



National Evaluation Guide for Countering Violent Extremism Project Planners



Research and Evaluation Working Group
CVE Sub-Committee
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Introduction

Countering Violent Extremism

The aim of countering violent extremism (CVE) is to reduce the risk of individuals becoming or remaining violent extremists, and to address the social impacts of violent extremism.

Australia's approach to countering violent extremism is set out in the *National Counter-Terrorism Plan* (2017). The National C-T Plan provides three strategic objectives:

1. Build the resilience of communities to violent extremism.
2. Support the diversion of individuals at risk of becoming violent extremists when possible.
3. Rehabilitate and reintegrate violent extremists when possible.

Purpose and scope

This document supports the evaluation of Australian policies and programs that aim to counter violent extremism. By evaluating policies and programs, we can build a greater understanding of how the activities we undertake contribute to the objectives above and build an evidence base that will help to refine and improve approaches to countering violent extremism. It offers guidance on incorporating evaluation into program design and implementation, planning and designing evaluations, and sharing evaluation findings to support learning.

The guidance in this document is primarily aimed at people who design, implement or evaluate CVE initiatives that are coordinated or funded by governments. However, it will also support other stakeholders and evaluations of initiatives that are not primarily aimed at CVE but nevertheless contribute to CVE outcomes.

Background

Key concepts

Violent extremism refers to the willing use or support of unlawful violence to promote political, ideological or religious goals. *Countering violent extremism* (CVE) involves a broad range of initiatives that seek to prevent individuals becoming or remaining violent extremists, and addresses the social impacts of violent extremism. CVE is only one aspect of Australia's approach to addressing the risk of terrorism and is part of a range of measures outlined in *Australia's Counter-Terrorism Strategy* (2015) and the *National Counter-Terrorism Plan* (4th edition, 2017).

There are some communities, sectors and institutions that are targeted by extremists who try to recruit people by exposing them to violent extremist ideologies, including in an online environment. There is no one process or radicalisation pathway to violent extremism and the causes and drivers are unique for each individual. There is no profile of an *at-risk individual*; those that have radicalised to violent extremism come from a wide variety of backgrounds and situations.

Evaluation involves a structured evidence-based analysis that draws together data (quantitative and/or qualitative) to answer questions about CVE programs. This is a broad definition that covers a range of evaluative activity. At one end of the scale are internal program/project reviews, at the other end of the scale are detailed whole-of-government program outcome evaluations – in between these extremes sit a variety of evaluation activities that may focus on a subset of outcome domains, or on implementation processes or outputs rather than outcomes. This guide applies to the whole range of evaluative activities.

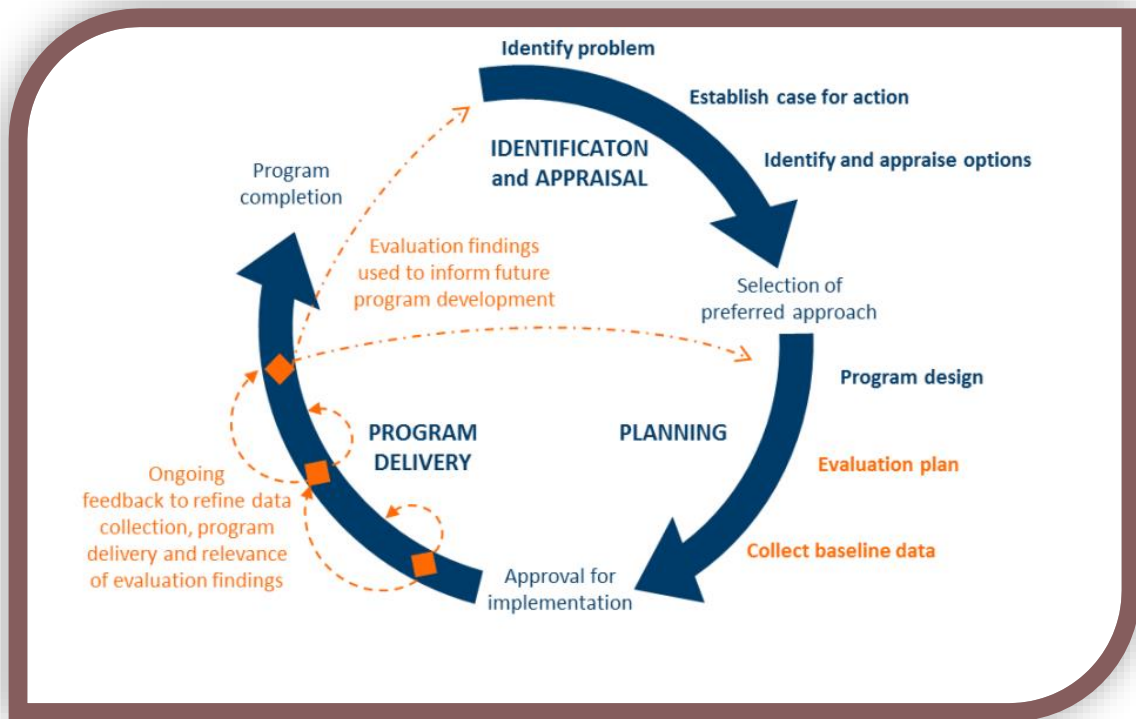
This document uses the term *project* in a broad sense to refer to any program, policy, project, strategy or initiative.

Appendix A defines other key terms used in this document.

Evaluation planning as part of program design and delivery

To ensure evaluations are useful and timely planning for evaluation should commence during program design. Evaluation is most effective when embedded within policy development, program design, implementation and operation, rather than being developed and conducted as a separate process. Incorporating evaluative thinking from an early stage will improve program development and provide greater potential for evaluation findings to be used to continually improve and refine future program delivery. This process is illustrated in the diagram below.

Figure 1: Incorporating evaluation into program development and implementation



Source: Queensland Government Program Evaluation Guidelines (2014).

Designing your evaluation

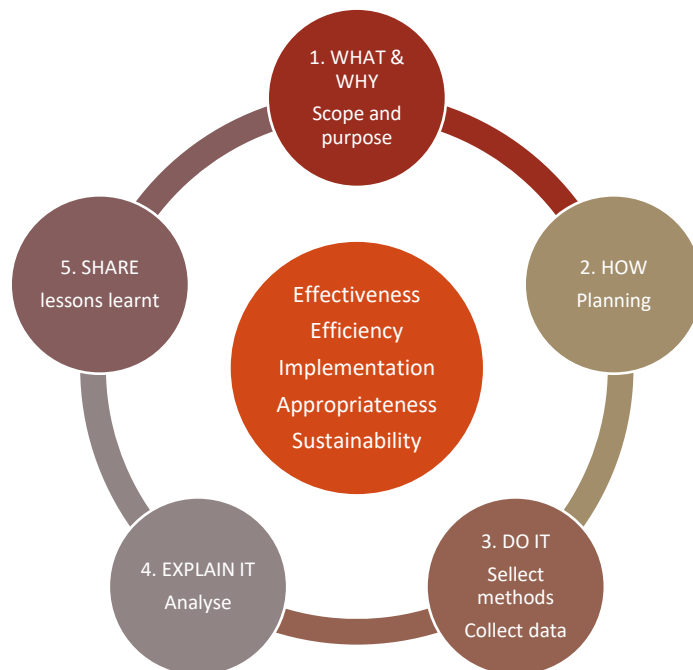
Evaluation may be undertaken for a range of reasons such as:

- to help practitioners improve a program;
- to support decisions about whether to continue a program;
- to learn more about how to support the development of effective CVE initiatives;
- to support accountability to funders, managers or the general public;
- to determine and promote the success of a program.

An evaluation’s specific purpose and audience will determine the questions that must be asked and answered. To ensure an evaluation generates findings that are useful for the intended audience it is necessary to decide on the focus, purpose, and the specific questions it should answer. The design and the methods for data collection and analysis should be determined on that basis.

There are a number of ways these processes can be organised. The diagram below sets out the way this guide will go through each step. It should be noted that these steps may not be linear and some may occur concurrently, there may also be a need to revisit various steps based on feedback received through the evaluative activities.

Figure 2: Steps in designing an evaluation



It should also be noted that for all of these steps, a review of previous evaluations for similar programs should be a normal part of evaluation planning. This will help build a learning culture where individual evaluation reports will contribute to future CVE programs. For example, previous evaluations can inform the design of program logics, or identify suitable data collection methods, or suggest appropriate indicators for targeted outcomes.

