

Bulletin...

How are we doing?

Measuring the performance of community safety partnerships

'Safe and sound', published in May 2000, reported the findings of an Accounts Commission study of community safety partnerships.

- The report identified the progress made to date, highlighted good practice and made a number of recommendations.

The report found that across Scotland, community safety strategies are generally at an early stage of development, and most partnerships have still to develop measures to track their progress.

- To be effective, partnerships need to track the progress of their strategies, action plans and initiatives and the impact their work is having on the community.
- Partnerships need to account for their activities and expenditure by informing stakeholders about their performance and progress.

This bulletin provides practical guidance on performance measurement, using the concept of a balanced scorecard.

- The scorecard is based on four different perspectives of effectiveness – impact on the community, external processes, partnership management and improvement, and use of resources.
- By selecting performance indicators for the different perspectives, partnerships will be able to build a comprehensive picture of their performance.

The bulletin includes a selection of indicators, within each of the scorecard perspectives.

- These indicators are a starting point for partnerships in building their own suite of indicators.
- Using the indicators will enable partnerships to compare their performance with others who have similar strategic objectives.

Contents

Introduction	1
Performance measurement for community safety partnerships	2
Introducing a balanced scorecard	4
Building a balanced scorecard	9
Moving forward	12
Appendices	15

The Accounts Commission

The Accounts Commission is a statutory, independent body, which through the audit process, assists local authorities in Scotland to achieve the highest standards of financial stewardship and the economic, efficient and effective use of their resources. The Commission has five main responsibilities:

- securing the external audit
- following up issues of concern identified through the audit, to ensure satisfactory resolutions
- reviewing the management arrangements which audited bodies have in place to achieve value for money
- carrying out national value for money studies to improve economy, efficiency and effectiveness in local government
- issuing an annual direction to local authorities which sets out the range of performance information which they are required to publish.

The Commission secures the audit of 32 councils and 34 joint boards (including police and fire services). Local authorities spend over £9 billion of public funds a year.

Audit Scotland

Audit Scotland is a statutory body set up in April 2000, under the Public Finance and Accountability (Scotland) Act 2000. It provides services to the Accounts Commission and the Auditor General for Scotland. Together they ensure that the Scottish Executive and public sector bodies in Scotland are held to account for the proper, efficient and effective use of public funds.

Audit Scotland publishes reports for local government on behalf of the Accounts Commission.

Acknowledgements

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Introduction

In May 2000, Audit Scotland published '*Safe and sound*', reporting the findings of an Accounts Commission study of community safety partnerships in Scotland. The report looked at how far community safety partnerships had progressed in Scotland, highlighted good practice and made a number of recommendations on the steps partnerships should take to improve their effectiveness¹.

The study found that across Scotland, community safety strategies are generally at an early stage of development, and that most partnerships have still to develop measures to track progress in tackling community safety.

One of the longer-term objectives of the study was to work with practitioners to develop performance indicators, enabling partnerships to assess their effectiveness. This management bulletin is the outcome of that work, and has been produced with advice and assistance from both community safety specialists and people with more general experience of performance management.

The bulletin is designed as a 'starter pack' to assist community safety partnerships develop a more systematic approach to measuring their performance. The bulletin uses the concept of a balanced scorecard to provide a framework for performance measurement. It includes detailed information on a selection of indicators which partnerships may choose to adopt. The bulletin also includes practical guidance and a checklist of issues to consider when community safety partnerships are developing their own performance indicators.

Since 1998, there has been a strong focus on community safety in Scotland, resulting in a series of nationally co-ordinated publications providing guidance and support to community safety partnerships². This bulletin is intended to complement existing publications and to contribute to the current national debate on improving the effectiveness of community safety partnerships.

Taken together, these recent publications provide comprehensive guidance for community safety partnerships to use in developing their future strategies and action plans.

¹ Copies of the report are available on request from Audit Scotland or can be downloaded from our website www.audit-scotland.gov.uk.

² These publications include '*Safer communities in Scotland*' (The Scottish Office, July 1999), '*Safe and sound*' (Audit Scotland, May 2000), '*Safe and sound: self-assessment good practice guide*' (Audit Scotland, September 2000) and the Scottish Executive Pathfinder report '*Threads of success*', published in November 2000.

Performance measurement for community safety partnerships: benefits and barriers

Benefits

There are two fundamental reasons why performance measurement is important for community safety partnerships:

- to improve their effectiveness – by tracking the progress of strategies, action plans and initiatives and the impact their work is having on the community
- to account for their actions and expenditure – by informing stakeholders about performance and progress.

Each community safety partnership will eventually have agreed a set of strategic objectives. Reliable performance information will enable those partnerships to know whether they are achieving their objectives, and so, ultimately, improving safety within their communities.

The development of a balanced set of reliable performance indicators linked to the organisation's objectives is an essential element of effective performance management.

Partnerships can also use performance information to increase community awareness of their work and promote their achievements, both locally and nationally.

Developing comparable performance information will enable community safety partnerships to identify opportunities for improvement and share good practice across Scotland, and further afield.

Barriers

Developing effective systems of performance measurement in community safety presents considerable challenges, arising from both the nature of community safety work itself and the lack of robust data within individual agencies:

- community safety is primarily concerned with reducing risks to individuals and communities. For each area of risk (eg, levels of crime, or accidents and injuries), there is a complex array of causes. Some of the factors related to those causes will be under the direct control of the partner organisations, but many others may not be;
- effective performance measurement relies on an understanding of cause and effect, of the relationship between cost, input, output and outcome. In community safety, the relationship between outputs and outcomes is particularly complex. This makes it difficult for partnerships to know which (if any) of their inputs and outputs were the most effective in achieving the outcomes they were aiming for (and at what cost the outcome was achieved);

- improving safety may require long-term investment and deployment of resources by one agency within the partnership in order to effect change that may benefit another. For example, more investment in out-of-hours youth work may be a cost borne by the council – but if this results in a reduction in youth crime, the ‘benefit’ will primarily accrue to the police service. Responsibility for monitoring and evaluating the impact of that investment may then become a complex inter-agency issue;
- existing data sets, which provide the source information for measuring performance, may not be designed for this purpose, and when investigated, are frequently found to be of poor quality. In the police service, for example, recent work done by HM Inspectorate of Constabulary (HMIC) in England and Wales has revealed offences being wrongly classified and a failure to record the correct number of crimes³. While no detailed work of this nature has been undertaken in Scotland, some dip sampling by HMIC indicates that there may be similar issues in Scottish forces;
- additional problems are encountered when partnerships wish to combine data from different agencies. Many of these were identified in *‘Safe and sound’*, for example, the use of different categories of area (police beats, wards, postcodes) by different organisations⁴;
- using single data sets may well give a misleading picture of the problem. For example, as the Cardiff case study in Appendix 2 shows, only 25% of violent crime incidents which resulted in hospital treatment in Cardiff were reported to the police. So, use of police data alone would have led to a serious underestimation of the scale of violent crimes.

