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Local Criminal Justice Board effectiveness

A national survey into effective
performance management
and local performance

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A national survey into effective performance management and local performance

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Implications

LCJBs should review their performance management arrangements to ensure that they maximise the use of timely and accurate information, effective tactics, rapid deployment of personnel and resources, and relentless follow-up and assessment.

Effective performance depends not only on the performance management methods but also on a performance culture characterised by cross-agency working underpinned by mutual respect and trust and driven by the commitment and passion of chief officer members.

The factors needed to foster this approach are:

- The active presence of chief officers on the Criminal Justice Area's Board because their presence is both symbolically and substantively important.
- The mirroring of the strategic role of the Board by specialist sub-groups tasked to implement specific aspects of the local strategy.
- A person or persons to perform both the business manager and performance officer functions to enable the Board to operate effectively and efficiently.
- The organisation of communication in the Criminal Justice Area around a need-to-know principle involving targeted audiences and tailored messages.

Summary

This paper summarises the findings from an investigation into the characteristics associated with high performing Local Criminal Justice Boards (LCJBs). The aim is to provide LCJBs with good practice guidance based on a checklist of factors linked to both effective performance management and effective local performance. The investigation was built around finding answers to three questions.

1. Is there a performance management model that can be applied to LCJBs?
2. How closely do LCJBs operate according to the principles of this model?
3. How strong is the association between adherence to the model and high performance?

The key findings from the investigation are as follows.

A proven performance management model, conceived by Jack Maple and applied to police organisations and non-crime public services across North America can be applied to the LCJB context.

The key features of the model are:

- accurate and timely information;
- effective tactics;
- rapid deployment of personnel and resources; and
- relentless follow-up and assessment.

The majority of LCJBs operate according to the key principles of this model, as shown in Box A below.

Box A: The Maple Model applied to the LCJB

- **Accurate and timely information.** Most LCJBs collect both national and local performance data, which potentially allows them access to information that is both accurate (national cleansed data) and up to date (local proxy measures).
- **Effective tactics.** All LCJBs make use of sub-groups, which are most commonly theme-based, and mostly include operational staff from the range of stakeholder agencies. An effective sub-group structure is important to give LCJBs the capacity to consider and agree tactics for delivering priorities.
- **Rapid deployment of personnel and resources.** Most LCJBs meet monthly or every six weeks, positioning them to consider medium or longer term priorities, rather than rapid deployment. Crucially, responses indicated that the majority of LCJB members have authority to make decisions on behalf of the agencies they represent, giving LCJBs the ability to influence working practices and access to resources.
- **Relentless follow-up and assessment.** Most areas thought their LCJBs performance management systems were effective, which is a key enabler to continuing to monitor and assess performance. The majority of respondents thought that their LCJB was quite effective in holding Criminal Justice System (CJS) agencies to account.

However, it was not simply the case that the more of these characteristics possessed by an area the higher their performance. Instead, analysis of the data collected suggests that the possession of the characteristics associated with Maple's four principles represent a necessary but insufficient basis for effective performance management and effective local performance. The missing ingredient, identified in interviews, appears to be a performance culture factor. This refers to a culture characterised by novel cross-agency working and underpinned by mutual respect and trust and driven by the passion and commitment of the chief officers of the member organisations. As one chair of a high performing LCJB put it:

You've got the people who are leading the change process, who are aware of what the culture change needs to be. And by their behaviour, they're trying to demonstrate it and that's precisely what we're doing. The material we're using here is causing people to work together and work properly... This isn't just about how we change our systems and processes.

Alongside this performance culture factor, the research identified four further characteristics of good practice.

1. The active presence of chief officers on the LCJBs is both symbolically and substantively important.
2. The strategic role of the LCJB needs to be mirrored by specialist sub-groups tasked to implement specific aspects of the local strategy.
3. To work effectively and efficiently, LCJBs require a person or persons to perform both the business manager and the performance officer functions.
4. Effective communication about local criminal justice performance needs to be organised around a need-to-know principle involving targeted audiences and tailored messages.