Step 1 – Scope and Purpose

The first step in preparing for evaluation is to determine what will be evaluated. This involves describing:

1. the program, project, initiative, activity, intervention, strategy or policy you want to evaluate
2. the purpose for undertaking the evaluation
3. the outcomes (results, impacts, changes) the program is intended to bring about
4. how the program is expected to bring about intended outcomes – the theory of change that underpins the project.

Defining scope

It is important to be clear about what you are evaluating, i.e. a whole project, policy, program or a specific activity or aspect.

Evaluation purpose

Evaluation may serve a range of purposes as listed below. To determine which of these purposes will be served by an evaluation, it is essential that the audience and the key decisions that the evaluation will inform are identified. The following table sets out the range of evaluation purposes and how each can contribute evidence to decision-making.

Table 1: Evaluation purpose

Evaluation purpose	Contribution to decision-making
Judgment	Determine the overall merit or worth of a program (summative evaluation) or to compare two or more programs (comparative evaluation). Judgement-oriented evaluation is useful for making decisions about continuing or ending a program or choosing between programs.
Improvement	Draws conclusions about how a program could be made more effective or efficient. It is useful for improving programs.
Development	Provides timely feedback about innovative and developing programs. It is useful for improving and adapting social-change programs in complex and dynamic situations.
Accountability	Demonstrates that resources are well managed and expected results have been achieved efficiently.
Monitoring	Monitoring can be undertaken for purposes other than evaluation, but can also be used for evaluation purposes. Provides ongoing data about the implementation of a program (activities and outputs) or about the wider environment in which the program operates. It is useful for tracking program delivery or social conditions relevant to the program. It can also alert program staff to the emergence of unintended consequences or side-effects for early response.
Knowledge generation	Produces transferable conclusions. It focuses on identifying patterns and principles. It is useful for enhancing general understanding.

The main purpose(s) of an evaluation will guide decisions about the type of evaluation needed, when an evaluation will be conducted, and the questions it will address. For example, an evaluation that is focused on development will be designed with constant learning processes in

place from the start of the program, and will focus on activities and processes along with attention to outcomes. An evaluation about judgment, on the other hand, will tend to occur after a program has matured, and will focus on longer term outcomes.

Some factors that help determine the focus, scale and governance arrangements for an evaluation are:

- the intended audience for the evaluation
- how the results will be used (i.e. what decisions is the evaluation intended to inform)
- scope, scale, complexity and risk of the project or program being evaluated
- timing of evaluation.

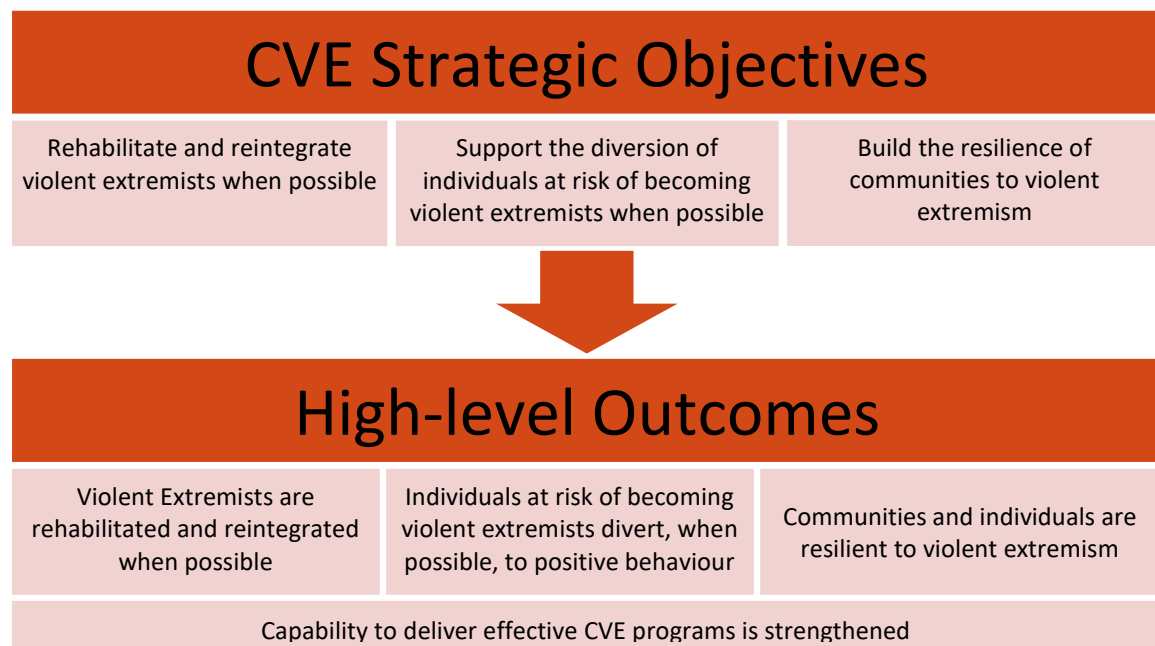
These factors will have implications for the degree of evaluation expertise required, the resources to conduct the evaluation, the time period within which it can be concluded, the degree of planning required, and the questions the evaluation should answer. For example, a relatively small program may warrant more resources for evaluation if it is a pilot program that will be scaled up in the future, an external evaluator may be more important for an evaluation primarily aimed at ensuring public accountability than for an evaluation primarily designed to assist learning.

Outcomes

Outcomes determine the impact or changes for individuals, groups, institutions or society that are actual or intended consequences of the program. Based on the objectives set out in the guide an outcomes framework has been developed to help articulate what CVE programs aim to achieve.

In the framework set out below, the three strategic objectives have been reframed as high-level outcomes. A range of mid-level outcomes that may contribute to achieving these high-level outcomes are provided at Appendix B.

Figure 2: Alignment between CVE Strategic Objectives and evaluation outcomes



Any given CVE program will not usually be designed to meet all of these outcomes. As violent extremism is a complex and dynamic problem, CVE initiatives are tailored to the contexts where

they are delivered and the factors that stakeholders understand to be relevant. The outcomes that any CVE program aims to achieve will depend on the context, environment and local needs.

CVE programs will usually be assessed in terms of their stated intended outcomes. But it is also important to anticipate the unintended outcomes or consequences that may flow from a CVE initiative so that these can be included as part of the evaluation process. There are a number of dimensions to consider as set out in the table below:

Table 2: Unintended program outcomes

	Intended	Positive unintended	Negative unintended
Foreseen	Planned program goals	Predicted spill-over effects	Predicted risks or side-effects
Unforeseen	Emergent program goals	Nice surprise	Tragedy, calamity, mishap or backlash

Adapted from: Hearn and Buffardi 2016

Step 2 – Planning

How are you going to evaluate?

Now that you have worked out the scope and purpose of your evaluation, it is important to consider your program's intended outcomes and what will indicate you have achieved them.

Key elements to this process include:

- Setting out your program logic
- Developing indicators
- Ethics considerations.

Program Logic

A program logic represents key elements of a program and a statement about how they are expected to bring about desired outcomes (theory of change). Program logics usually take the form of diagrams with supporting narrative.

Program logics are useful for planning, implementing and evaluating CVE programs. Development of a program logic helps to highlight assumptions and risks that could undermine effectiveness, and encourages discussion about how the program might be improved. A program logic provides a framework for tracking progress, and for assessing how findings from new research or evaluations of other programs may be used to strengthen the approach. When planning an evaluation, a program logic supports decision making about the evaluation's focus and key questions, and helps to identify relevant data sources.

Different models of program logic are useful for different program types. A number of CVE related examples of program logics are presented in Appendix C to illustrate the range of formats and elements to include.