The way forward

Developing effective measures of performance is a significant challenge for community safety partnerships, and will require some time and thought. This bulletin is intended to help partnerships in that process.

Performance indicators are an essential component of measuring performance and achievement. However, indicators are only a tool, not an end in themselves – they lead to questions about what is happening and why, and highlight areas which may or may not be working effectively.

³ *‘On the record: thematic inspection report on police crime recording, the police national computer and Phoenix Intelligence System data quality’*, HM Inspectorate of Constabulary, July 2000.

⁴ Further issues concerned with data sharing and development of common platforms are discussed in the recent Accounts Commission report *‘Common data, common sense’*, published August 2000.

Introducing a balanced scorecard for community safety partnerships

What is a balanced scorecard?

The balanced scorecard is a concept originally developed by Norton and Kaplan⁵ to assist organisations build an overall picture of their performance. The potential of the model for measuring performance in the public sector is discussed in the Accounts Commission bulletin *'The measures of success'*, (1998).

The balanced scorecard is based on four different perspectives of business or organisational effectiveness. In the original scorecard, these focus on the customer, internal business processes, continuous improvement and financial perspectives. Organisations develop their own scorecard by agreeing indicators and performance measures, relating to their own business goals and objectives, for each of these four perspectives.

We have adapted this concept for community safety partnerships, (Exhibit 1). By selecting performance indicators for all the different perspectives, partnerships will be able to build a balanced and comprehensive picture of their performance. The perspectives cover both the outcomes the partnership wishes to achieve, and how effectively it is working to achieve them.

Exhibit 1: A balanced scorecard for community safety partnerships

The scorecard has four perspectives to build a balanced picture of effectiveness:



⁵ *'The balanced scorecard'*, Kaplan, RS and Norton, DP, Harvard Business School Press, 1996.

Developing a balanced scorecard for community safety partnerships

The scorecard of performance indicators agreed by each community safety partnership will be unique, depending on what the partnership is specifically aiming to achieve.

As a starting point for partnerships, we have developed a number of indicators for each of the scorecard perspectives, in consultation with community safety practitioners. These indicators are related to the common strategic themes, and recognised good practice, identified in 'Safe and sound'. Exhibit 2 illustrates how the strategic themes and good practice areas covered by the indicators link with the scorecard perspectives. The indicators themselves are listed in Table 1 (overleaf). Some of these indicators are quantitative, others are more qualitative covering policies and procedures. They are intended for use at a strategic level.

These indicators have been developed for two main purposes:

- to assist partnerships build their own suite of indicators, by forming a starting point for discussion; and
- to enable partnerships who adopt any of the indicators, to compare their performance with other partnerships who have similar strategic objectives.

The indicators are **not** a statutory requirement for partnerships, although a few use the same data as that used for statutory indicators (under the terms of the 1992 Local Government Act) for some individual agencies, such as police and fire.

Exhibit 2: Using the balanced scorecard to measure performance

How community safety partnership activity fits into the four scorecard perspectives:

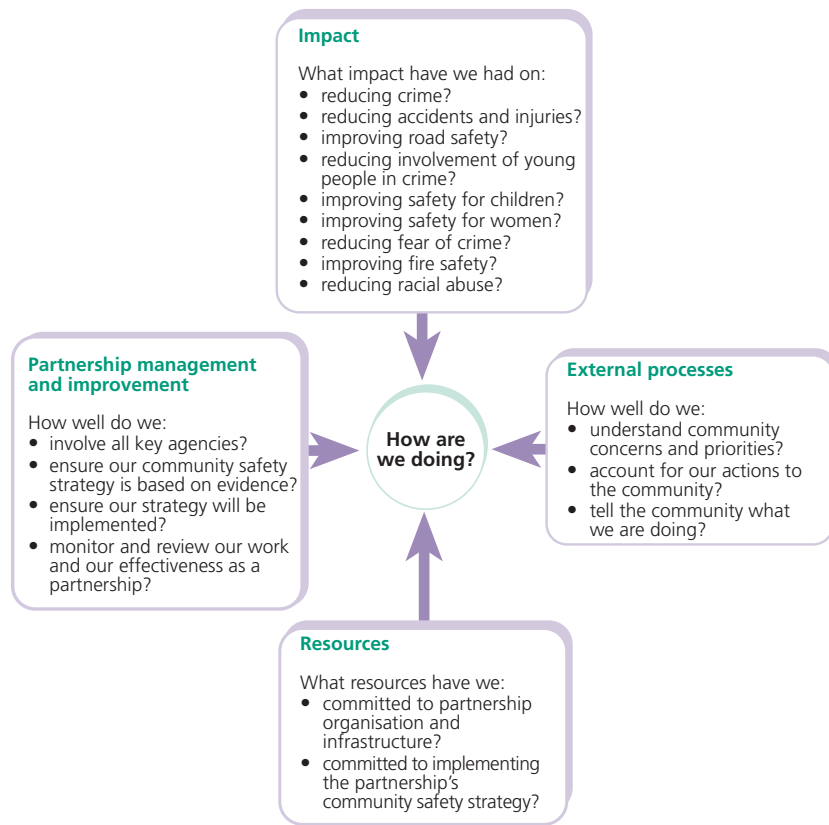


Table 1: Potential performance indicators for community safety

Detailed information on sources of data, proposed definitions, and notes on the use of each indicator is included in Appendix 1.

A Impact ⁶

What impact have we had on...	Proposed performance indicator
Reducing crime?	A1 Number of recorded violent crimes per 10,000 population
	A2 Number of recorded offences of an antisocial nature per 10,000 population
	A3 Number of recorded housebreaking crimes per 10,000 households
	A4 Number of recorded thefts of, and from, motor vehicles per 10,000 population
Reducing accidents and injuries?	A5 Number of children under 15 admitted to hospital as a result of accidental injury per 10,000 population of 0-14-year-olds
	A6 Number of adults admitted to hospital as a result of accidental injury per 10,000 population
Improving road safety?	A7 Number of children under 15 killed or seriously injured in road accidents per 10,000 population of 0-14-year-olds
	A8 Number of adults killed or seriously injured in road accidents per 10,000 population
Reducing involvement of young people in crime?	A9 Number of referrals to the Reporter to the Children's Panel for the following reasons: failure to attend school without reasonable excuse; committing an offence; misuse of drugs, alcohol or volatile substances
Improving safety for children?	A10 Number of referrals to the Reporter to the Children's Panel on care and protection grounds
Improving safety for women?	A11 Number of crimes of indecency reported to the police
	A12 Number of domestic abuse incidents reported to the police
Reducing fear of crime?	A13 Percentage of people who feel unsafe to some extent walking in the neighbourhood after dark
Improving fire safety?	A14 Number of accidental dwelling fires per 10,000 population
Reducing racial abuse?	A15 Number of reported racist incidents per 10,000 population