1 Introduction

In the run-up to their introduction, the Office for Criminal Justice Reform (OCJR) provided guidance on establishing Local Criminal Justice Boards. In the guidance notes, reference was made to both the purpose and the composition of LCJBs. The notes stated that Boards were to “improve the delivery of CJS targets in local areas” and that their core membership would be drawn from “Chief Officers of: Probation, Courts, Police, Prisons, YOTs and the CPS”¹. In describing the role of OCJR and LCJBs, a distinction was drawn between the former prescribing a framework of objectives to be met with the latter determining how these objectives were to be achieved. Top of the list of the new LCJBs’ terms of reference was “Delivering performance improvement through joint performance management, reporting on performance and implementing change”. However, in line with the approach whereby the centre prescribed the **what** but the local determined the **how**, no guidance was provided on the arrangements associated with how to deliver performance improvement.

Five years after the publication of the guidance, LCJBs have become an established and important part of the local CJS. Based on the achievements of bringing more offences to justice and raising public confidence in the CJS, the LCJB appears to represent a substantial improvement on what the Auld report described as the “administrative complexities and muddle of responsibilities”² characterising local CJS arrangements at the end of 2001. But what are the characteristics associated with high- performing LCJBs?

Following a commission from the Local Performance and Delivery Unit of the OCJR, an investigation was arranged with the aim of providing LCJBs with good practice guidance based on a checklist of factors linked to both effective performance management and effective local performance. The investigation was built around finding answers to three questions.

1. Is there a performance management model that can be applied to the LCJB context?
2. How close are areas to this model?
3. How strong is the association between conformance to the model and high performance?

To answer these questions this study involved three complementary stages:

1. A review of management and criminal justice literature backed up by interviews with staff from six high performing LCJBs.³
2. Administration of a questionnaire by telephone to (mainly) performance officers in all 42 LCJBs.

1 Lines, P. and Kann, G. (2002) *Establishing Local Criminal Justice Boards*, OCJR.

2 Quoted in Lines and Kann.

3 High-performing LCJBs were identified from dashboard scores and advice from Performance Action Team members. To ensure consistency, a semi-structured interview guide based on the model identified was used to guide the discussions. Details of the methodology employed in this investigation are described in a technical note at the end of this report.

3. Analysis of both the questionnaire results and the transcripts from the original six LCJB interviews.

The findings from the investigation are reported below.

2 A performance management model for the LCJB context

The study set out to identify a proven performance management model that might be applied to the LCJB context. Hereafter referred to as the Maple Model,⁴ this particular method of managing performance has been employed widely across the North American continent from New York to Vancouver.⁵ The Maple Model has been criticised for claiming to have won the fight against crime when actually the victory should be credited to improvements in the economy or changing demographics.⁶ However, quite apart from the overwhelming link between adoption of the model and reduction in crime in various American and Canadian jurisdictions, perhaps the most compelling endorsement is the growing adoption of the model in the non-crime context of public services.⁷ Given the model has been successfully applied to improving not only large American police organisations but also other public services, it was reasoned that there was a case for investigating its utility in the LCJB context. The Maple Model is described below.

According to Maple four principles underlie effective crime reduction and quality of life problem abatement. Table 2.1 below provides a description of Maple's principles as applied to the LCJB context.

To test the applicability of the Maple Model in the LCJB context, discussions were held with members and staff from six high performing LCJBs.⁸ In spite of the different sizes and socio-economic characteristics of the areas, the consensus was that the model was well fitted to the LCJB context. As one chair stated:

The principles of it, I suppose, are what we have extended across [the LCJB]... each of our divisional commanders... are well aware of how to analyse data, how to process the data, how to pose questions on the back of that data and how to task actions... and then hold people to account for doing it. So those are the key things in the model. It's having the data available, knowing how to interpret the data and holding people to account for delivering and making change.

4 Maple, J. with Mitchell, C. J. (2000) *The Crime Fighter: How You Can Make Your Community Crime-Free*, Broadway Books, New York.

5 See, for example, Vancouver Police Department's website capb.ca/EDpresentations/VPDCompStat.ppt

6 For a review of the evidence and competing claims see Kelling, G. and Sousa, W. (2001) *Do Police Matter? An Analysis of the Impact of New York City's Police Reform*, Civic Report No. 22, Manhattan Institute for Policy Research.

