP)

In 2011–12, the Department established the Community Crime Prevention Program (CCPP), including the already existing GPRS as one of its components. It consists of several service types (in addition to GPRS services), namely:

• Community Safety Fund (CSF) grants program

• Public Safety Infrastructure Fund (PSIF)

• Reducing Violence against Women and their Children (RVAWC) grants program

As part of this evaluation, the AIC are surveying local governments in Victoria. The purpose of the survey is to ask councils and shires to identify all local crime prevention initiatives in their area and answer specific questions in relation to their operation and effectiveness.

The survey may take up to 30 to 45 minutes to complete. The AIC requests that in the interests of efficiency and ensuring the most complete information is collected, the most appropriate person within your organisation is designated to complete the survey. However, it may also be useful to liaise with other staff members who may possess useful knowledge relevant to community crime prevention. The survey allows you to save your responses and return to complete the remaining questions at a later time. This allows you to collaborate with others where necessary.

The survey is entirely confidential and no identifying information will be recorded at any stage. You are welcome to withdraw from the survey at any time, should you wish to do so. Your answers will only be used for the evaluation and it will not be available to anyone else. At no time will your answers be able to be traced back to you.

If you have any questions about the survey or the research project, please contact Peter Homel on (phone) 02 9560 2109 or (email) peter.homel@aic.gov.au or Shann Hulme on (phone) 02 6260 9280 or (email) shann.hulme@aic.gov.au.

Click here if you have read the information above and you are ready to start the survey:

Please indicate your local government area:

Choose an item.

How would you classify your local government area?

Urban	☐
Rural	☐
Outer interface	☐

Community Crime Prevention Program (CCPP)

The following questions relate to the Community Crime Prevention Program (CCPP) and all of its components.

Question one. Which of the following best describes your overall knowledge of the Community Crime Prevention Program (CCPP) prior to participating in this survey?

Familiar with the program	☐
Have some knowledge of the program	☐
Aware of the program but don't know much about it	☐
Have no knowledge of the program	☐

Question two. Has your Council previously been or is currently in receipt of CCPP funding?

Yes	☐
No → *Exclude Q 3*	☐
Don't know	☐

Question three. Under what stream(s) of the CCPP has your Council received funding (*tick all that apply)*?

Community Safety Fund (CSF) grants program	☐
Public Safety Infrastructure Fund (PSIF) grants program	☐
Graffiti Grants Program (GGP)	☐
Reducing Violence Against Women and their Children Grants (RVAWC) grants program	☐
Don't know	☐

Question four. Have you lodged any applications for CCPP funding that were unsuccessful?

Yes	☐
No → *Exclude Qs 5–6*	☐
Don't know → *Exclude Qs 5–6*	☐

Question five. Did you request feedback for any of these unsuccessful applications?

Yes	☐
No → *Exclude Q 6*	☐
Don't know → *Exclude Q 6*	☐

Question six. On a scale of 1 to 10 (where 1=helpful and 10=not helpful) how helpful was the feedback you received:

    a. In helping you to understand the decision?

(Very helpful)   (Not helpful)

●----------●------ ----●------- ----●------ ----●------ ----●--------- ---●------ -----●------------●------- ---●------ ---●

    b. In helping you to better prepare for the completion of future grant applications?

(Very helpful)   (Not helpful)

●----------●------ ----●------- ----●------ ----●------ ----●--------- ---●------ -----●------------●------- ---●------ ---●

Question seven. In your experience, would you consider the CCPP grants assessment process to be:

More timely than other programs	☐
The same as other programs	☐
Less timely than other programs	☐
Don't know	☐

Question eight. When preparing your application for CCPP funding, was the information available on the Community Crime Prevention website useful?

Yes	☐
No	☐
Don't know/did not use it	☐

Question nine. Do you have any comments about the application process?

Question ten. On a scale of 1 to 10 (where 1=very good and 10=very poor) how would you rate the communication with the Community Crime Prevention Unit (CCPU) during:

    a. Project delivery?

(Very good)   (Very poor)

●----------●------ ----●------- ----●------ ----●------ ----●--------- ---●------ -----●------------●------- ---●------ ---●

    b. Project acquittal/completion?

(Very good)   (Very poor)

●----------●------ ----●------- ----●------ ----●------ ----●--------- ---●------ -----●------------●------- ---●------ ---●

Question eleven. How often does your Council draw upon the information on the Community Crime Prevention website to assist with the delivery of the funded project?