B External processes

How well do we...	Proposed performance indicator
Understand community concerns and priorities?	B1 The existence of a regular and planned programme of consultation with members of the communities served by the partnership
	B2 The existence of a planned programme of specific consultation with hard-to-reach or particularly vulnerable groups
	B3 The existence of a system for evaluating consultation against its objectives
Account for our actions to the community?	B4 Agreed mechanisms used to account for the partnership's actions to the community
	B5 Regular measurement of community awareness of, and satisfaction with, the work of the community safety partnership
Tell the community what we are doing?	B6 Regular published reports on partnership plans, progress and achievements

C Partnership management and improvement

How well do we...	Proposed performance indicator
Involve all key agencies?	C1 The existence of an authority-wide strategic community safety partnership – which includes the local authority, police, fire and health service as full members
	C2 An inclusive partnership structure which involves a wide range of agencies, voluntary organisations and community groups
	C3 Percentage attendance at meetings
Ensure our community safety strategy is based on evidence?	C4 A completed community safety audit
	C5 A regular and systematic programme of data collection
	C6 Evidence that the results from consultation have informed strategic development
Ensure our strategy will be implemented?	C7 An agreed and published community safety strategy
	C8 A formal action plan to implement the community safety strategy
	C9 Evidence of a systematic approach to option appraisal, resulting in a clear rationale for each agreed action
	C10 Inclusion of agreed community safety objectives and actions within partner organisations' own strategies and service plans
Monitor and review our work and our effectiveness as a partnership?	C11 Regular monitoring for each 'Impact' performance indicator
	C12 An annual review of progress and effectiveness in implementing the action plan and meeting targets

D Resources

What resources have we...	Proposed performance indicator
Committed to partnership organisation and infrastructure?	D1 The level of dedicated financial resources available to support the partnership
	D2 Amount of staff time dedicated to supporting the partnership
Committed to implementing the partnership's community safety strategy?	D3 A long-term financial plan in support of the partnership's community safety strategy
	D4 Amount of external funding accessed by the partnership in support of its strategic priorities

⁶ In Table 1, the 'Impact' indicators cover most of the strategic themes common among community safety partnerships. However, there are some areas where there is no consistent data available, or where the work of partnerships is so varied that it has not been possible to develop nationally-agreed indicators. These areas include, for example, supporting victims and working with young people. There are also no indicators relating to substance misuse, as this area is comprehensively covered by local Drugs Action Teams.

Partnerships should **not** expect to adopt all of the indicators listed in Table 1 – **but select only those relevant to their own strategic priorities and their own stage of development.**

When selecting the indicators in Table 1, partnerships will need to decide exactly what they are trying to measure, and in what direction they wish to move. For example, in cases where it is known there is significant under-reporting of particular crimes (such as domestic abuse), partnerships may wish to see an increase in the number of reported incidents in the first instance.

Community safety is primarily concerned with finding local solutions to local problems. Partnerships will therefore need to develop their own scorecard of indicators, which relate to their own local strategic priorities. Guidance on doing this is given in the following section.

Building a balanced scorecard for your partnership

Creating your own scorecard

The process by which performance indicators are developed and agreed should be as inclusive as possible. Partner members at all levels need to have a shared understanding of why particular indicators have been selected, how they will be used and what they are intended to measure. This is of particular importance in a multi-agency setting, where the experiences and expectations of different members in using performance indicators may vary considerably.

As in all performance measurement, agreeing your strategic priorities is the start of the process. These should be translated into measurable objectives, and followed by action plans to achieve the objectives. The strategic objectives should be based on a sound knowledge and understanding of the nature, extent and causes of local community safety problems. Partnerships will also need to take into account relevant national strategies and targets.

Agreeing the indicators required to measure progress against objectives and action plans is the second stage of the process. The performance indicators should link together into a hierarchy, in the same way that actions relate to objectives.

At the top of the hierarchy, there will be a limited number of strategic indicators (eg, number of recorded housebreaking crimes), related to the strategic objectives. These will be supported by a range of operational indicators relating to specific objectives and actions (eg, number of housebreaking crimes in the target area). The indicators within the hierarchy should enable the partnership understand how specific actions or interventions have contributed to achieving their strategic objectives. This process is illustrated in the case studies described in Appendix 2.

In developing their own scorecard of indicators, partnerships will need to investigate local sources of data, in addition to the data sources for the indicators in Table 1 (see Appendix 1). However, careful consideration should always be given to the validity, accuracy and completeness of any data used – all data collection has a cost.

Examples of data sources that local partnerships are currently using include the Scottish Ambulance Service, Accident and Emergency departments of local NHS Trusts, Women's Aid, Victim Support, and local council services (in particular, housing, social work and education).

Developing indicators that are appropriate and robust is a challenge to partnerships. The Audit Commission in England and Wales identified a set of criteria for performance indicators, which may be useful for partnerships to consider in developing their own indicators⁷. The criteria suggest that indicators should be:

- relevant – to the partnership and to the people providing the data
- clearly defined – to ensure consistency and fair comparison
- easy to understand and use – indicators for public use should avoid technical jargon
- comparable – on a consistent basis between organisations and over time
- verifiable – supported by evidence
- cost-effective – the cost of collecting information must be balanced against its usefulness
- unambiguous – so it is clear whether an increase in value represents an improvement or deterioration in service
- attributable – so managers can influence the direction of the indicator
- statistically valid and timely.

Once indicators have been agreed, the partnership will need to establish the baseline position for each indicator, from which to measure progress. Depending on the type of indicator, this might be a number or percentage, or it might be more qualitative – eg. a set of processes in place. The partnership may also wish to set a target for progress.

The multi-agency nature of partnerships also presents a challenge in relation to responsibility and accountability for changes in performance, as measured by the indicators. For example, responsibility for changes in indicators relating to levels of crime has traditionally rested with police services, and indicators on accident and injury rates have come under the health service remit. However, if these indicators are adopted as strategic indicators for the partnership, the partnership will need to consider how it will handle accountability and credit for achieving the performance improvements, shown by changes in the indicators.

The checklist at the end of this bulletin is designed to assist partnerships develop appropriate performance indicators – at both strategic and operational levels – for their own scorecard. The bibliography in Appendix 3 also lists further sources of information on performance indicators.

⁷ 'On target: the practice of performance indicators', Audit Commission, 2000.

Using your scorecard

At the beginning of this bulletin we identified that performance measurement is important for community safety partnerships to improve effectiveness and for public accountability. So, how can the partnership use their scorecard to achieve these aims?

Improving effectiveness Once the partnership has established a set of performance indicators, the next step is to agree monitoring procedures. For the partnership to realise the full benefits of a systematic approach to performance measurement, the monitoring information will need to be reviewed regularly by the partnership and acted on appropriately. Information from performance monitoring can be used to inform policy development and budgetary decisions. The checklist at the end of this bulletin includes some of the issues the partnership may wish take into account when developing their monitoring arrangements. It may be appropriate, for example, for the partnership to consider holding twice-yearly meetings devoted to reviewing progress against the agreed indicators.

Public accountability Best Value requires councils to report on their performance and progress against agreed targets on an annual basis. The partnership may wish to consider how they might link in their reporting arrangements with the council's public performance reporting. The partnership should also consider their democratic accountability and how they will use other reporting channels, such as council committees and joint boards.