7 See Behn, B. (2004) *CitiStat*, Vol. 2, No. 3 November, Public Management Report, for a description of the adoption of the Maple Model by Baltimore's Mayor in order to run the city's public services. Following its introduction the scheme was awarded the prestigious Innovations in American Government Award bestowed by the Kennedy School of Government at Harvard.

8 Based on recent dashboard scores and Performance Action Team staff advice, the areas visited were Greater Manchester, Hampshire, Merseyside, Suffolk, West Midlands and West Yorkshire.

Table 2.1: The four principles of Maple's Model

Principle	Description
<i>Accurate and timely information</i>	The ability to make effective use of accurate and timely information is greatly enhanced through information systems that quickly gather, collate, analyse and present raw crime data. Crime and quality of life intelligence data identify the problem, its sources, the times and places it occurs most frequently, and potential solutions. LCJB personnel must look beyond the raw intelligence to see causal connections between different kinds of crime or quality of life events.
<i>Effective tactics</i>	Effective tactics are those that have proven over time to achieve the desired result. The tactics used must be flexible and adaptable to local conditions and local environments. Most of these effective tactics are already known to LCJB members – experienced operational officers are the primary source of effective tactical solutions, but managers and chief officers must excavate these practices and make them the organisational norm.
<i>Rapid deployment of personnel and resources</i>	The capacity to deploy resources rapidly and effectively is greatly enhanced when the kind of organisational and administrative barriers that characterise most traditional CJS bureaucracies are removed, and when accountability systems demand that enforcement, support and ancillary units work together in a co-ordinated manner.
<i>Relentless follow-up and assessment</i>	Relentless follow-up and assessment means that chief officers, managers and operational staff do not prematurely conclude that a problem is solved simply because its symptoms abate. Follow-up includes the continual adaptation of tactics and adjustment of resources dedicated to solve a problem. The ability to continue to gather accurate and timely crime intelligence through information systems enhances the accuracy of the assessment process.

Although this chair came from a police background where the model, as the quote indicates, had been applied to that particular environment for some years, he felt it applied equally to all CJS agencies. He described, for example, a seminar with the heads of the Crown Prosecution Service (CPS) and Court Service and their staff from four of the areas comprising the LCJB.

We reinforced ... teamwork and collective responsibility and collective accountability for delivering the targets that they'd been set. Then what we did, we chose the subject of cracked and ineffective trials. We used dummy data and gave it to them and said, 'Right, break off into groups and work as a team to interpret that data'. And then we brought them back again and, between us, we cross examined them on that and said, 'Right, what can you see in this data? What does it tell you? What clues does it give you? What actions do you think you might now take? How would you take that forward?' ... So we're making sure that consistently, with a set of the key agencies, we've taken them through that process.

3 How close are LCJBs to the Maple Model?

The Maple Model was translated into a 26-item questionnaire and administered by telephone to all LCJBs. In nine out of ten of the interviews the information was supplied by the LCJB’s performance officer. In the remainder of interviews, answers were supplied by either the LCJB’s business manager or their chair.