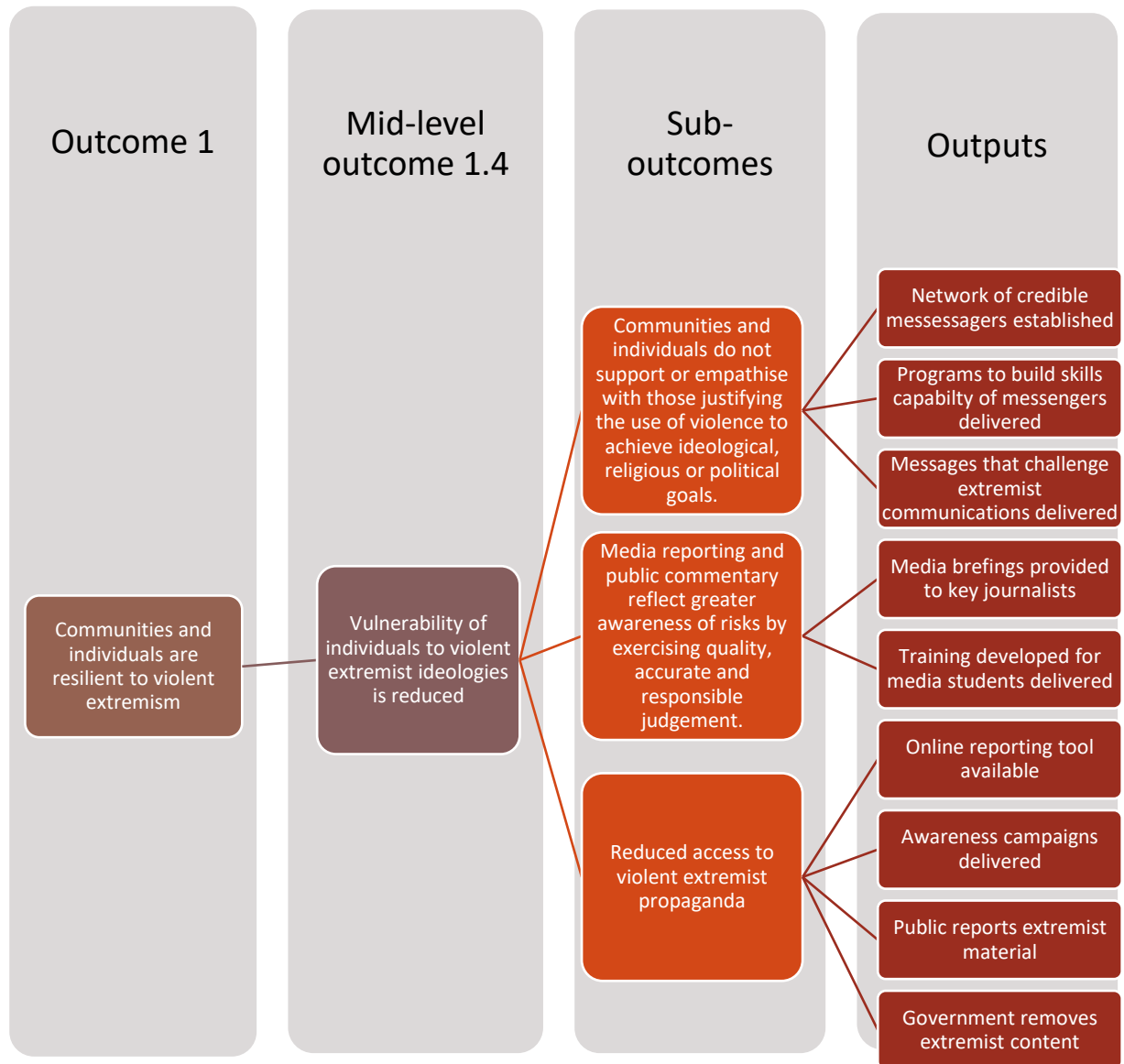
Tips for developing a CVE program logic:

- Articulate the theory of change by illustrating how the program is expected to contribute to the intended CVE outcome(s). This usually involves describing assumed causal relationships between outputs, early/enabling outcomes, and ultimate outcomes.
- Specify the assumptions that underpin the program. These are the conditions that, if they hold true, justify the expectation that the program will achieve its intended outcomes.
- Identify possible unintended and adverse effects of the program (discussed above).
- Identify, where possible, the external factors (outside the program's control) that may contribute to or work against achieving the intended outcomes.
- Choose a format to suit the program, rather than trying to fit the program into a standardised template. Appendix C provides some examples of program logic that display a variety of formats that may be used.
- For programs consisting of multiple different initiatives, grouping types of initiatives in a program logic may be useful. Examples include a primary, secondary and tertiary prevention model, or classifications based on who the program targets (e.g. individual, group, family, neighborhood, or wider community) or the drivers of violent extremism it aims to address.
- Recognise that there are multiple pathways by which violent extremism emerges. A single initiative may therefore need several program logics to explain its approach to achieving outcomes that recognises different pathways to CVE.

Figure 3 illustrates how a program designed to counter extremist narratives can be represented in a program logic. It begins by identifying to which of the high-level outcomes (Figure 1) the program will contribute. This constitutes the outcome against which the effectiveness of the program will be evaluated. The program will try to achieve this outcome by bringing about three more immediate outcomes that the underlying theory of change suggests are preconditions ('enablers') for achieving the final outcomes.¹ The specific program activities and the outputs each of these activities generate can then be linked to the specific outcomes that they are intended to bring about. An extension of this simple program logic might then be to identify the time periods in which the outcomes will come about, the assumptions that underpin the connections between each of the 'boxes', and possible side-effects or unintended consequences that might eventuate.

¹ Sometimes program logics label the outcomes as short-term, medium-term, and long-term.

Figure 3: Example of a program logic for a counter narrative program



Measures and Indicators

For many of the example outcomes outlined in Appendix B Tables 1–4, reliable measurable indicators have not yet been identified. Appendix D summarises existing instruments for measuring concepts that may be relevant for evaluating CVE programs, and provides a list of indicators that may be useful in evaluating CVE programs, but which have not been validated. Over time, as indicators are identified and measurement instruments are developed, Appendix D will be revised.

Evaluation ethics

Ethical issues must be considered when designing and undertaking any evaluation. A good starting point is the Australasian Evaluation Society's Guidelines for the Ethical Conduct of Evaluations and those of universities and governments.

CVE specific ethical issues that need to be taken into account when evaluating programs include:

- It may not always be possible to disclose to research participants that the purpose is to evaluate CVE programs. Because of its nature, disclosing that a program is or has been 'about' CVE may undermine the program itself, and also limit the quality of the information that may come from research participants. This affects the principle of *informed consent*, and careful consideration needs to be given to how this can be provided without undermining the evaluations' effectiveness.
- Data security is critical to ensuring confidentiality is maintained. The inherently sensitive nature of CVE programs means that participation in and the evaluation of CVE programs can be extremely sensitive to the individuals involved. The collection of data may need to consider how it can be done in a way that de-identifies individuals, ensures data storage to an adequate level, prevents linking with other data in a way that may identify participants in ways that also ensure confidentiality as well as the public interest value that comes from evaluation research.
- The need to access security information that requires special clearance can limit the range of experts that can conduct evaluation activity.

Engaging stakeholders

It is advisable to consult with stakeholders and to develop a plan for how different stakeholders will be engaged in the course of the evaluation. We have already noted above that stakeholder engagement already have occurred when identifying the purpose for which the evaluation will be used. But there is a wider set of stakeholders who can be involved in a range of ways in the evaluation process. For example, some stakeholders such as service delivery staff can provide advice on possible data sources, while others can sit on an advisory panel. A list of possible stakeholder that can be included in the evaluation process (Rossi, Lipsey and Freeman 2004, 48-49) include:

- Policymakers and decision makers
- Program sponsors
- Evaluation sponsors
- Target participants
- Program managers
- Program staff
- Program competitors
- Contextual stakeholders
- Evaluation and research community

A template for developing a Stakeholder engagement plan is presented as Appendix E.

Step 3 – Collect data

Evaluation questions

Key evaluation questions focus evaluative activity. Deciding on the key questions that an evaluation will address will determine the data collection and analysis requirements. Evaluation questions usually focus on one or more areas of a program’s performance.