Regularly	☐
Occasionally	☐
Sometimes	☐
Rarely	☐
Never	☐
Don't know	☐

Do you have any comments about the quality of this information?

Question twelve. Other than the Community Crime Prevention website, what information has your Council drawn upon to assist with the delivery of the funded project? (*Tick all that apply).*

Information presented at conferences or public forums	☐
Reports and publications	☐
Presentations	☐
One-on-one advice or consultancy	☐
Other online resources	☐

Other—please specify	

Do you have any comments about the quality of this other information?

Question thirteen. In your view, do you think that the CCPP grant programs:

	Strongly Agree	Agree	Neither Agree nor Disagree	Disagree	Strongly Disagree	Don't Know
Have increased the awareness of community safety and crime prevention within Council?	☐	☐	☐	☐	☐	☐
Have fostered greater leverage within Council leading to a greater focus on community safety and crime prevention?	☐	☐	☐	☐	☐	☐

Have increased the capacity of community-based organisations to deliver crime prevention activities?	☐	☐	☐	☐	☐	☐
Have increased the capacity of community-based organisations beyond the project immediately funded?	☐	☐	☐	☐	☐	☐
Have encouraged collaborative approaches to crime prevention?	☐	☐	☐	☐	☐	☐
Have increased the development of local partnerships for short-term projects?	☐	☐	☐	☐	☐	☐
Have facilitated the development of sustainable long-term partnerships?	☐	☐	☐	☐	☐	☐
Have encouraged partnerships across different sectors?	☐	☐	☐	☐	☐	☐

Please provide a brief explanation if you disagreed with any of the statements above.

Question fourteen. The CCPP has a strong focus on results. This requires that CCPP grant recipients evaluate the outcomes from their crime prevention activities against key performance measures.

With this in mind do you think that CCPP grant recipients:

	Strongly Agree	Agree	Neither Agree nor Disagree	Disagree	Strongly Disagree	Don't know/not relevant
Are more likely to evaluate the impact of their activities when funded by a program like CCPP?	☐	☐	☐	☐	☐	☐
Have access to useful information and resources to assist them in undertaking evaluation?	☐	☐	☐	☐	☐	☐

Have access to appropriate support mechanisms for assistance in undertaking evaluation activities?	☐	☐	☐	☐	☐	☐
Have the capacity within their organisations to evaluate their crime prevention activities internally?	☐	☐	☐	☐	☐	☐
Have the capacity to engage and manage an external third party to evaluate their crime prevention activities?	☐	☐	☐	☐	☐	☐
Have access to external service providers with the necessary skills to evaluate their crime prevention activities?	☐	☐	☐	☐	☐	☐

Please provide a brief explanation if you disagreed with any of the statements above (optional).

Graffiti prevention and removal strategy

The following questions relate to the GPRS and both its service types.

Question fifteen. Which of the following best describes your overall knowledge of the Graffiti Prevention and Removal Strategy (GPRS) (or its component projects) prior to participating in this survey?

Familiar with the strategy	☐
Have some knowledge of the strategy	☐
Aware of the strategy but don't know much about it	☐
No knowledge of the strategy	☐

Question sixteen. One aim of the GPRS, including both the Graffiti Grants program and the Graffiti Removal Program, is to improve public perceptions of safety. Do you think the strategy has:

	Strongly Agree	Agree	Neither Agree nor Disagree	Disagree	Strongly Disagree	Don't Know

Helped Council manage public expectations about graffiti management?	☐	☐	☐	☐	☐
Been associated with community members making greater use of the public space in areas known to have a high incidence of graffiti?	☐	☐	☐	☐	☐
Been associated with an improvement of community member perceptions of areas known to have high incidence of graffiti?	☐	☐	☐	☐	☐
Reduced the community's fear of crime in your local area?	☐	☐	☐	☐	☒

Please provide a brief explanation if you disagreed with any of the statements above.

The following questions relate to the Graffiti Grants Program specifically.

Question seventeen. Has your Council previously been or is currently in receipt of funding under the Graffiti Grants Program?