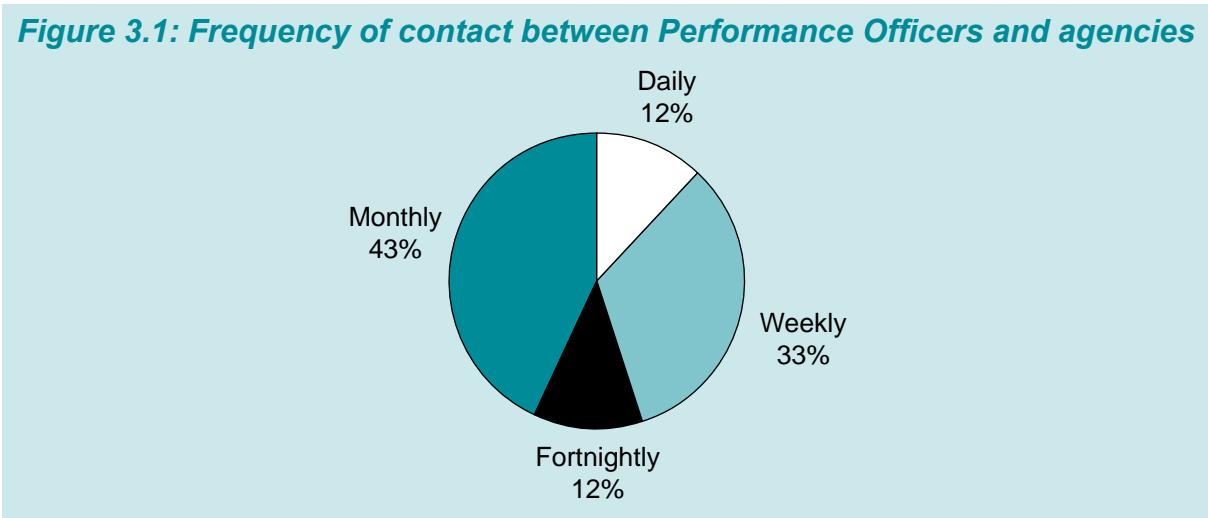
Accurate and timely information

For the majority of LCJBs there was a clear commitment to collecting and using accurate and timely information. Over three-quarters of LCJBs (76%) reported using a mixture of national and local performance information. Reference to OCJR’s Joint Performance Information Tool (JPIT), since replaced by the Criminal Justice Management Information System (CJMIS), enabled areas to use data cleansed for accuracy and presented with Most Similar Area comparisons. This was set alongside more up-to-date provisional data from local sources.

The role of information in helping LCJBs to fulfil their purpose to “improve the delivery of CJS targets in local areas” was reflected in 83% of LCJBs deciding that the data they collected would be based on both national and local priorities.

When invited to assess how effective their LCJB was in ensuring that data were used to drive performance, 50% thought they were **very effective** whilst 50% thought they were **quite effective**.

The majority of performance officers regularly contacted agencies for a variety of reasons. Over eight out of ten described their contact as being either **very proactive** (17%) or **proactive** (69%) rather than **reactive**. With specific regard to discussing the interpretation of performance data, levels of contact between performance officers and agencies varied from daily to monthly (see Figure 3.1).



Evidence of LCJBs' commitment to using and not just collecting timely and accurate information was reflected in the high proportion of areas reporting that Board members were provided with regular performance data. Whereas 93% reported that all Board members received performance reports, only a small proportion (7%) confined it to only Board members who expressed an interest in receiving reports.

Effective tactics

A comprehensive sub-group structure is important to give LCJBs the capacity to consider and agree tactics for delivering priorities. All LCJBs reported using sub-groups. To ensure that strategies are implemented both efficiently and effectively, the model assumes that staff with operational knowledge will be included in any sub-groups tasked to oversee particular aspects of the LCJB's strategy. There was only one instance where operational staff were involved in only **a few cases**. For the remainder, two-thirds were included **in all cases** and 31% **in most cases**.

Another important feature of Effective Tactics relates to a primary goal of LCJBs in overcoming the tendency of what the Auld Report described as working from the point of view of "sectional interests" and, sometimes, "mutual distrust".⁹ Areas were asked to rate how effective their LCJB was in getting different local CJS agencies working together. The majority (64%) thought they were **very effective**, with the rest (36%) considering themselves **quite effective**.

A final feature relating to Effective Tactics within the context of the local CJS relates to communication. This covers both internal staff and external stakeholders. Only two areas reported not having a communications officer and this indicates the recognition by areas of the tactical importance of this function. More areas (57% of all areas) had full-time communications officers compared with those that employed them part time (38%). Nevertheless, there appears to be scope for improvement based on the self-assessments made. Only 17% of LCJBs thought they were **very effective** at keeping staff in stakeholder agencies informed of their priorities. Similarly, only 14% of LCJBs judged themselves to be **very effective** in communicating externally.

Rapid deployment of personnel and resources

In accordance with the original guidance, all LCJBs reported that their Boards contained representatives from core member agencies: police, courts, CPS, probation, YOTs and prisons. Additionally, approaching half (41%) reported having more than one other agency represented on their Boards. This is consistent with the principle of rapid deployment of both personnel and resources, that is, having the agencies that are able to deploy the personnel or resources needed actually on the Board.

Alongside the actual agencies represented on the Board, over three-quarters of LCJBs (76%) reported that **in all cases** Board members were of sufficient seniority to commit their organisations to key decisions.