Moving forward

Future developments

We have stressed the point that this management bulletin is intended as a starting point for community safety partnerships to help them build their own balanced scorecard of performance indicators – so they may measure their progress against their objectives.

We believe it should also be a starting point for further debate at both national and local level, on how performance information can be improved. Two areas in particular merit further consideration: the availability of relevant information; and, raising the overall level of achievement by comparing performance and sharing good practice.

Better data sets will enable better indicators to be used. The performance indicators proposed in Table 1 are not perfect – they are a starting point for community safety partnerships to work from. Developing effective indicators is inevitably an incremental process.

There are many areas where ‘better’ indicators of performance could be used – ie indicators which more accurately identify good or poor performance or progress – if the appropriate information systems were available. For example, research has shown that in some types of crime, offenders tend to target the same locations or victims, so the percentage of repeat victimisation in housebreaking or domestic abuse might be a good indicator to measure reduction (both of these are statutory performance indicators in England and Wales). However, not all police information systems in Scotland currently record that information consistently and robustly.

There is also great potential for partnerships to get added value from data by combining information from different agencies, and so build a more accurate and comprehensive picture of local community safety problems and their causes. To achieve this will require a degree of trust and common purpose within the partnership, and may require data-sharing protocols to be developed.

Comparing performance. One of the benefits to partnerships of adopting a more shared and systematic approach to measuring performance is the ability to compare performance, using similar partnerships as benchmarks.

In England and Wales, the Home Office has developed family groups of Crime and Disorder Partnerships and police force Basic Command Units (equivalent to police divisions in Scotland). These family groups are intended to:

- provide a basis for the national publication of crime statistics at a local level;
- help partnerships, forces and police authorities undertake Best Value reviews by enabling them to compare local level performance across a range of functions; and
- help partnerships identify which other similar partnerships, within their family groups, are most successful in reducing crime.

The Home Office is also developing a series of toolkits and companion examples of good practice. The aim of the toolkits is to provide partnerships in England and Wales with an effective and proven approach to dealing with individual offences and aspects of criminality in their own partnership area. The toolkits are presently being developed in conjunction with representative groups and practitioners. Twenty-two toolkits are planned to be launched on the Home Office website through autumn 2000 and into 2001.

There is, therefore, potential for community safety partnerships in Scotland to consider sharing information and best practice with similar partnerships south of the border, which the Scottish Executive and other organisations may wish to explore.

Conclusion

Community safety partnerships are still relatively new, and many are in the early stages of establishing their organisational arrangements and agreeing strategic priorities. It is at this stage that they should start considering how they are going to measure their progress and achievements, and what systems need to be put in place to do this effectively.

By applying the principles outlined in the bulletin, adopting the most relevant of the proposed indicators in Table 1, and using the checklist on the following page, partnerships will be able to provide sound and robust answers to the question 'How are we doing?'

Checklist of issues to consider when developing local performance indicators

- What is the partnership trying to achieve?
- What do we need to measure to know if we have achieved it?
- Do the proposed indicators measure it accurately?
- If not, can we find 'proxy' indicators which measure a contributory factor (eg, referrals to the Children's Reporter for absence from school might be a proxy indicator for reducing youth crime)?
- Are other indicators needed to give us a more complete picture?
- What is the source data for the indicators?
- Is the source data reliable and available for analysis?
- How much analysis is needed to convert the source data into reliable performance indicators?
- Who will be responsible for the analysis and can this work be sustained over time?
- Are there issues concerned with the confidentiality of some of the data? If so, how might these be dealt with?
- Is the organisation which manages the source data willing to share the information? Will the partnership need to develop information protocols for sharing data?
- Are the indicators already used in a different context? If so, are the definitions and timescales consistent?
- Over what timescale will the indicators be tracked (eg, weekly, monthly, annually)?
- Who will have overall responsibility for collecting and presenting the monitoring information?
- Which is the appropriate group within the partnership structure to monitor progress (eg, operational or senior partnership)?
- How frequently should the indicators be reported to the appropriate monitoring group?
- Will the monitoring information be provided in time to take appropriate action if things are not going as planned?
- Which indicators should be reported to the public and which used for internal management purposes?
- Do we have objectives and indicators to cover all the scorecard perspectives?

Appendix 1: Detailed information on indicators

A Impact indicators

Most 'Impact' indicators measure the number of times an incident occurs, within a partnership (council) area and over a period of time (a year). Community safety partnerships can use these indicators in two ways: to track changes over time, and to compare their performance with other partnerships. Both uses are important in improving effectiveness.

The number of occurrences of the incidents being monitored will be affected by the size of the partnership, so will vary significantly between large and small partnerships. To enable valid comparisons to be made between partnerships of different sizes, these numbers need to be divided by a relevant common denominator, such as population number. We have selected 'per 10,000 population' for most of these indicators, as the most appropriate level for the likely numbers of incidents, in most partnerships.

For some of the indicators proposed, the actual numbers per year are so small, we have omitted the population denominator in this bulletin. However, partnerships wishing to compare their performance for these indicators will need to agree a relevant denominator, in order to make valid comparisons.

Reducing crime

A1 Number of recorded violent crimes per 10,000 population

Source: Local police force

Definition: All Group 1 crimes included in the Scottish Executive crime classification. Population is the most recent mid-year estimate, published by the Registrar General.

Notes: All police forces are required to report figures for recorded crime to the Scottish Executive for their force area, and most police forces should be able to provide this information at local authority level. Group 1 crimes include murder, attempted murder, culpable homicide, serious assault, handling offensive weapons, robbery and assault with intent to rob, threats and extortion. There were 23,440 such crimes recorded by the police in Scotland in 1999 – including 7,220 serious assaults, 5,075 robberies and 7,901 crimes of handling an offensive weapon.

There is likely to be significant under-reporting of some of these types of crimes, as illustrated in the case study of the Cardiff Violence Prevention Group in Appendix 2.

As the total numbers of these types of recorded crimes at local authority level are relatively small, all Group 1 crimes have been grouped together in the proposed indicator. However, local community safety partnerships may wish to analyse and monitor the numbers of the different types of Group 1 crimes in their area (eg, concentrating on serious assaults and robberies).

A2 Number of recorded offences of an antisocial nature per 10,000 population

Source: Local police force

Definition: It is proposed that this indicator includes the following offences:

- vandalism, malicious damage and malicious mischief offences
- petty assault
- breach of the peace.

Population is the most recent mid-year estimate, published by the Registrar General.

Notes: In 1999, there were 77,243 instances of vandalism and other malicious damage, 53,989 petty assaults and 71,028 breaches of the peace recorded in Scotland. As with the previous indicator, there is likely to be significant under-reporting of many of these types of offence.

Depending on their local situation, community safety partnerships may wish to analyse and monitor the three types of offence separately.

A3 Number of recorded housebreaking crimes per 10,000 households

Source: Local police force

Definition: Housebreaking is a Code 19 crime (with 12 sub-categories). All categories should be included in the indicator. Number of households in the local authority area will be available from the authority's planning service.