Table 4: Example key evaluation questions

<p>Evaluating effectiveness: did the program achieve its aims?</p> <ul style="list-style-type: none"> • Did the program meet its objectives or goals? • Did the program produce the intended outcomes? For whom, in what ways and in what circumstances? • Did the program produce unintended results, either positive or negative? • To what extent can outcomes be attributed to the program? • What were the particular features of the program and context that made a difference? • What factors external to the program might explain the program outcomes?
<p>Evaluating efficiency: how did the program use resources to achieve its aims?</p> <ul style="list-style-type: none"> • Is the cost of the program commensurate with the perceived benefit to stakeholders? • How do the unit costs compare with those of like activities in other programs or jurisdictions? • What other resources might help the program better achieve outcomes? • Can resources be allocated more efficiently by modifying a particular program or a mix of programs to achieve the same result? • Do the results of the program represent value for money? • Could others provide the services more efficiently? • Have the program’s outputs and activities contributed to the outcomes in a resource-efficient manner relative to feasible alternatives? • Have the program’s components been optimally sequenced to maximise efficiency? • Have the program’s systems (budgetary, information management, etc) been designed and applied in a manner that optimises efficiency?
<p>Evaluating appropriateness: was this the right program?</p> <ul style="list-style-type: none"> • Is there an ongoing need for the program? • Is the program aligned with Government priorities? • Does the program represent a legitimate role for government? • Should the government continue to fund the program, or is there a better alternative service provider? • Does the program take sufficient account of emerging trends and new developments?
<p>Evaluating implementation: how was the program delivered?</p> <ul style="list-style-type: none"> • Were all the planned activities implemented? • Was the program implemented as planned? If it changed, was this for clear and sound reasons? • Did the program logic reflect the underlying theory of change and to what extent did it help provide a common understanding of the nature of the program? • Is the program being implemented correctly? How appropriate are the processes compared with quality standards?

<ul style="list-style-type: none"> • What has been done in an innovative way? • How can implementation be improved?
<p>Evaluating sustainability: can the program continue?</p> <ul style="list-style-type: none"> • Could reallocating resources from lower priority programs fund it? • Are there feedback loops that make the program self-reinforcing? • Will the program survive if the program is rolled back? • Can the program be introduced to a larger or different group? • Is there a case to roll out the program to a wider geographical area or population group?
<p>Based on WA Evaluation Guide, 2015; NSW Government Evaluation Toolbox 2016; Khalil and Zeuthen, 2016.</p>

The previous table presents key evaluation questions in a general way that can be adapted to the specific operation of individual CVE programs. However, there are some CVE specific questions, presented in the following table, that are relevant to any CVE program, regardless of the specific outcome(s) they target.

Table 5: Some overarching Key Evaluation Questions for CVE programs

- What has been learnt about the underlying CVE theory of change driving the program?
- How clear is the connection between the outcomes for the program and the broader long-term CVE objectives?
- Did the program possibly increase the likelihood of violent extremist acts occurring?
- To what extent did the program draw on the lessons from applicable past CVE evaluations?
- How well can the learning from the program be shared and incorporated into future CVE programs?

Evaluation methodologies

This section provides some general suggestions for approaches to answering questions about the outcomes of a program.

Realist evaluation may be a useful perspective for CVE evaluations. Realist evaluation asks “What works, for whom, in what respects, to what extent, in what contexts, and how?”² It emphasises that different actors or groups will respond to programs depending on the context in which they interact with the program. Given that CVE programs encompass an extremely diverse range of possible participants, operating in very different contexts, the realist approach is particularly relevant. It allows for the fact that there are multiple pathways by which CVE programs can work, depending on the specific ‘targets’ of the program. A realist approach to evaluation will mean developing and using logic models that explicitly include the influence of context (including the implementation environment and the characteristics of participants), and that data collection and analysis produce disaggregated results for different groups of people and different situations. This

² See http://betterevaluation.org/en/approach/realist_evaluation for an overview and resources for realist evaluation.

analysis can identify patterns in results, and can also be used to test theories about how and whether the programs work. An example of a realist framework applied to the context of rehabilitating violent extremist/terrorist offenders is Veldhuis (2012), showing how such an approach can be used to assess the outcomes in Table 3.

A possible method for answering causal questions is experimental design, which tries to construct a counterfactual against which program outcomes can be compared. For example, types or levels of 'program intervention' (as understood in the research literature) might be varied across relevant comparison groups to assess which specific factors, and by how much, affected the program outcomes. Similarly, the same group may be monitored for a period of time before a program is implemented to assess program impact. Such an approach might especially be considered where participants are in a setting that can be closely monitored or 'controlled', such as schools or prisons. Inter-jurisdictional cooperation will be particularly valuable when designing such studies, as this will broaden the base of participants and increase the likelihood of establishing appropriate comparison groups that are large enough to allow valid generalisations to be made.

Evaluation methodologies involving control or comparison groups will not be the best option for many CVE evaluations, as they are not always feasible, raise ethical concerns relating to the differential treatment of program participants, and are unable to answer all types of evaluation questions. Given the limited applicability of counterfactual approaches to causal inference in a CVE context (e.g. by using a control group or comparison group), alternative approaches will be needed. These approaches allow some conclusion to be drawn about the effect of CVE programs, even in the absence of a counterfactual for comparison.

Possible non-counterfactual methods and approaches for causal inference are summarised in the following table, drawing on the resources from <http://betterevaluation.org>.

Table 6: Strategies for making causal inferences where counterfactual methods are not feasible

Causal inference strategies	Explanation
<i>Check results support causal attribution</i>	
Actor attribution	Ask actors about what they attribute the results to
Modus operandi	Search for distinguishing features of causal paths, such as distinctive concepts or terminology used by participants
Process tracing	A case-based approach which focuses on the use of clues within a case (causal-process observations, CPOs) to adjudicate between alternative possible explanations
Contribution analysis	Assessing whether the program is based on a plausible theory of change, whether it was implemented as intended, whether the anticipated chain of results occurred and the extent to which other factors influenced the program’s achievements
Collaborative outcomes reporting	Adds review by an expert panel and by a community event to the process of contribution analysis
Qualitative comparative analysis	Compares the configurations of different cases to identify the components that produce specific outcomes
Expert comparison	Comparison to expert predictions
<i>Ruling out alternative explanations</i>	
Force field analysis	Providing a detailed overview of the variety of forces that may be acting on an change issue
General elimination methodology	Identifying alternative explanations and then systematically investigating them to see if they can be ruled out
Key informant interviews	Asking experts in these types of programs or in the community to identify other possible explanations and/or to assess whether these explanations can be ruled out
Process tracing	Ruling out alternative explanatory variables at each step of the theory of change
Ruling out technical explanations	Identifying and investigating possible ways that the results might reflect technical limitations rather than actual causal relationships
Searching for disconfirming evidence / following up exceptions	Treating data that does not fit the expected pattern not as outliers but as potential clues to other causal factors and seeking to explain them
Statistically controlling for extraneous variables	Where an external factor is likely to affect the final outcome, it needs to be taken into account when looking for congruence

Given the overlap between CVE and other policy fields, the design of data collection should draw on these other fields where possible. These related fields can help bridge the gap in our current knowledge of the effectiveness of CVE programs, especially where these other fields have established a strong evaluation culture. Some of these fields in criminology, sociology and psychology are:

- crime prevention
- early intervention
- prisoner rehabilitation
- public health such as anti-smoking and anti-gambling
- violence prevention
- drug and alcohol rehabilitation
- peacebuilding
- suicide prevention
- education.

Step 4 – Analyse

This section provides general information about analyzing data to draw conclusions about the program. The specific form of this analysis will depend on the design of the evaluation and the type of data collected. To ensure that the conclusions are relevant to the evaluation purpose, the analyses and the subsequent interpretation of the results should be aimed at answering the key evaluation questions. The presentation of summary tables depicting the distribution of responses to each question would be insufficient to allow meaningful conclusions to be drawn.

At a minimum, the analyses of quantitative data should involve bivariate analysis, that is, the analysis of two comparison groups (e.g. by age or language background; aggregating the data can minimise the issues with small sample sizes). In more complex analyses, multivariate statistical analysis can be undertaken where you are able to control for the effect of extraneous factors. In order to generalise conclusions to a larger population, consideration of appropriate sample size should be incorporated into the program planning stages.

Ideally, both quantitative and qualitative data should be collected to enable a richer understanding of the results, and to 'humanise the numbers'. The use of qualitative data analysis techniques allows for the identification of common themes and patterns across cases/ within the data. There are many 'off the shelf' software tools which can assist in the analysis of qualitative data. The presentation of case studies and/ or direct quotes can be used to illustrate the results from the thematic analysis.

Step 5 – Evaluation reporting

Individual jurisdictions have taken different approaches to CVE. This can help build understanding of how violent extremism can best be addressed, if findings from evaluations are shared and drawn together. Dissemination of evaluation results to all relevant audiences is vital.