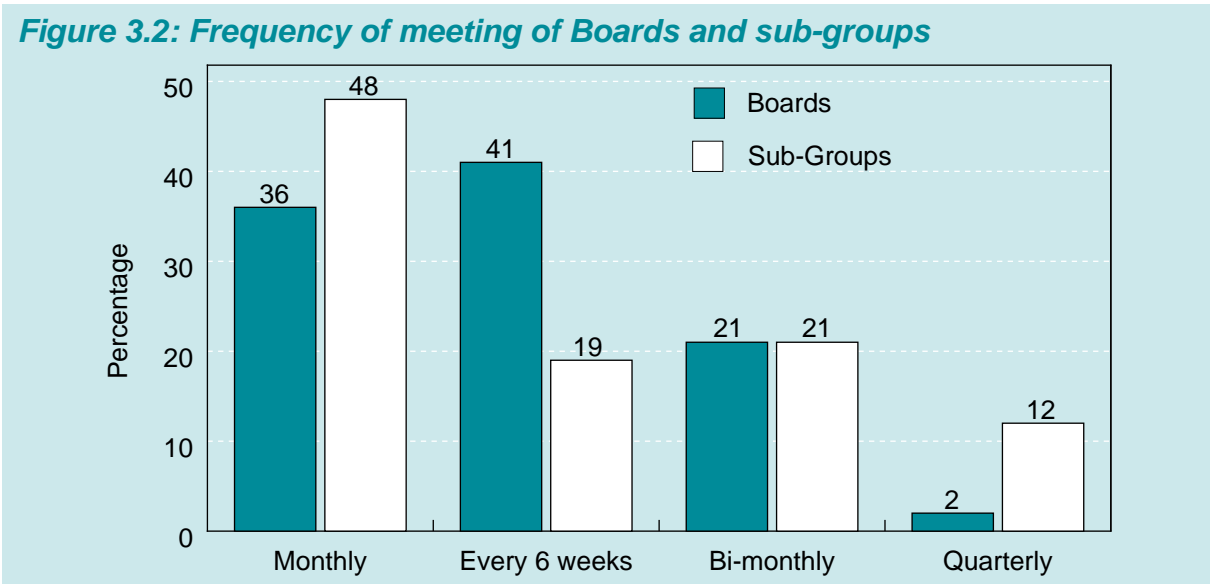
⁹ Quoted in Lines and Kahn (*op. cit.*).

In line with the theme of rapidity, Boards and sub-groups met between monthly to quarterly intervals. For both, monthly meetings were most often mentioned, that is, 36% for Boards and 48% for sub-groups (see Figure 3.2). The strategic, as distinct from the operational, focus of the Boards may explain the smaller proportion meeting monthly compared with sub-groups.

Relentless follow-up and assessment

Based on self-rating, nine out of ten LCJBs considered that their Board was either **very** (38%) or **quite effective** (53%) in holding agencies to account. Less subjective evidence to support this comes in the form of 76% of LCJBs reporting that their sub-groups had both formal terms of reference and targets agreed by the LCJB.

LCJBs were, however, more mixed in relation to their overall judgement of the effectiveness of the Boards compared with the sub-groups’ performance management systems. Thus two-thirds of the Boards considered their performance management system to be **very effective** compared with closer to just over a half of the sub-groups.



The national survey indicates, therefore, that a substantial proportion of LCJBs are operating in a way consistent with each of the four principles of the Maple Model. For example, over three-quarters of LCJBs reported using a mixture of national and local performance information and all of them thought that they were either **very** or **quite effective** in ensuring that data were used to drive performance. Similarly, with regard to effective tactics, two-thirds of Boards included operational staff in sub-groups tasked to oversee particular aspects of the LCJB strategy. Over three-quarters of Boards also reported having members of a sufficient level of seniority to ensure that personnel and resources could be deployed rapidly. Finally, with regard to accountability structures and processes, over three-quarters of LCJBs reported that their sub-groups had both formal terms of reference and targets.