Notes: There were 53,826 cases of housebreaking recorded in Scotland in 1999. The level of recording for housebreaking is thought to be reasonably accurate, as insurance companies require police notification in order for claims to be settled.

A4 Number of recorded thefts of, and from, motor vehicles per 10,000 population

Source: Local police force

Definition: Only thefts from and of motor vehicles should be included in this indicator – this excludes vandalism to a vehicle. Population is the most recent mid-year estimate, published by the Registrar General.

Notes: There were 29,818 instances of thefts from a motor vehicle, and 38,533 thefts of vehicles recorded in Scotland in 1999. As with housebreaking, the level of recording for vehicle offences is thought to be reasonably accurate, as insurance companies require police notification in order for claims to be settled.

Per head of population has been used in this indicator for consistency, and ease of measurement. However, the indicator will be affected by levels of car ownership among the population, which will vary between different partnership areas.

Reducing accidents and injuries

A5 Number of children under 15 admitted to hospital as a result of accidental injury per 10,000 population of 0-14-year-olds

A6 Number of adults admitted to hospital as a result of accidental injury per 10,000 population

Source: Information and Statistics Division, Common Services Agency

Definition: Data on hospital admissions and discharges is collected from Scottish Morbidity Record (SMR) forms, which are completed for every patient discharged from any NHS hospital in Scotland. Definition for accidental injury is as defined in '*Scottish Health Statistics*'. Population is the most recent mid-year estimate, published by the Registrar General.

Notes: Hospital admission is a good proxy for significant injury. The data are reliable and can be made available at local authority level using postcode analysis. However, figures for hospital admissions exclude patients treated at Accident and Emergency departments but not subsequently admitted as an inpatient. The figures may also reflect differences in admission policies between different health boards or NHS trusts.

There were 12,065 such admissions of children and 63,570 of adults in Scotland in 1999. These can be categorised into road traffic accidents, poisoning, falls, drowning, choking and miscellaneous accidents. Local community safety partnerships may wish to analyse and monitor information on particular groups of accidents separately, depending on their local circumstances.

The Information and Statistics Division includes accident statistics (as well as other health information) at local authority level in the SHOW (Scottish Health On the Web) website. Partnerships need to be aware that it may be difficult to make valid comparisons between authorities when actual numbers are small. The Information and Statistics Division will provide statistical advice on the use of this data, if required.

Improving road safety

A7 Number of children under 15 killed or seriously injured in road accidents per 10,000 population of 0-14-year-olds

A8 Number of adults killed or seriously injured in road accidents per 10,000 population

Source: STATS 19 data collected by the local police force

Definition: Definitions from the STATS 19 data for road accident casualties categorised as killed and seriously injured. Population is the most recent mid-year estimate, published by the Registrar General.

Notes: STATS 19 data provides an alternative and additional source of information on road accidents and injuries to that collected through hospital emergency admissions. The data is sub-divided into killed, seriously injured and slightly injured categories; and also into pedestrian, cycle, motor vehicle user etc,

^{*} 'The NHS in Scotland: Scottish Health Statistics 1999', Scottish Executive, Information and Statistics Division, 2000.

and by age. This data is currently used by most local authorities and all local data sets are also submitted to the Scottish Executive.

The Scottish Executive has a national target of reducing the number of children killed or seriously injured in road traffic accidents by 50% by 2010.

Reducing involvement of young people in crime

A9 Number of referrals to the Reporter to the Children's Panel for the following reasons: failure to attend school without reasonable excuse; committing an offence; misuse of drugs, alcohol or volatile substances

Source: Scottish Children's Reporter Administration

Definition: Number of referrals received by the Children's Reporter on the following grounds:

- Ground H: unjustified absence from school
- Ground I: committing a crime or an offence
- Ground J: misuse of alcohol or drugs
- Ground K: solvent abuse.

Notes: The Scottish Children's Reporter Administration (SCRA) is managed through four regions covering Scotland, and the referral data is available at local authority level.

The SCRA collates this information monthly, and publishes national figures in the SCRA Annual Report.

In 1999/2000, the SCRA received the following numbers of referral grounds in the above categories – H (absence from school) – 4,825; I (crime/offence) – 41,712; J (drugs/alcohol) – 1,380; K (solvents) – 77.

It should be noted that grounds H, J and K are not directly linked to children who are involved in crime and are therefore only 'proxy' indicators. However, there is an increase in the risk that children will be involved in criminal behaviour attached to unjustified absence from school, abusive behaviours and other factors.

Improving safety for children

A10 Number of referrals to the Reporter to the Children's Panel on care and protection grounds

Source: Scottish Children's Reporter Administration

Definition: Number of referrals received by the Children's Reporter on the following care and protection grounds:

- Ground A: beyond control
- Ground B: moral danger
- Ground C: lack of parental care
- Ground D: victim schedule 1 offence
- Ground E: same household, victim of schedule 1 offence
- Ground F: same household, perpetrator of schedule 1 offence
- Ground G: same household as incest victim.

Notes: Scheduled offences include any offence under Part 1 of the Criminal Law (Consolidation) (Scotland) Act 1995 (ie, sexual offences); any offence under sections 12, 15, 22, or 33 of the Children and Young Persons (Scotland) Act 1937; any other offence involving bodily injury or the use of lewd, indecent or libidinous behaviour towards a child under the age of 17. In 1999/2000 the national figure for referrals on care and protection grounds received by the Reporter was 29,995.

Improving safety for women

A11 Number of crimes of indecency reported to the police

Source: Local police force

Definition: Group 2 crimes of indecency recorded by the police.

Notes: Group 2 crimes include rape (5,982 in 1999), sexual assault (1,933 in 1999) and lewd and indecent behaviour (2,383 in 1999). As the numbers of recorded crime are relatively small, local community safety partnerships may wish to analyse and monitor this indicator for year on year changes, rather than look for inter-authority comparisons.

A12 Number of domestic abuse incidents reported to the police

Source: Local police force.

Definition: The definition of domestic abuse used by police forces in Scotland is: "Any form of physical, non-physical or sexual abuse which takes place within the context of a close relationship, committed either in the home or elsewhere. In most cases this relationship will be between partners (married, cohabiting or otherwise) or ex-partners."

Notes: The first Statistical Bulletin on Domestic Abuse Recorded by the Police in Scotland (1 April - 31 December 1999) was published in August 2000. The statistics available from the first return of the new central collection have demonstrated that different police forces have recorded information in different ways. In particular, police practice in deciding when the behaviour justifies the recording of a crime or offence may differ. Such differences render inter-authority comparisons more difficult.

There is significant under-reporting for all offences considered in A11 and A12. Partnerships should consider alternative sources of information to augment official data. For example, local authority housing and social work services or Women's Aid may have more accurate and detailed information, which can be analysed and combined to give partnerships a more accurate picture of the incidence of domestic abuse and other offences against women.