Yes	☐
No → *Exclude Q 18*	☐
Don't know → *Exclude Q 18*	☐

Question eighteen. In your view, do you think that the Graffiti Grants Program has:

	Strongly Agree	Agree	Neither Agree nor Disagree	Disagree	Strongly Disagree	Don't Know/not relevant to our Councils' project
Improved the look (visual amenity) of your local area?	☐	☐	☐	☐	☐	☐
Improved the look (visual amenity) of areas known to have a high incidence of graffiti?	☐	☐	☐	☐	☐	☐
Improved the look (visual amenity) of Melbourne?	☐	☐	☐	☐	☐	☐
Improved the look (visual	☐	☐	☐	☐	☐	☐

amenity) of Victoria as a whole?					
Fostered partnerships between Council and community organisations/groups?	☐	☐	☐	☐	☐	☐
Fostered partnerships between Council and other organisations such as Police?	☐	☐	☐	☐	☐	☐
Fostered partnerships between Council and young people?	☐	☐	☐	☐	☐	☐

Please provide a brief explanation if you disagreed with any of the statements above.

The following questions relate to the Community Correctional Services Graffiti Removal Program.

Question nineteen. Has your Council previously been or your Council currently involved in the Graffiti Removal Program?

Yes	☐
No → *Exclude Q 20*	☐
Don't know → *Exclude Q 20*	☐

Question twenty. In your view, do you think that the Graffiti Removal Program has:

	Strongly Agree	Agree	Neither Agree nor Disagree	Disagree	Strongly Disagree	Don't Know
Improved the look (visual amenity) of your local area?	☐	☐	☐	☐	☐	☐
Improved the look (visual amenity) of areas known to have a high incidence of graffiti?	☐	☐	☐	☐	☐	☐
Improved the look (visual amenity) of Melbourne?	☐	☐	☐	☐	☐	☐
Improved the look (visual amenity) of Victoria as a whole?	☐	☐	☐	☐	☐	☐

Please provide a brief explanation if you disagreed with any of the statements above.

Community Crime Prevention

The following questions relate to community crime prevention more broadly.

Question twenty-one. To what extent are the following crime and safety issues a problem in your local government area?

	Not a problem	Small problem	Medium problem	Large problem
Alcohol-related problems	☐	☐	☐	☐
Armed violence	☐	☐	☐	☐
Assault	☐	☐	☐	☐
Corruption	☐	☐	☐	☐
Domestic, family or gendered violence	☐	☐	☐	☐
Hate/racially motivated crimes	☐	☐	☐	☐
Homicide	☐	☐	☐	☐
Illegal substance abuse	☐	☐	☐	☐
Juvenile/youth offending	☐	☐	☐	☐
Offensive behaviour	☐	☐	☐	☐
Organised crime	☐	☐	☐	☐
Public disorder	☐	☐	☐	☐
Road safety	☐	☐	☐	☐
Safety in schools	☐	☐	☐	☐
Street and illegal prostitution and soliciting	☐	☐	☐	☐
Street gangs	☐	☐	☐	☐
Theft (commercial or residential)	☐	☐	☐	☐
Vandalism and graffiti	☐	☐	☐	☐

Other- please specify	

Question twenty-two. What other departments, bodies, committees or agencies (government and non-government) are responsible for implementing crime prevention and/or community safety programmes/initiatives in your local government area? (*Tick all that apply)*

Police	☐
Courts	☐
Schools/education department	☐
Private sector	☐

Community associations	☐
Non-government organisations	☐

Other—please specify	

Question twenty-three. Who are the main sources of crime prevention and/or community safety funding in your local government area? (*Tick all that apply).*

Federal Government	☐
State Government	☐
Local Government	☐
Private sector (including business sponsorships)	☐
Community associations (eg Chamber of Commerce)	☐
Private donations/benefactors	☐

Other—please specify	

Crime Prevention and Community Safety Strategy

Question twenty-four. What is the nature of your Council's crime prevention and/or community safety strategy?

Our Council has a formal crime prevention and/or community safety strategy.	☐
Our Council formally incorporates our crime prevention and/or community safety strategy into our Health and Wellbeing Plan.	☐
Our Council does not have a formal crime prevention and/or community safety strategy → *Exclude Qs 26–35, 39–41*	☐

Question twenty-five. What is the primary reason for not having a formal crime prevention and/or community safety strategy?

Question twenty-six. Describe the key elements of your Council's crime prevention and/or community safety strategy.

Aim	
Target crime/community safety issue	

Methodology (*how is this strategy implemented*)	
Target population	

Question twenty-seven. Name any other departments, bodies, committees or agencies who were involved in the formulation of your Council's crime prevention/community safety strategy (eg Department of Justice, Police, community groups, non-government organisations).

None	☐

Question twenty-eight. In general, what was the extent of the other agency/agencies involvement in the formulation of your Council's crime prevention and/or community safety strategy? (*Tick all that apply).*

Consultation	☐
Funding	☐
Joint strategy implementation	☐
No involvement from external agencies	☐

Other—please specify	

Question twenty-nine. How would you rate the value of their contribution?