4 Are those closest to the Maple Model the best performers?

To assess whether those operating most closely to the principles of the Maple Model were the best performers, an analysis of responses to the questionnaire matched against monthly performance reports produced by OCJR was undertaken.¹⁰ Although the analysis found a direct link for a few areas, a watertight case could not be demonstrated for the rest of the LCJBs. Fortunately, fieldwork had been conducted with some of those areas where a link could be seen and it was possible, therefore, to refer to the transcripts of interviews to see if any critical factor had been missed.

Analysis of this data suggests that the possession of the characteristics associated with Maple's four principles represent a necessary but insufficient basis for effective performance management and effective local performance. The missing ingredient, revealed by interviews, appears to be what might be called the performance culture factor. This refers to a culture of unprecedented working together underpinned by mutual respect and trust and driven by the passion and commitment of the chief officers of the member organisations. As the chair of one high-performing LCJB put it:

You've got the people who are leading the change process, who are aware of what the culture change needs to be. And by their behaviour, they're trying to demonstrate it and that's precisely what we're doing. The material we're using here is causing people to work together and work properly ... This isn't just about how we change our systems and processes.

Similarly, another chair stated:

I think the criminal justice process is susceptible to fractures. If I'm right in that, there are three things that helped our improvement: one, the culture where we are open and don't go to other people; two, group leaders who are prepared to work hard at it; and three, the structures and processes by which we do things. I'm not sure that without that we could have achieved that success.

The seven key elements of the performance culture identified in a content analysis of interview transcripts are summarised in Table 4.1.

¹⁰ See Technical Note at the end of this report for more details.

Table 4.1: Key elements of a performance culture

Element	Example
Proactive leadership	<i>When the Board was set up there were one or two very powerful individuals who by sheer force of personality brought the group together and got them to work ... which commits individual and organisational decision making.</i>
Commitment to working together	<i>There's now a culture of 'We're all in this together'. We're all in this together with an acceptance that many of the issues, many of the initiatives, are cross agencies' initiatives and issues. That in order to deliver or improve, all or certainly more than one agency have got to be on board</i>
Access to and use of information	<i>You can't manage something without knowing what's happening day by day ... So by demanding more and more you do get that momentum so people locally know what they need to manage, know the business, and start saying what happened to those people in the cell last night. You can't manage something two months away; you've got to get on top of it today.</i>
Problem solving	<i>It's more sort of how can we improve performanceabout how to do that better. What are the problems? How do we fix them. It's looking at solutions to problems rather than just highlighting the problems and saying we've got a problem here. It's what we can do about it.</i>
Effective communication	<i>What does make a difference is the decision making of the Board and how that feeds into the organisation. The staff then feel part of an organisation which is part of the criminal justice system</i>
A bias for action	<i>I think the first thing is to do what you say you're going to do. If you've got actions, follow them up.</i>
Accountability	<i>Accountability is absolutely fundamental to bringing about change. We've created the groups, we've given them terms of reference, we've told them what our expectations are, we've provided them with the information and... we've got a mechanism of holding them to account.</i>

Alongside the culture of performance factor, four further characteristics of good practice were identified.

1. The active presence of chief officers on the Criminal Justice Area's Board is both symbolically and substantively important

Chief officers have to continuously ration the amount of time they dedicate to attending meetings because of the many and varied demands made upon them. In the original guidance for establishing LCJBs it did suggest that "only those with the ability and authority to commit the organisation to a particular course of action should be on the Board" (see Footnote 1). The evidence from this investigation indicates that attendance by chief officers is a priority for two reasons. First, it is symbolically important because attendance by the chief officer sends a positive and unequivocal message to both staff and external stakeholders of the commitment to the LCJB's strategy and shared objectives.

That's very important because it drives the thing. It gives it a sense of purpose. It sets the tone.

(performance officer)

Second, it is substantively important because it provides the necessary authority within participating agencies to formulate and see through the implementation of agreed actions.

On the Board we have the Chief Constable, the Chief Crown Prosecutor, the Chief Executive of the Court Services, the Chief Officer of Probation, the Head of the Youth Offenders Service. With those most senior people on the Board, the Board is able to make decisions more easily about resources.

2. The strategic role of the Board needs to be mirrored by specialist sub-groups tasked to implement specific aspects of the local strategy

Effective LCJBs tended to have relatively flat organisational structures with Boards planning and reviewing progress whilst sub-groups managed delivery and reported back. Whether sub-groups were single-topic focused or cross-cutting, district-based or countywide, seemed less important than the sub-group having:

- (a) An operational rather than strategic role.