The first National Strategy to Address Domestic Abuse in Scotland has recently been completed by the Scottish Partnership on Domestic Abuse, and is due to be published by the Scottish Executive in November 2000. This document will include supporting Good Practice Guidelines and Service Standards. Recommendations for action will be included within the Action Plan and divided into four sections: Policy and Legislation, Access to Services, Education and Training, Data Collection and Information. The Scottish Partnership on Domestic Abuse has agreed a more comprehensive definition of abuse which may be adopted by relevant agencies in the future.

The Strategy suggests that mechanisms must be developed to enable the collection of statistics relating to domestic abuse and to issues affecting specific groups, in order to ensure a higher level of understanding of levels of needs in the future. It also recommends the dissemination of guidance to local areas on the statistical information which should be gathered in relation to domestic abuse and the development of appropriate data collection tools.

Reducing fear of crime

A13 Percentage of people who feel unsafe to some extent walking in the neighbourhood after dark

Source: Scottish Executive Scottish Crime Survey or council's own survey data

Definition: Fear of crime is one of the compulsory indicators that must be tracked by all area-based Social Inclusion Partnerships. A standard survey question for use in the collection of this data has been agreed. The question is as follows:

How safe do you feel walking alone in this neighbourhood after dark? Please tick one below:

- | | | | |
|-----|---------------------|---|--------------------------|
| (1) | Very safe | - | <input type="checkbox"/> |
| (2) | Fairly safe | - | <input type="checkbox"/> |
| (3) | A bit unsafe | - | <input type="checkbox"/> |
| (4) | Very unsafe | - | <input type="checkbox"/> |
| (5) | Wouldn't walk alone | - | <input type="checkbox"/> |
| (6) | Don't know | - | <input type="checkbox"/> |

The information monitored under this indicator will be the percentage of people who feel unsafe to some extent (ie, categories 3, 4 and 5) walking in the neighbourhood after dark.

Notes: The Scottish Executive includes this and other questions on the fear of crime in the Scottish Crime Survey. Although sample sizes are not big enough to be statistically valid at local authority level, councils can purchase additional samples to be included in the Scottish Crime Survey to cover their area, or can conduct the survey themselves, using the same questions.

Other fear of crime questions in the survey relate to individuals' perceptions of how safe they feel walking alone and of being at home alone after dark, and whether they are worried about being a victim of different types of crime.

Reducing the fear of crime among older people is one of the headline Social Justice milestones, which the Scottish Executive is monitoring nationally. The definition is the proportion of those aged 60 years or over whose quality of life is greatly affected by fear of crime – which is consistent with information being collected in England and Wales.

Improving fire safety

A14 Number of accidental dwelling fires per 10,000 population

Source: Local fire brigade

Definition: This indicator is based on one of the statutory performance indicators for fire brigades. 'Accidental' should be those incidents recorded as such in Section 5 of the FDR1 (Home Office) return. Incidents categorised as malicious, deliberate, doubtful or not known should be excluded.

'Dwelling' is as defined in Section 3 of the FDR1 form (except that the figures will exclude caravans and mobile homes, and houses in multiple occupation.)

Population is the most recent mid-year estimate, published by the Registrar General.

Notes: Brigades are required to report this information to Audit Scotland, for the whole brigade, on an annual basis. The statutory indicator requires brigades to calculate a smoothed average over the five-year period prior to the end of the reporting year, which has been omitted for this bulletin. Brigades should be able to provide the information at a local authority level for community safety partnerships.

The number of dwelling fires is affected by a variety of factors, including the socio-demographic characteristics of a particular area, and the extent to which fire precautions are installed in buildings.

Reducing racial abuse

A15 Number of reported racist incidents per 10,000 population

Source: Local police force

Definition: This indicator is based on a statutory performance indicator for police forces, who have to report the figure for the whole force (per 1,000 population) to Audit Scotland on behalf of the Accounts Commission. The indicator stems from the Macpherson Report and is based on its definition of a racist incident as 'any incident which is perceived to be racist by the victim or by any other person'.

Population is the most recent mid-year estimate, published by the Registrar General.

Notes: Although this indicator has to be reported for the whole force, the information should also be available at local authority level. There is likely to be a significant increase in the number of racist incidents recorded by all forces over the next few years.

HM Inspectorate of Constabulary are currently examining the recording of racial incidents across all forces in Scotland, which is likely to result in numerical increases in some force areas, without there necessarily being any change in the level of actual incidents.

Recommendations within the Macpherson Report are aimed at increasing reporting levels of racist incidents in order that the full scale of racist activity can be reliably assessed. In order to achieve this, the Report recommends, among other things, that: "Incidents should be reported, recorded and investigated, whether or not a crime has been committed. Police services should co-operate closely with local agencies and local communities to encourage people to report racist incidents."

The partnership's own records will form the basis of the source information for the indicators relating to external processes, partnership management and improvement, and resources. Appropriate evidence, rather than a definition, is suggested for these kinds of indicators.

B External processes indicators

Understanding community concerns

B1 The existence of a regular and planned programme of consultation with members of the communities served by the partnership

Evidence: An agreed and documented programme of consultation, which outlines the objectives for each consultative exercise, the reasons for the methods chosen, the intended audience or participants, the resource requirements, how the consultation will be evaluated and how the results will be fed back to the participants.

Notes: *'Safe and sound'* identified that a commitment to consultation was a strategic priority for half the community safety partnerships for which information was available. However, the study also found that consultation was frequently neither systematically planned, nor evaluated.

An important element of consultation is ensuring the information from the consultative process is both fed back to the people involved, and informs the partnership's decision-making.

B2 The existence of a planned programme of specific consultation with hard-to-reach or particularly vulnerable groups

Evidence: Documented plans or records of consultation with specific groups who may be more vulnerable to risks, or are hard to reach using traditional methods of consultation. The plans should include the reasons for targeting that particular group, the methods adopted and the reasons those methods were selected, the resource requirements, how the consultation will be evaluated, and how the results will be fed back to the participants.

Notes: Previous research has shown that particular groups of people are more vulnerable to lack of safety and are likely to face a range of increased risks to their well-being. These groups tend to be socially disadvantaged, and are often under-represented in the more traditional types of consultation.

An important element of consultation is ensuring the information from the consultative process is both fed back to the people involved, and informs the partnership's decision-making.

B3 The existence of a system for evaluating consultation against its objectives

Evidence: Documented records of any systematic evaluation of consultation including whether and how well the consultation exercise met its objectives, the lessons learned, the resources used, and how results have informed the partnership's decisions.

Notes: 'Safe and sound' found little evidence of community safety partnerships adopting a systematic approach to evaluating the consultation they had carried out against agreed objectives. This issue has also been highlighted in Audit Scotland's performance management and planning (PMP) audit⁹.

Accounting for our actions to the community

B4 Agreed mechanisms used to account for the partnership's actions to the community

Evidence: A description of the mechanisms the partnership has adopted to demonstrate its accountability to the local community. The mechanisms adopted will be decided by individual partnerships and will be appropriate to their local circumstances.

Notes: Partnerships may choose different methods of accounting for their performance. These may include, for example, using existing local government democratic structures, published reports on performance, and/or information given to local community safety groups.