Very useful	☐
Useful	☐
Not useful	☐
Detrimental	☐

If not useful or detrimental, why?	

Question thirty. Was the strategy formulated with input from the community and/or target population?

Yes	☐
No	☐

If no, why not?	

Question thirty-one. Did your Council encounter any key problems or issues when formulating its crime prevention and community safety strategy?

Yes	☐
No → *Exclude Q 32*	☐

Question thirty-two. Describe three key problems or issues encountered by your Council during the formulation of the crime prevention and community safety strategy.

Problem 1	
Solution	

Problem 2	
Solution	

Problem 3	
Solution	

Crime prevention and community safety programmes

Question thirty-three. What is the focus of crime prevention and community safety programmes or initiatives administered by your Council? *(Tick all that apply).*

Road safety	☐
Young people as victims and offenders	☐
Domestic/family/gendered violence	☐
Vandalism and graffiti	☐
Alcohol related violence	☐
Illegal drug issues	☐
Environmental crime prevention (such as improved security, surveillance and lighting)	☐
General crime prevention	☐

Other—please specify	

Question thirty-four. To what extent are your Council's initiatives or programmes a direct response to:

	Not at all	Slightly	Moderately	Very much
Local government policy	☐	☐	☐	☐
State government policy	☐	☐	☐	☐
Federal government policy	☐	☐	☐	☐

Question thirty-five. In general, how are external agencies involved in the crime prevention/community safety initiatives or programmes administered by your Council? (*Tick all that apply*)

Data sharing	☐
Funding	☐

Joint programme management	☐
Personnel	☐
Not involved	☐

Other—please specify	

Question thirty-six. Overall, how would you rate the contribution of external agencies to the implementation and management of your Council's crime prevention and community safety initiatives/programmes?

Very useful	Useful	Not useful	Detrimental
☐	☐	☐	☐

If not useful or detrimental, why was this the case?

Question thirty-seven. Describe three key problems and solutions your Council has faced in the implementation, operation and management of crime prevention and community safety initiatives or programmes?

Problem 1	
Solution	

Problem 2	
Solution	

Problem 3	
Solution	

Effectiveness and evaluation

Question thirty-eight. Has the crime prevention and community safety strategy been evaluated?

Yes	☐
No → *Excludes Q 39–41*	☐

If no, why not?	

Question thirty-nine. If yes, what type of evaluation was conducted? (*Tick all that apply).*

Process/implementation evaluation (*Focuses on how well the program or initiative was executed and run. Minimal focus on outcome.*)	

Impact evaluation *(Focuses on identifying the extent to which changes can be attributed to the program or initiative)*	

Other—please specify	

Question forty. Who conducted the evaluation? (*Tick all that apply)*

Own organisation	☐
Other government department	☐
Non-government organisation	☐
University	☐

Other—please specify	

Question forty-one. What were the three key findings of the evaluation of your Council's crime prevention and community safety strategy?

Finding 1	

Finding 2	

Finding 3	

Appendix D: Community organisation survey

Introductory page

The Community Crime Prevention Unit (CCPU), Department of Justice (DOJ) in Victoria has commissioned the Australian Institute of Criminology (AIC) to conduct an evaluation of the Community Crime Prevention Program (CCPP). Funding for the CCPP ceases at the end of 2015–16 and government processes require it to be independently evaluated before considering whether to extend funding.

One part of the CCPP is the Community Safety Fund (CSF) grant program. The CSF grants provide funding for communities in Victoria to implement locally based crime prevention projects.

As part of the evaluation of the overall CCPP, the AIC are surveying community groups who have accessed funding through the CSF grant program. The purpose of the survey is to ask community groups to answer specific questions in relation to their experiences as a grant recipient.

The survey may take up to 20 minutes to complete. The AIC requests that in the interests of efficiency and ensuring the most complete information is collected, the most appropriate person within your group is designated to complete the survey. However, it may also be useful to liaise with other group members who may possess useful knowledge relevant to your experiences as a CSF grant recipient. The survey allows you to save your responses and return to complete the remaining questions at a later time. This will allow you to collaborate with others where appropriate.

The survey is entirely confidential. You are welcome to withdraw from the survey at any time, should you wish to do so. Your answers will only be used for the evaluation and it will not be available to anyone else. At no time will your answers be able to be traced back to you.