The groups all have a business focus and are very much linked to the delivery of specific initiatives.

- (b) A Board member chairing to forge the link between planning, delivering and reviewing.

In addition [to the sub-groups], there's a separate performance group which is attended by the chairs of all the delivery groups. I think also that's why each delivery group is sponsored by at least one Board member so even if a Board member isn't chairing the group, a Board member takes sponsorship of it so that its progress can be fed back.

3. To work effectively and efficiently, the Board requires a person or persons to perform both the business manager and the performance officer functions

Responses made to the national survey indicate that 81% of LCJBs employ a business manager and all have a performance officer. The business manager acts as a lynchpin for the chair of the Board. While it may not be essential for a particular individual to assume sole responsibility for arranging meetings, preparing reports, and recording memoranda of agreements, this co-ordination function was seen by one chair as being not so much about successful performance as successfully running a business.

The [business manager] has formed a key link between the performance sub-group and the other sub-groups of the Board and other Criminal Justice Agencies ... It is for me to sort out and arrange the meetings, but I don't have time. So between the last Board meeting when we decided to do it and the next Board when we will sort it out [the business manager] has organised that meeting and set it up and prepared the reports for the meeting, so we have a memorandum of agreement to the Board. That's not about performance: that's about running a business ... [the business manager] comes to meetings with me not only to know what goes on, but also to complement me because she has the detailed knowledge of what is going on in all the sub-groups, which I don't have. So she assists me in running meetings and gives me information that I need to know.

In contrast, the performance officer fulfils the vital role of acting as the filter and amplifier of the plethora of local and national data relating to local area performance.

I suppose I'm the funnel aren't I? If you want to put it in pictorial terms, you've got the information that's coming from the respective agencies, from their performance people, and I am the person sitting here that collates it all together and files it down into the information that the Board want in their report.

4. Effective communication about local Criminal Justice Area business needs to be organised around a need-to-know principle involving targeted audiences and tailored messages

The vast majority of LCJBs employ a communications officer either full- or part-time (95%). The national survey also identified a wide range of media employed by LCJBs to communicate with both staff and external stakeholders. However, trying to inform everyone about everything that is happening in the Local Criminal Justice Area was considered a high-risk low-yield strategy. What mattered more was that policy and/or practice changes determined by the Board directly affecting particular staff or stakeholders were communicated to them together with the reasons and anticipated benefits. Sub-group chairs and/or managers reporting to them were thought best placed to identify who needed to know and what needed to be conveyed.

It's got to come from the managers who attend the meetings ... They have to go back to other managers or staff and say the LCJB has set this target and the reason they've set it and what they are trying to achieve and the benefits... The only script they have is what's been said in the meeting.

5 Conclusion

This investigation has found that a proven performance management model can be applied to the LCJB context: namely, the Maple Model. Whilst recognising that the model was developed in an operational rather than strategic context, its key features of accurate and timely information, effective tactics, rapid deployment of personnel and resources, and relentless follow-up and assessment are broadly relevant to LCJB performance. Analysis of the results from the national survey indicated that a substantial proportion of LCJBs are already operating in a way consistent with each of the four principles of the Maple Model. However, the study did not find a direct correlation between possession of these characteristics and effective local performance. A critical missing element, revealed in interviews with high performing LCJB personnel, appears to be what has been termed here the performance culture factor.

For those LCJBs keen to maintain or improve their performance, the practical lessons which can be taken from this study are:

- the importance of the active presence of chief officers on LCJBs;
- the value of specialist sub-groups within the LCJB structure that are tasked to implement specific aspects of local strategy;
- the key contribution of staff required to perform business management and performance monitoring functions; and
- the helpfulness of organising communications about criminal justice performance around a need-to-know basis involving targeted audiences and tailored messages.

Similarly, for those areas wanting to develop the performance culture factor in their LCJB, action could usefully focus on checking and encouraging the presence of the following elements within the Board and the wider LCJB structure:

- Proactive leadership.
- Commitment to working together.
- Access to and use of information.
- Problem solving.
- Effective communication.
- A bias for action.
- Accountability.