Evaluation reports should be organised around the key findings. In other words, report sections should not be based on the separate data collection methods used, but rather pull together these methods, where relevant, to discuss the key findings.

To facilitate learning and the application of findings, evaluation reports should, where feasible and appropriate, discuss:

- the limitations to the evaluation findings:
 - Possible biases including ‘optimism bias’ (i.e. the desire for program participants to ‘see’ success)
 - Time duration for observing outcomes
 - Adequacy of the data collection tools and methods
- any possible alternative explanations to the results
- any unexpected findings and assess their implications for policy and programs
- whether the results are consistent with the program theory, and any improvements that should be made to the program logic in light of the findings
- whether the results are consistent with previous research and evaluations
- if the findings build or change the conceptual basis for understanding the factors that lead to violent extremism
- any innovations to either the indicators for CVE outcomes, or methodologies for collecting data on these indicators, and key lessons for CVE program design.

Appendix A: Key terms and acronyms

Key terms used in this document

- *Activities*: The use of resources to meet CVE objectives.
- *Countering Violent Extremism (CVE)*: activities that seek to prevent individuals becoming or remaining violent extremists and activities that address the social impacts of violent extremism.
- *CVE Intervention*: activities and associated processes that seek to divert individuals at risk of becoming violent extremists and activities that rehabilitate and/or reintegrate violent extremists.
- *CVE Rehabilitation and Reintegration*: activities and associated processes that seek to support violent extremists' disengagement from violence and reintegration into society.
- *Disengagement*: the process of behavioural change where an individual's involvement in violent extremist activities (including providing material support) reduces and/or ceases.
- *Diversion*: activities and associated processes that seek to reduce the risk of individuals becoming violent extremists.
- *Evaluation*: any structured evidence-based analysis that draws together data (quantitative and/or qualitative) to answer questions about CVE programs. This is a broad definition that covers a range of evaluative activity. At one end of the scale are *internal program/project reviews*. At the other end of the scale are detailed *whole-of-government program outcome evaluations*. In between the extremes sit a variety of evaluative activities that may focus on a subset of outcome domains, or focus on implementation processes or outputs rather than outcomes. It is important to note that this Framework applies to the whole range of evaluative activity and not just to those that are formally labelled as evaluations.
- *Monitoring*: The reporting at regular intervals of how CVE programs are achieving and delivering the required activities and outputs and outcomes of a program.
- *Objectives*: overarching goals that provide strategic direction to the broad range of programs and activities that constitute the CVE strategy.
- *Outcomes*: The actual (or expected) consequences of a program, policy or initiative e.g. changes in participants' knowledge, behaviour, skills, status, and level of functioning as a result of the program policy and initiative. Outcomes should indicate who the subject of the activity is and how these subjects are affected by the program, policy or initiative.
- *Outcome indicator*: Identifies and measures, quantitatively or qualitatively, the state of an outcome.
- *Outputs*: Direct products of CVE activities; evidence that a program or initiative was actually implemented.
- *Pathways to Violent Extremism*: the processes and pathways by which individuals come to accept the unlawful use of violence, or support the use of unlawful violence by others, as a legitimate means of pursuing their political, ideological or religious goals. These processes are often referred to as "radicalisation to violent extremism".
- *Program*: "A set of activities managed together over a sustained period of time that aim to achieve an outcome for a client or client group" (NSW Government Program Evaluation Guidelines, 2016).
- *Program logic*: a diagrammatic 'map' of the key elements that constitute the program, other key factors, and how they are expected to contribute to the intended outcomes.

- *Resilience*: in the CVE context, resilience includes building and maintaining strong, secure, responsive and aware community networks that can be mobilised to respond to violent extremism-related challenges and threats.
- *Social Cohesion*: as defined by the Scanlon Foundation, “the willingness of members of a society to cooperate with each other in order to survive and prosper”
<http://scanlonfoundation.org.au/social-cohesion> .
- *Social Impacts of Violent Extremism*: the broader negative impacts of violent extremism on individuals, families, communities and society: impacts that go beyond the immediate physical consequences of violent acts. For example, violent extremism can undermine social cohesion by increasing levels of fear and insecurity.
- *Theory of change*: the understanding of the key causal relationships that bring about desired outcomes.
- *Violent Extremism*: a willingness to use unlawful violence, or support the use of unlawful violence by others, to promote a political, ideological or religious goal. Violent extremism includes a willingness to use or support terrorism, other forms of politically motivated violence (e.g. violent protests) and some forms of communal violence (e.g. racially-motivated assaults).

Acronyms

CVE	Countering Violent Extremism
ANZCTC	Australia-New Zealand Counter-Terrorism Committee
CVESC	Countering Violent Extremism Sub-Committee

Appendix B: Example CVE outcomes

In developing these outcomes, existing research and program experience has been used to suggest broad theories of change. These theories guide the development of the mid-level outcomes. Given the complexity of CVE as a policy problem, CVE programs in different contexts may use different theories of change. However, they should all aim to contribute to one or more of the four high-level outcomes. This consistent strategic framing across programs will help share lessons learnt, and facilitate CVE practitioners and evaluators to help build the evidence-base for what works.

Tables 1–3 identify a range of outcomes that CVE programs may be designed to achieve, which in turn may contribute to the national CVE objectives. The outcomes in the tables are not exhaustive. The tables are designed to illustrate how outcomes can be expressed, and to support conceptual understanding of how collective efforts across Australia contribute to CVE objectives. The tables are not intended to describe or direct the design of CVE programs.

Table 4 describes a set of outcomes for the national CVE system, which are not ‘ultimate’ CVE outcomes in themselves, but are potentially important to achieving the outcomes in Tables 1–3.

Table 1: Communities and individuals are resilient to violent extremism – example outcomes

Theory of change

The factors that make individuals at risk of violent extremism are complex. However, four key elements are commonly identified:

1. Individual vulnerability to violent extremism is based (among other things) on perceptions of marginalisation, lack of opportunity, lack of belonging and connections to their community, and mental health issues.
 2. Environmental or community level conditions can promote violent extremism.
 3. Lack of protective factors may contribute to vulnerability to violent extremist influences.
 4. Individuals may engage with violent extremism through: exposure to extremist ideology; media and social relationships (e.g. online); or, interaction with recruiters or other individuals engaged in violent extremism.
-

Outcome 1.1 – individuals

Individuals are resilient to the personal factors that lead to violent extremism:

- Individuals can think critically about issues that may lead to violent extremism.
- Individuals have the general coping skills to positively deal with factors that may lead to violent extremism.
- Individuals have the wellbeing/mental health to deal with factors that may lead to violent extremism.
- Individuals have the information, societal connections and skills that give them resilience to violent extremist influences (both online and in the physical world).

Outcome 1.2 – environment

Environmental or community conditions that are conducive to violent extremism are reduced to levels that minimise violent extremism behaviour:

- Opportunities for positive political and civic participation are available.
 - Community members have equality of access to socio-economic opportunities.
 - Governments engage with communities with cultural sensitivity, respect and fairness.
 - Community members do not face discrimination and marginalisation.
 - Communities are able to respond to violent extremist incidents and avoid an escalation of conflict between or within communities.
-

Outcome 1.3 – communities

Individuals that move down the path to violent extremism experience protective factors in their communities that may insulate them from risk factors:

- Communities are aware and understand the risks of violent extremism.
 - Communities have trust in Government.
 - Communities have a sense of safety.
 - Communities have a sense of belonging.
 - Communities have a sense of social harmony, are cohesive, and have a respect for diversity.
 - Citizens embrace inclusive Australian narratives.
-

Outcome 1.4 – ideologies

Vulnerability of individuals to violent extremist ideologies is reduced:

- Communities and individuals do not support or empathise with those justifying the use of unlawful violence to achieve ideological, religious or political goals.
 - Credible and trusted people deliver messages that effectively discredit extremist communications.
 - Public messaging and communication campaigns provide alternative narratives and/or undermine violent extremist narratives.
 - Media reporting and public commentary reflect greater awareness of risks by exercising quality, accurate and responsible judgement.
 - Reduced access to violent extremist propaganda.
 - Online extremist material is identified and reported appropriately.
-

Outcome 1.5 – opportunities to recruit

Opportunities for violent extremist recruitment are reduced

- Recruitment networks are disrupted or rendered ineffective.
-

Table 2: Individuals at risk of becoming violent extremists divert and do not engage in violence – example outcomes

Theory of change

Individuals at risk of becoming violent extremists may be able to be diverted through the provision of support, assistance and/or opportunities that seek to address violent extremism-related risk factors and enhance protective factors. This support, assistance and opportunities might be provided by at-risk individuals' family or friends and/or non-government organisations and government agencies. .³

Outcome 2.1 – identification

Individuals at risk of radicalisation to violent extremism are identified:

- Communities and individuals know and understand how to identify individuals who may be at risk of becoming violent extremists.
- NGOs, communities and influencers are willing to identify and refer suspected at-risk individuals.
- Government service providers are aware of the vulnerability to radicalisation of individuals.