B5 Regular measurement of community awareness of, and satisfaction with, the work of the community safety partnership

Evidence: An agreed and regular programme to measure awareness of, and satisfaction with, the work of the partnership, among the local community. The details of the programme will vary according to the local circumstances of the partnership.

Notes: How partnerships choose to measure community awareness will depend on the resources available to the partnership. Measurement could be integrated into other satisfaction surveys carried out by individual agencies within the partnership.

Telling the community what we are doing

B6 Regular published reports on partnership plans, progress and achievements

Evidence: Examples of the partnership's published material which describes the work of the partnership, for example, annual reports or newsletters.

Notes: Many partnerships already publish a wide range of materials on individual initiatives. However, it is also important for partnerships to provide their local communities and other stakeholders with information on **who they are** (their membership and structure), **what they are trying to do** (their strategic objectives and action plans) and **how well they are doing it** (performance information).

⁹ 'Making progress with Best Value: a national overview of the Performance Management and Planning (PMP) Audit 1999/2000', Accounts Commission, November 2000.

C Partnership management and improvement indicators

Involving all key agencies

C1 The existence of an authority-wide strategic community safety partnership – which includes the local authority, police, fire and health service as full members

Evidence: Membership of the partnership's strategic decision-making group.

Notes: These four agencies are recommended as the baseline membership in the Scottish Executive guidance '*Safer communities in Scotland*'. Inclusion of other agencies will be at the discretion of individual partnerships. Building a platform for partnership by investing in the partnership itself is the first of the five key areas identified in the Scottish Executive Pathfinder report as requiring local action¹⁰.

C2 An inclusive partnership structure which involves of a wide range of agencies, voluntary organisations and community groups

Evidence: A description of the partnership's organisational structure, which includes details of all the different groups or agencies involved at different levels – including strategic, operational, community and specific task or project groups.

Notes: Community safety encompasses a wide range of services and policy areas. Partnerships need to identify how best to address this multitude of issues in an effective way by engaging relevant groups without creating a cumbersome structure. Partnerships need to identify which agencies should be represented, according to what is important locally, and what their particular role and contribution should be.

The need to communicate the community safety message within and between partners by joint training and setting up local operational networks is one of the five key areas identified in the Scottish Executive Pathfinder report as requiring local action.

C3 Percentage attendance at meetings

Evidence: The average percentage attendance at meetings of the strategic, senior partners over the reporting year.

Notes: Attendance at meetings is an indication of the level of commitment to the partnership by partner organisations and their representatives. Partnerships may also wish to look at attendance across a representative sample of other groups within the partnership structure.

¹⁰ The five key issues for local partnerships identified in the Scottish Executive Pathfinder report '*Threads of success*' are building a platform for the Partnership, planning preventive community safety, communicating the community safety message, mainstreaming community safety, and evaluating and demonstrating sustained improvements.

Ensuring the community safety strategy is based on evidence

C4 A completed community safety audit

Evidence: An audit of relevant data held by different partner agencies identifying the scale, nature and location of community safety problems. Where possible, the risk factors associated with those problems and the effectiveness of measures already being taken should also be included in the audit.

Notes: Detailed guidance on community safety audits is contained in the Scottish Executive publications '*Safer communities in Scotland*' (1999) and '*Threads of success*' (2000). Conducting a community safety audit is one of the five key areas identified by the Scottish Executive Pathfinder report as requiring local action.

C5 A regular and systematic programme of data collection

Evidence: An agreed programme of data collection, which identifies the data the partnership intends to collect, the reason for its collection and how it will be used, the data sources, the timescales and frequency of collection, who has responsibility for its collection and co-ordination, and the steps that need to be taken to enable the data to be collected routinely for the partnership.

C6 Evidence that the results from consultation have informed strategic development

Evidence: Evidence might include reports showing how information from the partnership's consultation programme has been used, or will be used in the future, in the partnership decision-making process. The review of the 1999/2000 PMP audit reported that a third of completed consultation exercises did not produce any clear recommendations for service improvement.

Ensuring the strategy will be implemented

C7 An agreed and published community safety strategy

Evidence: An agreed and documented strategy, based on sound evidence, describing the partnership's strategic priorities, and how these have been translated into measurable objectives.

C8 A formal action plan to implement the community safety strategy

Evidence: An agreed and documented action plan, linked to the strategy, which includes a description of the actions aimed at achieving each objective, the base line position, resource requirements, lead responsibility, timescales, output and outcome targets, and monitoring arrangements.

C9 Evidence of a systematic approach to option appraisal, resulting in a clear rationale for each agreed action

Evidence: Reports showing that the partnership has analysed what is currently being undertaken to achieve strategic objectives, and what the different options, related costs and the benefits of potential future actions are. The reasons for the resulting decision by the partnership in deciding on the actions included in the final action plan should also be evident.

C10 Inclusion of agreed community safety objectives and actions in partner organisations' own strategies and service action plans

Evidence: Relevant strategies and service plans from each partner agency, illustrating consistency between actions agreed by the partnership and actions planned by individual services.

Notes: The need to mainstream community safety by integrating it into community planning, best value and service planning and delivery is one of the five key areas identified by the Scottish Executive Pathfinder report as requiring local action.

Monitoring and reviewing the partnership's work and effectiveness

C11 Regular monitoring for each 'Impact' performance indicator

Evidence: Monitoring reports presented to the partnership, in respect of its strategic level 'impact' performance indicators.

C12 An annual review of progress and effectiveness in implementing the action plan and meeting targets

Evidence: Evidence that the partnership has conducted (or plans to conduct) an annual review, which looks systematically at the activity undertaken through the year, its effectiveness, and the lessons learned. The output should include details of how the partnership intends to improve and build on previous experience.

Notes: Evaluation of a partnership's work is one of the five key areas identified by the Scottish Executive Pathfinder report as requiring local action.

D Resources indicators

Resources committed to partnership organisation and infrastructure

D1 The level of dedicated financial resources available to support the partnership

Evidence: The total budget available for each financial year, to the partnership to spend for its own purposes – eg, for publicity or printing, for project funding or to support local groups.

D2 Amount of staff time dedicated to supporting the partnership

Evidence: Number of fte (full-time equivalent) staff dedicated to supporting the work of the partnership in any one year – this could include secondments, support from other departments (eg, council committee administration staff taking minutes) and officers with part-time responsibility for community safety.

Notes: *'Safe and sound'* identified that partnerships need different kinds of support – a manager to co-ordinate activity and ensure implementation of action plans, administrative help, and expert advice on community safety issues.

Building a platform for progress by investing in the partnership itself and securing resources is one of the five key areas identified by the Scottish Executive Pathfinder report as requiring local action.

Resources committed to implementing the partnership's community safety strategy

D3 A long-term financial plan in support of the partnership's community safety strategy

Evidence: An agreed plan, outlining the partnership's long-term funding arrangements, in relation to its strategic priorities. While the format and content of the plan will depend on partnership priorities, it should include relevant links to resourcing requirements for the action plan, the sources of funding, the time-period covered and monitoring arrangements.