If you have any questions about the survey or the research project, please contact Peter Homel on (phone) 02 9560 2109 or (email) peter.homel@aic.gov.au or Shann Hulme on (phone) 02 6260 9280 or (email) shann.hulme@aic.gov.au.

Click here if you have read the information above and you are ready to start the survey:

Please indicate your local government area:

Choose an item.

What is the name of your project currently or previously funded under the Community Safety Fund (CSF)?

The following questions are about the process of applying for a Community Safety Fund (CSF) grant

Question one. Has your group lodged any applications for the Community Safety Fund (CSF) that were unsuccessful?

Yes	☐
No → *Exclude Qs 2–4*	☐
Don't know → *Exclude Qs 2–4*	☐

Question two. Did you request feedback for any of these unsuccessful applications?

Yes	☐
No → *Exclude Qs 3–4*	☐
Don't know → *Exclude Qs 3–4*	☐

Question three. On a scale of 1 to 10 (where 1=helpful and 10=not helpful) how helpful was the feedback you received:

    a. In helping you to understand the decision?

(Very helpful)   (Not helpful)

●━━━━●━━━━●━━━━●━━━━●━━━━●━━━━●━━━━●━━━━●━━━━●

    b. In helping you to better prepare for the completion of future grant applications?

(Very helpful)   (Not helpful)

●━━━━●━━━━●━━━━●━━━━●━━━━●━━━━●━━━━●━━━━●━━━━●

Question four. Do you have any comments on the quality of feedback received?

Question five. When preparing your grant application, was the information available on the Community Crime Prevention website useful?

Yes	☐
No	☐
Don't know/did not use it	☐

Question six. Do you have any comments about the application process?

The following questions are about the delivery of the funded project by your group

Question seven. To what extent does your group draw upon the information on the Community Crime Prevention website to assist you with the implementation of the funded project?

Regularly	☐
Occasionally	☐
Rarely	☐
Never	☐
Don't know	☐

Do you have any comments about the quality of this information?

Question eight. Other than the Community Crime Prevention website, what information has your group drawn upon to assist with the implementation of crime prevention activities (*tick all that apply)?*

Information presented at conferences or public forums	☐
Reports and publications	☐
Presentations	☐
One-on-one advice or consultancy	☐
Other online resources	☐
Other—please specify:	

Question nine. What have been the three biggest benefits or opportunities generated as a result of the CSF grant provided to your organisation?

Benefit/Opportunity 1
Benefit/Opportunity 2
Benefit/Opportunity 3

Question ten. What have been the three biggest challenges your group has encountered in trying to implement this project?

Challenge 1
Challenge 2
Challenge 3

The following questions are about the outcomes of the CSF grant program as a whole

Question eleven. In your experience, do you think that the grants available through the CSF have:

	Strongly Agree	Agree	Neither Agree nor Disagree	Disagree	Strongly Disagree
Helped to raise awareness of community safety and crime prevention in your local area?	☐	☐	☐	☐	☐
Enabled people from different groups/organisations to work together?	☐	☐	☐	☐	☐
Encouraged your group to implement other crime prevention activities in the future?	☐	☐	☐	☐	☐
Allowed community groups to share knowledge about how to best prevent crime?	☐	☐	☐	☐	☐
Encouraged members within your group to work together and share knowledge about how to best prevent crime?	☐	☐	☐	☐	☐

Please provide a brief explanation if you disagreed with any of the statements above *(optional).*

Question twelve. Would you recommend the CSF grants to other community groups?

Yes	☐
No	☐
If no, why not?	

CSF grant recipients are required to submit acquittal reports at the completion of the funded project

Question thirteen. Has your group completed an acquittal report for the CSF project?

Yes	☐
No → *Exclude Q 14*	☐
Don't know → *Exclude Q 14*	☐

Question fourteen. According to the acquittal report, what have been the results of the crime prevention activities undertaken by your group? *(Select all that apply).*

Decrease in crime rates	☐
Increase in perceptions of community safety	☐
Greater community cohesion	☐
Reduced risk of crime	☐
Other—please specify	

Contact details

Question sixteen. Would you be willing to participate in a brief follow-up interview with the AIC researchers to inform the evaluation being undertaken?

Yes	☐
No → *Exclude Q 19*	☐

Question seventeen. Please complete your contact details below. Please note these details will not be used for any other reason than to contact you for the purpose of an interview.

Name of community group:

Community group website:

Contact's name:

Contact's position:

Contact's email:

Contact phone: