

Despite the introduction of PCCs in 2012, the criminal justice system remains a highly centralised and siloed system

Criminal Justice System	
<ul style="list-style-type: none"> • National Criminal Justice Board (CJB) oversees national performance • Local/regional Criminal Justice Boards (LCJB) oversee performance locally 	
Police	
<ul style="list-style-type: none"> • Priorities set locally by PCCs • Performance measured by HMIC 	<ul style="list-style-type: none"> • Priorities set nationally by HMCTS • Performance measured by MoJ
CPS	
<ul style="list-style-type: none"> • Priorities set nationally by Director for Public Prosecutions • Performance measured by HMCPSI 	
Probation	
<ul style="list-style-type: none"> • Priorities set nationally via contract specification • Performance measured by MoJ/ HMI Probation 	<ul style="list-style-type: none"> • Priorities set nationally by MoJ • Performance measured by HMI Prisons

Policing priorities are set locally by PCCs - but they are the exception; all the other agencies of the CJS are centrally measured and managed

The key governance mechanisms for CJS-wide performance monitoring - the NCJB and LCJBs - are weak and ineffectual

Performance is measured institution-by-institution, rather than according to cross-cutting outcomes

National Criminal Justice Board measurement framework (2016)

Swift indicators		Certain indicators	
Police	1. Time taken from police recording of an offence to a police outcome e.g. 5 days	Police	5. Police outcomes for police recorded crime Crimes resulting in: a) charge or summons & b) no further action due to unidentified suspect
Courts	2. Time taken from charge or laying of information to completion in the criminal courts Median/mean number down	Courts	6. Effectiveness of trial listings in court Effective; ineffective and cracked across both courts
Courts	3. Time witnesses wait to give evidence in court e.g. 2 hours across both courts	Probation	7. Court orders successfully completed Completed positively
Courts	4. Number of hearings in court No of a) hearings & b) preliminary hearings by i) guilty ii) not guilty pleas	Courts	8. Financial imposition enforced e.g. Paid within 12 months
		System	9. Proven reoffending within 12 months Overall one year and the number of reoffences

Timeliness measures will always be important to PCCs/ the public - but need to be carefully constructed to avoid 'gaming'

By measuring institutions individually (rather than according to cross-cutting outcomes), the framework risks:

- **driving perverse behaviours** e.g. recording police outcomes may lead to 'easy' cases being pursued
- **creating problems in other parts of the CJS** e.g. court listings create problems for victims
- **be based on inputs** e.g. holding probation to account for completion rates may lead to breaches being under-reported

* Each indicator is measured by whether its performance has improved, remained stable or declined

Local criminal justice boards (LCJBs) have access to a wide amount of data, but often it is collected in different formats and does not provide a clear overview of performance across the system

Historically, each police force area has had a LCJB (42 across England and Wales - and although no longer mandatory, most areas have retained their presence in some form, often with the PCC as local champion.) Their role is to co-ordinate and ensure the effective and efficient delivery of justice services:

- LCJBs comprise representatives from the police, CPS, HMCTS, and the OPCC, as well as various other agencies (membership varies from area to area)
- They set priorities for the local area to focus on, depending on local justice need
- Performance management/monitoring varies from area to area, but most track a similar range of information i.e. police, courts etc tracked over time

Simplicity	Measures drawn on are relatively simple and few, but often agencies do not explain acronyms or trends to others	
Transparency	LCJBs tend to share information between themselves but not with the public	
Outcomes	LCJBs draw on current agency measures, but often without method and context	
Value-added	Measures chosen often lack qualitative context or analysis, meaning it is unclear the reasoning behind the measure	
Behaviours	Given the lack of context and definite power/scrutiny, LCJBs can rarely hold each other to account, or be held to account by those who chair them	
Overall assessment	LCJBs are providing a platform for basic information to be shared, but, on the whole, they are far from fulfilling a true role of scrutiny and putting local criminal justice in context	

We consulted a cross-section of PCCs and policymakers to understand their priorities for reform

Our research revealed 4 key insights about how measurement of CJS performance needed to be improved:

1. A limited number of top-down targets will always be necessary, but they need to be carefully designed to avoid gaming
2. A single overarching vision for the CJS would improve the coherence of the system and should align with wider (non-CJS) social policy outcomes
3. Performance measures need to be aligned to accountability
4. In general, the CJS needs to do better at using measures which take into account local context and 'value added'

A new framework for measuring CJS effectiveness

Single national vision	A criminal justice system that reduces the harm caused by crime and strengthens communities				
National joint outcomes	1. Prevention <i>reducing the flow of people into the system</i>	2. Swift/ certain justice <i>offenders rapidly brought to justice</i>	3. Punishment and Rehabilitation <i>offenders face an effective response to their offence</i>	4. Legitimacy <i>perceptions that the CJS is fair/ effective</i>	5. Victims <i>reduced harm caused by crime</i>
Performance indicators (to enable comparative benchmarking)	<ul style="list-style-type: none"> - Rate of school exclusions - First time entrants rate - % of known offenders who are/ were looked after children - % of known offenders who are/ were previously victims - Use of restorative disposals 	<ul style="list-style-type: none"> - Police outcomes (e.g. crimes resulting in charge/summons) <ul style="list-style-type: none"> - File quality - Time - offence to completion <ul style="list-style-type: none"> - Trial <u>effectiveness</u> - Guilty plea rate - Conviction rate (rape) 	<ul style="list-style-type: none"> - % sentenced to short custodial sentences - % completing community orders (RARs) - % of ex offenders in jobs/learning/a home - Reoffending rate (weighted) 	<ul style="list-style-type: none"> - % of public who think system fair - BAME representation in the CJS - Upheld appeals 	<ul style="list-style-type: none"> - Victimization rate (including violence) - Victims' satisfaction levels <ul style="list-style-type: none"> - Waiting times in court - Vulnerable victims' willingness to testify
Local priorities	Local Improvement Outcome Plans (Mayors) Beefed up Local Criminal Justice Boards (PCCs)				
Agencies accountable	Schools Local authorities Police YOTs	Police CPS Courts	Courts Prisons Probation Local authorities	All	All

Using our proposed framework, it will be possible to shed some light on where criminal justice performance is strongest/ weakest

We can already start to build up a picture of effectiveness using available data

- First time entrants
- School exclusions
- Time from offence to completion
- Police outcomes
- Short custodial sentences
- Reoffending rate
- Community order requirement completion
- Attitudes to local police

But a more comprehensive picture will require more data to be made public

- Known offenders characteristics (e.g. victim/looked after children)
- Police/CPS file quality
- Trial effectiveness
- Conviction rate (by all offences)
- Offender rehabilitation data (post-sentence)
- BAME representation in the CJS
- Upheld appeals
- Attitudes to local CJS organisations/functions
- Waiting times in court
- Vulnerable victims' willingness to testify

1. Prevention

Reducing the flow of people into the CJS

2. Swift and certain justice

Offenders rapidly brought to justice

3. Punishment and rehabilitation

Offenders face an effective response

4. Legitimacy

Perceptions that the CJS is fair/ effective

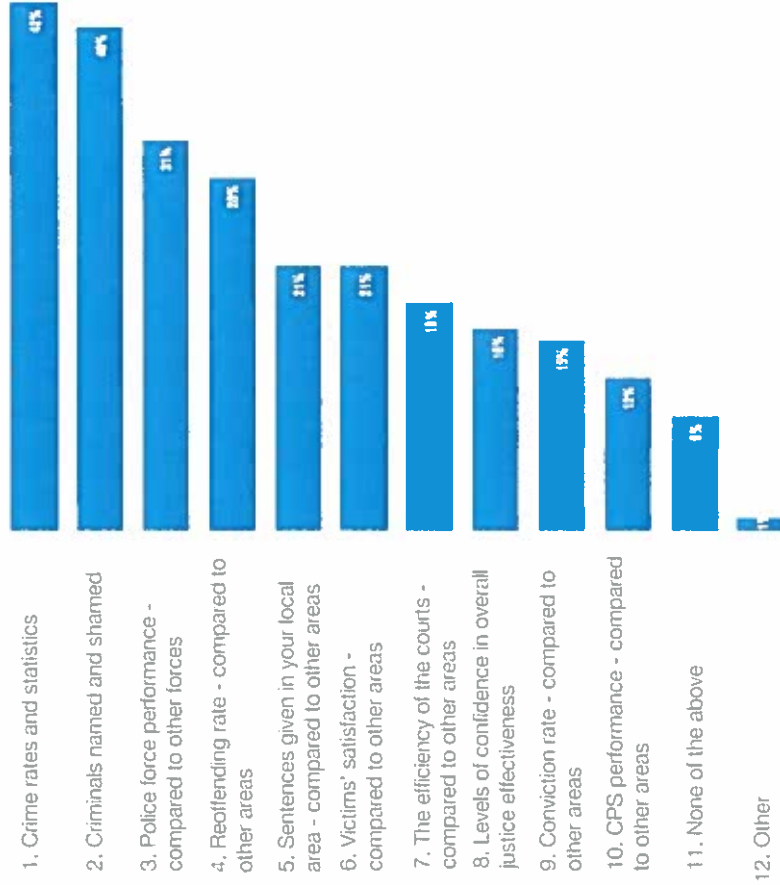
5. Victims

Reduce the harm caused by crime

4. Mayors and PCCs should publish locally (weighted) ‘scorecards’ illustrating overall CJS effectiveness

- When asked, the public display a clear appetite to have a better understanding of how their local criminal justice services are performing
- Meanwhile PCCs need a simpler way of articulating their overall effectiveness
- A local scorecard would allow PCCs and the public to hold constituent parts of the system to account, give a much better understanding of what good looks like by building on the model of comparing most similar areas and push for greater transparency for our justice services
- In order to ensure these take into account local context/ distance travelled, these scorecards should be weighted to take into account levels of funding against demand

... and they would most like to see crime rates and statistics published in their local area, presented in a way that makes sense



It was deemed most important to receive information about CJS performance that is presented in a way that makes sense, and least important to be comparable with other areas...

How CJS performance information should be published, in order of importance to the public (1 = very important, 5 = not at all important)
1. Presented in a way that makes sense (70%)
2. Localised to your local neighbourhood (62%)
3. Performance is tracked over time (60%)
4. Published regularly (57%)
5. Comparable between local areas (45%)