D4 Amount of external funding accessed by the partnership in support of its strategic priorities.

Evidence: The amount of funding the partnership has acquired from external sources – eg, through government or EC funding, local trusts or private sponsorship.

Appendix 2: Using performance indicators in practice: some case studies

Partnerships need to be able to track how the different initiatives and interventions agreed in their action plan may be contributing to changes in strategic performance indicators. This is done through developing operational indicators for each of the initiatives, which form a linked hierarchy with the partnership's strategic indicators.

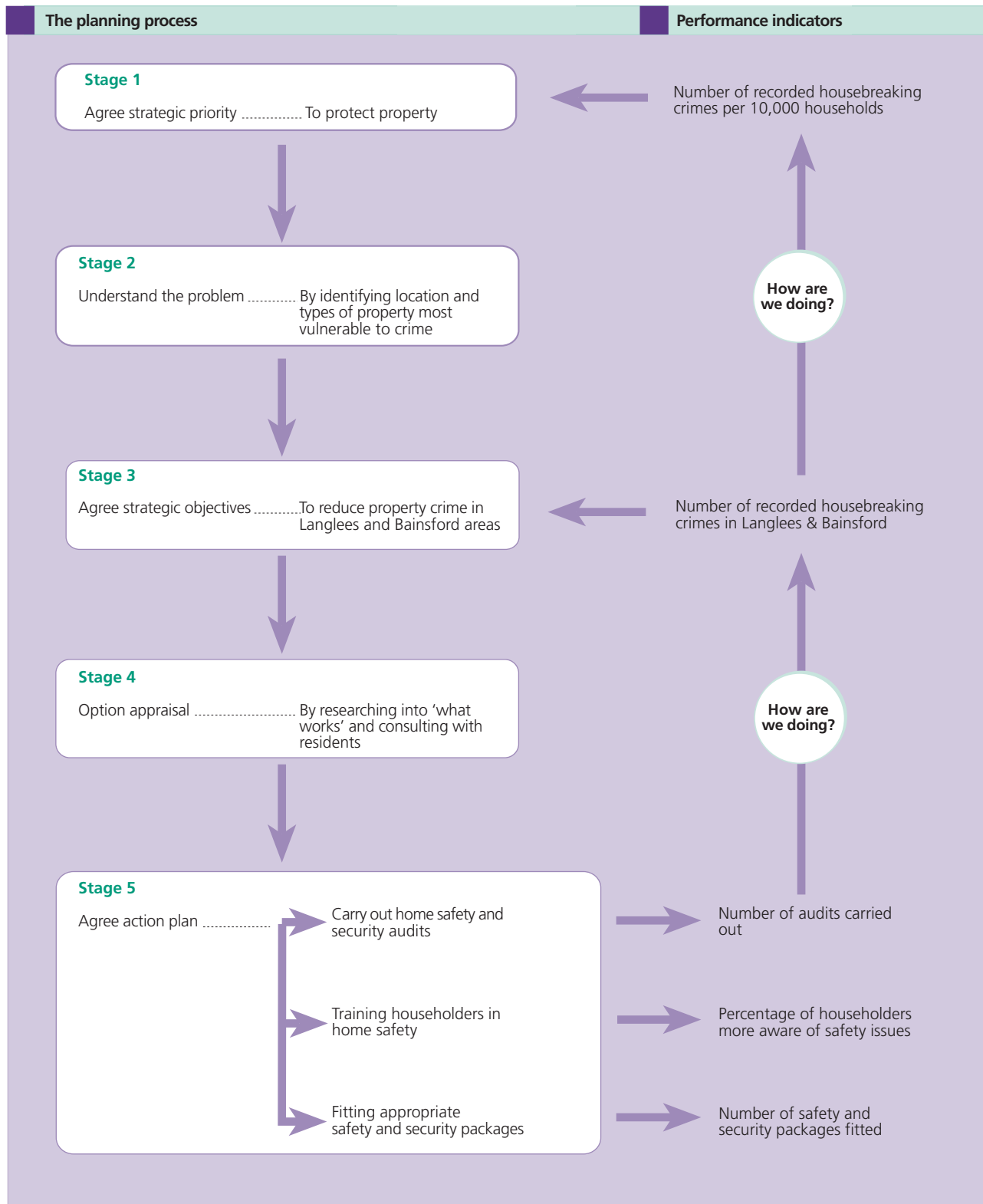
The following case studies illustrate how two partnerships have used performance indicators to track the progress of their action plans, and to identify the contribution their actions and interventions are making to achieving their strategic objectives.

The first case study is shown as an exhibit demonstrating the link between the planning process and the use of strategic and operational indicators to track progress.

The second case study illustrates how strategies have been developed from an analysis of existing data, and how indicators are used to monitor the impact of individual actions and interventions.

Case study 1: Falkirk Community Safety Partnership

In 1998 the Falkirk Community Safety Multi-Agency forum identified and agreed a number of policy areas for action. One of these was preventing crime. Within that broad policy area, protecting residential property was one of the strategic priorities.



Case study 2: Cardiff Violence Prevention Group

The Cardiff Violence Prevention Group is a multi-agency partnership established to tackle violent crime. The partnership's audit identified that hospital accident and emergency departments are key sources of information about violence. The partnership found that:

- only 25% of violent offences resulting in NHS treatment were recorded by police – so 75% of violent offenders were not subject to police investigation, and 75% of victims were not benefiting from help from Victim Support;
- only 10% of assaults in licensed premises resulting in NHS treatment were recorded by police;
- 30% of those injured in assaults who receive NHS treatment develop serious psychological problems – so victims of violent crimes need an integrated package of mental and physical care.

The partnership decided to tackle this through a range of interventions designed to reduce the overall level of violent crime. These interventions were aimed at encouraging reporting and subsequent investigation of violent crime, reducing opportunities for violent crime, and improving treatment for victims. Specific action plans were developed for each of these. The indicators and actions for encouraging reporting and investigation of violent crime are illustrated below.

Strategic objective: Reduce the level of violent crime in Cardiff

Strategic performance indicator: Number of people treated in NHS Accident and Emergency departments for injuries resulting from violent assaults

Intervention action to encourage reporting and subsequent investigation of violent crime	Performance indicator
Installation of freephone to the police located in local A&E department waiting areas	Number of calls via the freephone
Inclusion of A&E departments on police beats	Number of assaults recorded by the police as a result of police visits to A&E departments
Introduction of an assault patient recording system in A&E departments	Number of assault patients for whom data has been recorded
Risk assessment by A&E staff and advice to report to police	Number of assaults recorded by police as a result of reports by A&E patients
Poster and leaflet campaign 'Silence hurts too' targeted at assault patients in local GP surgeries, dental practitioners, opticians, pharmacists and accident and emergency departments.	Number of posters and leaflets distributed

Aggregate computerised data are sent from A&E departments to the police on a monthly basis. This enables the police to target resources on hotspots of violence in particular places (eg pubs, clubs, streets) and involving particular weapons (eg air guns, glasses, knives).

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