Outcome 2.2 – community-led support

NGOs, communities and influencers (families, friends etc) help divert individuals at risk:

- NGOs, communities and influencers have the knowledge and understanding to support at-risk individuals.
- NGOs, communities and influencers know when they need to seek support of appropriate government agencies and where to go for advice and help.

Outcome 2.3 – government-led support

Front-line government services identify and refer cases to divert them from violent extremism:

- Frontline government services have the knowledge and understanding to support at-risk individuals.
- Referral pathways are clear and appropriate cases are referred through to government-led intervention programs for specialist support.
- Corrections staff can identify and support at-risk inmates to seek to divert them from becoming violent extremists

Outcome 2.4 – government and community-led intervention/diversion

Individuals at risk of becoming violent extremists have access to and use programs and services that divert them away from violent extremism:

- Individuals are willing to participate in programs aimed at CVE diversion before becoming a violent extremist.
- Services are available to support diversion
- Service providers are willing and capable of delivering intervention services.

³ In some cases family/peers are drivers or enablers of an individual's radicalisation

Table 3: Violent Extremists are rehabilitated and reintegrated when possible – example outcomes

Theory of change

Violent extremists may be able to be rehabilitated and reintegrated through the provision of support, assistance and/or opportunities that seek to address violent extremism-related risk factors and enhance protective factors. This support, assistance and opportunities might be provided by individuals' family or friends and/or non-government organisations and government agencies.

Outcome 3.1

Individuals formally assessed as being violent extremists, and who may be the subjects of criminal charges, are rehabilitated:

- Individuals are willing to participate in rehabilitation programs and are disengaged from violent extremism.
-

Outcome 3.2

Individuals convicted of terrorism-related offences, and other violent extremist inmates, are disengaged, rehabilitated and reintegrated into the community post release:

- The correction system ensures that programs to support the rehabilitation of individuals convicted of terrorism related offences and other violent extremist inmates are available and used.
 - Corrections staff can identify and support violent extremist inmates to engage them in rehabilitation programs.
-

Table 4: Capability to deliver effective CVE programs is strengthened (system enabling outcomes) – example outcomes

Theory of change

Developing CVE-related capability across governments and communities will contribute to achieving the objectives of the National CVE Framework.

Outcome 4.1

Government agencies and CVE stakeholders have sound understanding of violent extremism and the current threat environment:

- CVE stakeholders have sound evidence to inform CVE efforts.
 - CVE stakeholders have timely access to and awareness of lessons and evaluation findings from other programs and jurisdictions.
-

Outcome 4.2

Robust CVE policy development, governance, advice, reporting and evaluation:

Outcome 4.3

Agencies and jurisdictions have effective CVE information sharing and collaboration, and with international partners.

Outcome 4.4

Robust networks, partnerships and engagement exist between governments and communities in support of CVE efforts.

Outcome 4.5

Effective, coordinated and consistent public CVE messaging.

Appendix C: Examples of CVE specific program logics

Figure 4: Program logic for building community resilience – Weine and Ahmed (2012: 3)

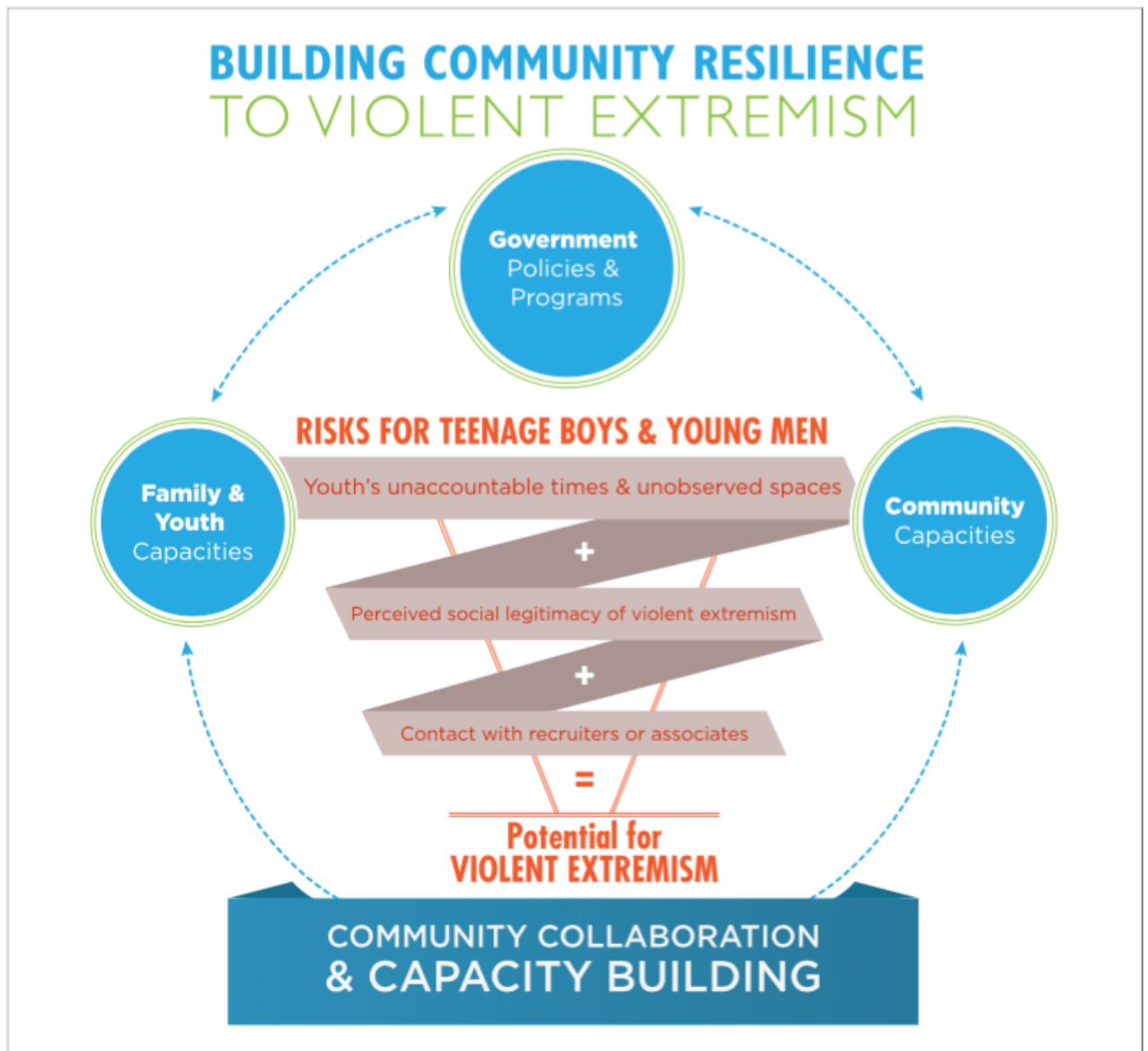


Figure 5: Results Framework for a Risk Reduction program – Khalil and Zeuthen (2016: 25)

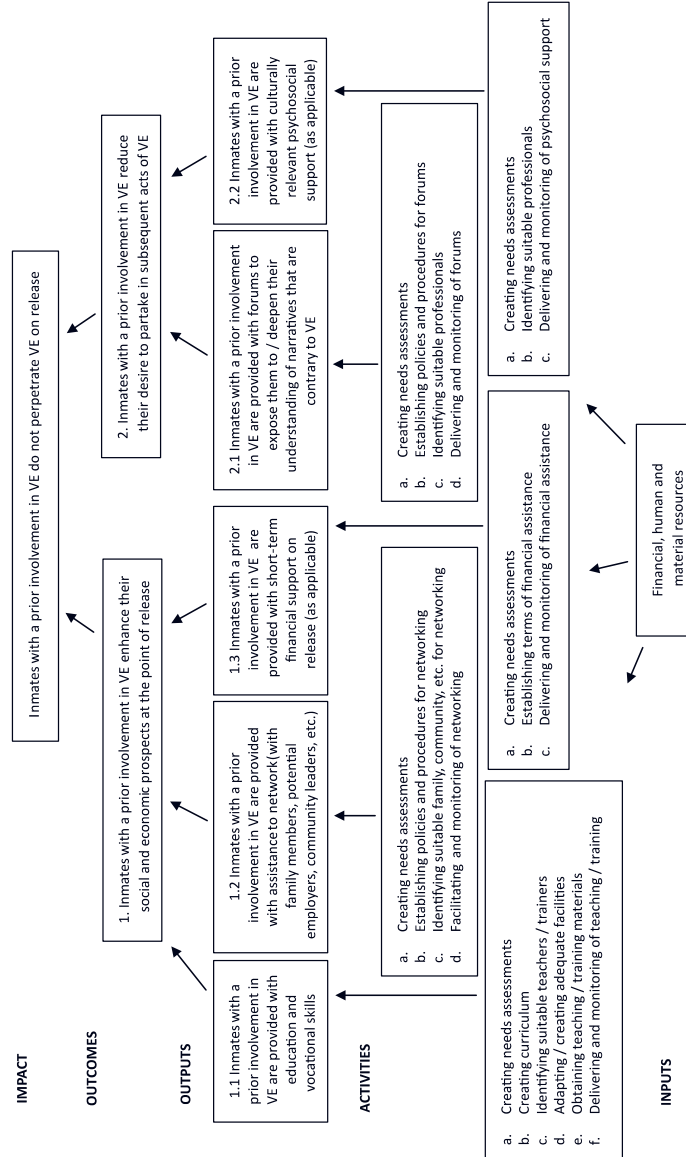
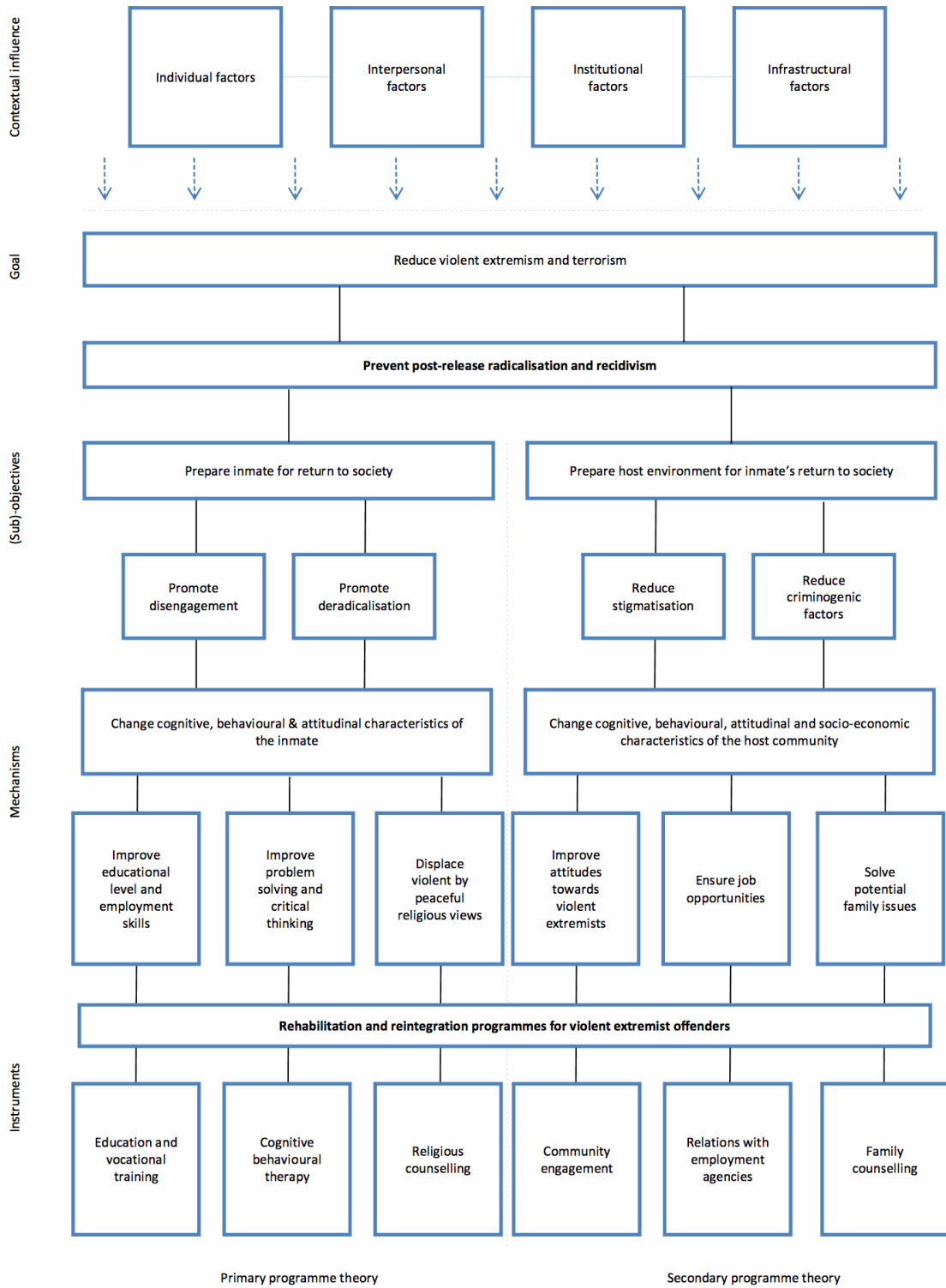


Figure 6: A realist framework for evaluation CVE offender rehabilitation (Veldhuis, 2012: 16)



Appendix D: Existing measures for common CVE concepts

It is widely recognised in the CVE literature that there are no agreed measures for CVE outcomes partly because the identification of CVE outcomes has been elusive. This section draws together some of the elements of this literature about operational measures that could possibly be used to measure some of the outcomes in the Tables 1-4 in Appendix B.

For the outcomes in Table 3 for rehabilitating violent extremists, one operational scale is the *Integrative Complexity through Moral Dilemmas* (IC) measure. This is an indicator and methodology that is applied before and after a program to assess whether participants have become more tolerant of other values. It thereby measures whether participants have become less receptive to VE ideologies. As such it is not a direct measure of VE behaviour, but identifies changes in values that may lead to changes in behaviour (Liht and Savage, 2013). This approach uses a range of qualitative data collection techniques from program participants, before and after participation, to assess the extent to which they have changed their way of thinking. A limitation of this methodology is that it requires intensive and group specific tools to be developed to assess participants and also requires qualitative coding, which may be resource intensive. As such it is best used for programs with a small number of participants.

For the outcomes in Table 1 that relate to communities and social cohesion, particularly Outcomes 1.3, The Scanlon Foundation's Scanlon-Monash Index (SMI) of Social Cohesion (<http://scanlonfoundation.org.au/research/social-cohesion-index/>) measures social cohesion along five domains, using an 18 question survey:

1. Belonging: Shared values, identification with Australia, trust.
2. Social justice and equity: Evaluation of national policies.
3. Participation: Voluntary work, political and co-operative, involvement.
4. Acceptance and rejection, legitimacy: Experience of discrimination, attitudes towards minorities and newcomers.
5. Worth: Life satisfaction and happiness, future expectations

The foundation also collects data on this scale annually so that some comparison can be made with the general population.

The BRAVE Toolkit (Grossman et al., 2014) provides another set of indicators for the community resilience outcomes in Table 1. This toolkit develops four key domains for culturally-based resilience to violent extremism:

- a) cultural identity and connectedness;
- b) relationships and networks;
- c) cultural norms around behaviour, attitudes and values, and
- d) framing, preventing and responding to violence.

Key indicators were then developed drawing on existing resilience assessment tools that help identify resilience strengths, vulnerabilities and risks within each domain. These indicators included cultural knowledge, cultural continuity, cultural security, and cultural adaptability; bonding, bridging, and linkage capital; coping with adversity, problem behaviours, and resources for problem-solving; and beliefs, values, and resources/strategies for non-violent conflict resolution (see Grossman et al 2016: 56).