Technical note

The methodology for this investigation involved three complementary stages.

1. A review of management and criminal justice literature backed up by interviews with staff from six high performing LCJBs.¹¹
2. Administration of a questionnaire by telephone to (mainly) performance officers in all 42 LCJBs.
3. Analysis of both the questionnaire results and the transcripts from the original six LCJB interviews.

The bulk of the information was collected between January and March 2006. The subsequent analysis involved the following.

- Plotting the frequency distribution of various characteristics, for instance, LCJB membership and frequency of meeting, to check correspondence with the performance management model
- Statistical analysis of the association between (a) one set of performance characteristics and another and (b) a group of characteristics, so as to identify any underlying drivers of effective performance management.¹² With regard to (a) it was not possible to demonstrate a statistically significant association when a comparison was made between separate pairs of performance characteristics. For example, whether there is more than a chance relationship between perceived overall effectiveness and how proactive the performance officer was in his/her contact with agencies. Neither this particular pairing nor several others that were tested revealed a significant association.¹³ Similarly with regard to (b) scoring LCJBs' answers to the national survey and checking statistically the fit with dashboard scores for March 2006.¹⁴ This involved a comparison between the rank order of responses to the questionnaire used in the national survey and the rank order of the number of exception reports for each LCJB.¹⁵ If the hypothesis was right that adherence to the model is associated with a high level of operational performance, then those areas with the highest rank order to the questionnaire would

11 High-performing LCJBs were identified from dashboard scores and advice from Performance Action Team members. To ensure consistency, a semi-structured interview guide based on the model identified was used to guide the discussions.

12 The former involved using the chi square test to see, for example, if there was more than a chance association between perceived overall effectiveness and how proactive the performance officer was in his/her contact with agencies. The latter involved doing a correlation and factor analysis to see if a small number of characteristics were critical to effective performance management.

13 The chi square test was used here.

14 Because the national survey used Likert-type questions it was possible to score and then rank the responses given. The closer to correspondence to the model found the higher the score/rank. These scores were then matched with dashboard (exception report) scores/ranks and tested statistically using the Spearman Correlation Coefficient (ρ).

15 Exception reports are produced monthly as dashboard updates for the Performance Action Team in OCJR. The reports analysed were those for March 2006 when the national survey took place.

also have the lowest rank order for the number of exception reports. To test the hypothesis, the overall questionnaire and exception report scores were aggregated, ranked and then loaded into a statistical programme for comparison.¹⁶ Although three LCJBs were found to have the top rank for adherence to the model whilst having the lowest rank for exception reports (meaning they were high performers) as well as two further areas that registered the opposite of this pattern, a statistically significant link could not be demonstrated for the rest of the LCJBs. Because of the possibility that some of the items from the questionnaire used in the analysis were not critical in influencing the strength of association between adherence to the model and positive operational performance, a factor analysis was undertaken to reduce the number of items to be compared with the exception rankings based on concentrating on only those questionnaire items that were clustered together and therefore potentially of most influence.¹⁷ The factor analysis reduced the questionnaire's 26 items to five key factors but again a statistically significant relationship could not be demonstrated between ranking areas according to any one of the five separate clusters and positive operational performance as measured by exception report rankings.

- Detailed examination of the transcripts to draw out those characteristics described by LCJB staff as being strongly associated with effective performance management and local performance.

16 The particular statistical test was Spearman's Correlation Coefficient (ρ) and applied using SPSS, a statistical package for the social sciences.

17 Data from the questionnaire was loaded into SPSS and a factor analysis completed.

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Local Criminal Justice Board effectiveness

Local Criminal Justice Boards (LCJBs) aim to deliver performance improvement in their local criminal justice system through joint performance management. This paper describes a model suitable for the criminal justice context based on principles first articulated by Jack Maple and evidence from a national survey of LCJBs. The model emphasises the importance of information, tactics, rapid deployment and relentless follow-up. Although the study found the majority of LCJBs operated in a manner consistent with this model, a critical success factor found missing in several cases was a clearly articulated performance culture. The paper also describes additional good practice points relating to Board representation, the role of sub-groups, the work of Business Managers and Performance Officers as well as effective communication strategies.

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