For the individual level outcomes in Tables 1, where the individuals are children, there are some well-developed measurement tools available. These tools are collected (sometimes on a regular basis) for the wider population, which will allow comparison of program participants to relevant comparators in the population of children. The following is a list of relevant tools that can help for assess the impact of CVE program outcomes on children:

- *Australian Child Wellbeing Project* (<http://australianchildwellbeing.com.au>). Data were collected for a nationally representative sample of school children in Term 3, 2014. A limitation is that the data are increasingly out of date for purposes of comparison, but the survey instruments may still be useful sources of survey questions that identify changes in well-being dimensions such as family, school, health, friends, neighborhood and community, money and material wellbeing. Also used a qualitative interview schedule that can be used to deepen understanding of children's wellbeing and how it changes.
- *The Strengths and Difficulties Questionnaire* (<http://www.sdqinfo.org/a0.html>). Provides a measurement tool that includes five items that relate to pro-social behavior, among other factors, that may be directly relevant to CVE programs. Has both a version that can be completed by children themselves, but also versions that can be used by others to assess children's behavior. Can be used both as a screening tool to select program participants, and also designed as a before-and-after measurement tool to assess outcomes from program interventions.

Williams, Horgan and Evans (2016) have summarised a suite of CVE relevant outcome and control measures based on survey questions that can be applied to program participants. The most relevant ones to CVE programs are:

- **Emotional Stability Scale:** a seven-item scale designed to measure individuals' emotional stability.
- **Adapted Grievance, Activism, and Radicalism Scale:** an eight-item measure assessing individuals' level of political grievance, activism, and radicalism.
- **Brief Resiliency and Coping Scale:** a four-item measure designed to measure individuals' tendencies to cope with stress in a highly adaptive manner.
- **Historical Loss Scale:** a 12-item measure designed to measure individuals' sense of loss, based upon their sense of their cultural heritage.
- **Social Support Scale:** a four-item, self-authored measure designed to measure individuals' quantity and quality of close relations.

Table 6: Possible indicators for example CVE outcomes

Aim of CVE	Example Indicator/s
<i>Risk of individuals becoming or remaining violent extremists, and the social impacts of violent extremism, is reduced.</i>	<ul style="list-style-type: none"> • Perception of violent extremist threat • Number of individuals radicalised to violent extremism
Outcome 1	Example Indicator/s
<i>Communities and individuals are resilient to violent extremism</i>	<ul style="list-style-type: none"> • Cross-communal interactions • Expressions of positive/negative community values • Community self-regulation of members' behaviour • Community initiated activities to support positive behaviour • Community reports of risky behaviour
<i>Outcome 1.1 – individuals</i>	<ul style="list-style-type: none"> • Critical thinking skills • Coping skills • Sense of belonging • Self-efficacy: a belief in their ability to cope and a sense of control over their life • Strong cultural identity combined with openness to other sources of belonging • Wellbeing • Social participation • Strong social skills, problem solving and conflict resolution skills
<i>Outcome 1.2 – environment</i>	<ul style="list-style-type: none"> • Civic participation • Opportunities for education, training and employment • Engagement between communities and government • Sense of marginalisation • Experience of discrimination • Supportive social networks within the immediate community

**Outcome 1.3 –
communities**

- Awareness and understanding of violent extremism
- Trust in government
- Perceived community safety
- Social cohesion
- Perception of community harmony
- Inter-communal tensions
- Positive perception of Australia
- Identify as Australian
- Community capacity and willingness to respond to crisis

**Outcome 1.4 –
ideologies**

- Recall of CVE-related media campaigns
- Exposure to extremists messaging
- Media discussion of inter-communal relations
- Media presentation of racial and other stereotypes

**Outcome 1.5 –
recruitment**

- Intentions of joining a violent extremist group
 - Estimated membership of extremist organisations and groups
 -
-

Outcome 2	Example Indicator/s
<p>Individuals at risk of becoming violent extremists divert and do not engage in violence</p>	<ul style="list-style-type: none"> • Maintain gainful employment • Dispenses with associations with radical institutions or individuals. • Increase in civic participation • Intention to vote at the next elections (if applicable) • Acknowledgement of the legitimacy of the government • Identification as citizens of the state in which they live • Willingness to befriend those from other religions • Recognise that religious doctrines are subject to interpretation • Indicate that violence is not a legitimate expression of their religion • Receptive to assistance • Individual has positive social relationships • Individual has non-extremist orientated sense of belonging • Individual has healthy sense of self and multiple social identities • Individual accepts and tolerates that others have different beliefs • Individual is functioning and coping well • Individual engages in democratic processes to seek any desired changes
<p>Outcome 2.1 – identification</p>	<ul style="list-style-type: none"> • Community awareness of violent extremism and related issues • Willingness in community to report suspicious behavior and voice concerns
<p>Outcome 2.2 – community-led support</p>	<ul style="list-style-type: none"> • Community awareness of violent extremism and related issues • Willingness to challenge radical extremist views • Willingness to support diversity within the community • Community awareness of government initiatives to counter violent extremism
<p>Outcome 2.3 – government-led support</p>	<ul style="list-style-type: none"> • Number and coverage of services that provide diversion-related services • Referrals/willingness among community members and organisations to refer to government-led intervention programs
<p>Outcome 2.4 – intervention/diversion</p>	<ul style="list-style-type: none"> • Commitment to participation in programs • Service providers delivering intervention services and their capabilities/number of VE initiatives

Outcome 3	Example Indicator/s
<p>Violent Extremists are rehabilitated and reintegrated when possible</p>	<ul style="list-style-type: none"> • Maintain gainful employment • Maintain an association with radical institutions or individuals • Willing civic participation • Intention to vote at the next elections (if applicable) • Acknowledgement of the legitimacy of the government • Identification as citizens of the state in which they live • Willingness to befriend those from other religions • Recognise that religious doctrines are subject to interpretation • Claim that violence is not a legitimate expression of their religion • No longer supportive of the use of violence to achieve goal • Receptive to assistance • Individual has positive social relationships • Individual has non-extremist orientated sense of belonging • Individual has healthy sense of self and multiple social identities • Individual accepts and tolerates that others have different beliefs • Individual is functioning and coping well • Individual engages in democratic processes to seek any desired changes •
<p>Outcome 3.1 – Rehabilitating violent extremists</p>	<ul style="list-style-type: none"> • Number of intervention programs • Willing participants of intervention programs • Successful rehabilitation from intervention programs
<p>Outcome 3.2 – post-release disengagement from radicalisation, rehabilitation and reintegration</p>	<ul style="list-style-type: none"> • Re-offending and/or associations with VE groups of those released from corrections

Outcome 4	Example Indicator/s
<p>Capability to deliver effective CVE programs is strengthened (system enabling outcomes)</p>	<ul style="list-style-type: none"> • Proportion of CVE programs that are effective
<p><i>Outcome 4.1 – sound understanding of VE</i></p>	<ul style="list-style-type: none"> • Understanding of VE issues and strategies to address VE • Understand that VE is motivated and enabled by multiple factors • Understand that VE tends to be partly driven by grievances • Understand that there is no standard pathway to VE • Understand that physical responses <i>and</i> messaging are important • Understand that civil society actors have an important CVE role • Acknowledge the potential negative effects of security force excesses • Acknowledge the potential deleterious effects of stereotyping • Understand the legal framework in the relevant location
<p><i>Outcome 4.2 – robust policy development, governance, advice, reporting and evaluation</i></p>	<ul style="list-style-type: none"> • Number of evidence-informed CVE initiatives • Number of CVE programs evaluated
<p><i>Outcome 4.3 – CVE information sharing and collaboration</i></p>	<ul style="list-style-type: none"> • Data-sharing and cooperation among CVE agencies within jurisdictions, and across jurisdictions and countries • Research and evaluation findings shared among agencies • Interaction between the policy and expert CVE communities • Interactions among CVE program designers to share experiences and knowledge
<p><i>Outcome 4.4 – robust networks between government and communities</i></p>	<ul style="list-style-type: none"> • Number of community partnerships • Range of communities with CVE related partnerships
<p><i>Outcome 4.5 – coordinated public CVE messaging</i></p>	<ul style="list-style-type: none"> • Inter-agency interactions to deliver CVE messaging • Range of media forms through which CVE messaging is delivered • Reach of CVE messaging across communities

Appendix E: References and resources

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