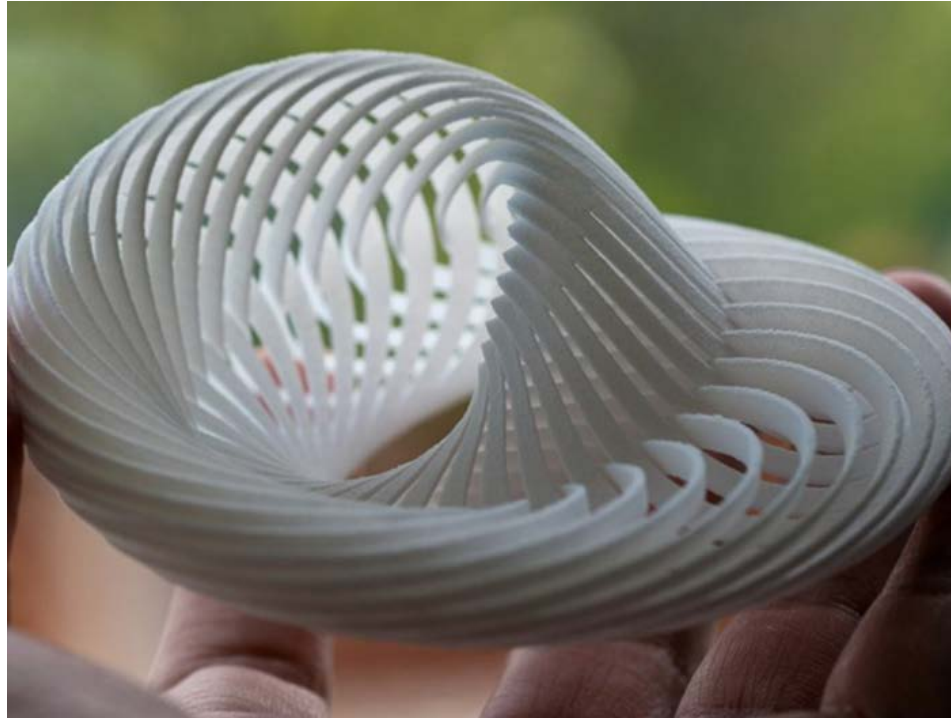


# PCJ Toolkit

## Indicator Development in Justice and Safety

A Self-Directed Guide

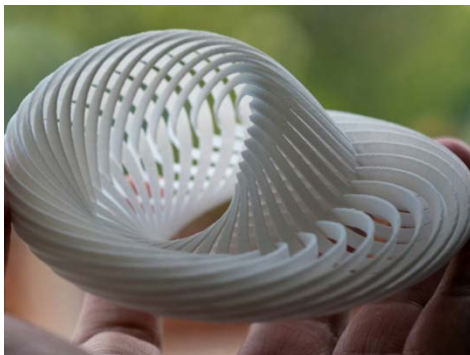
# Developing Indicators in Justice and Safety



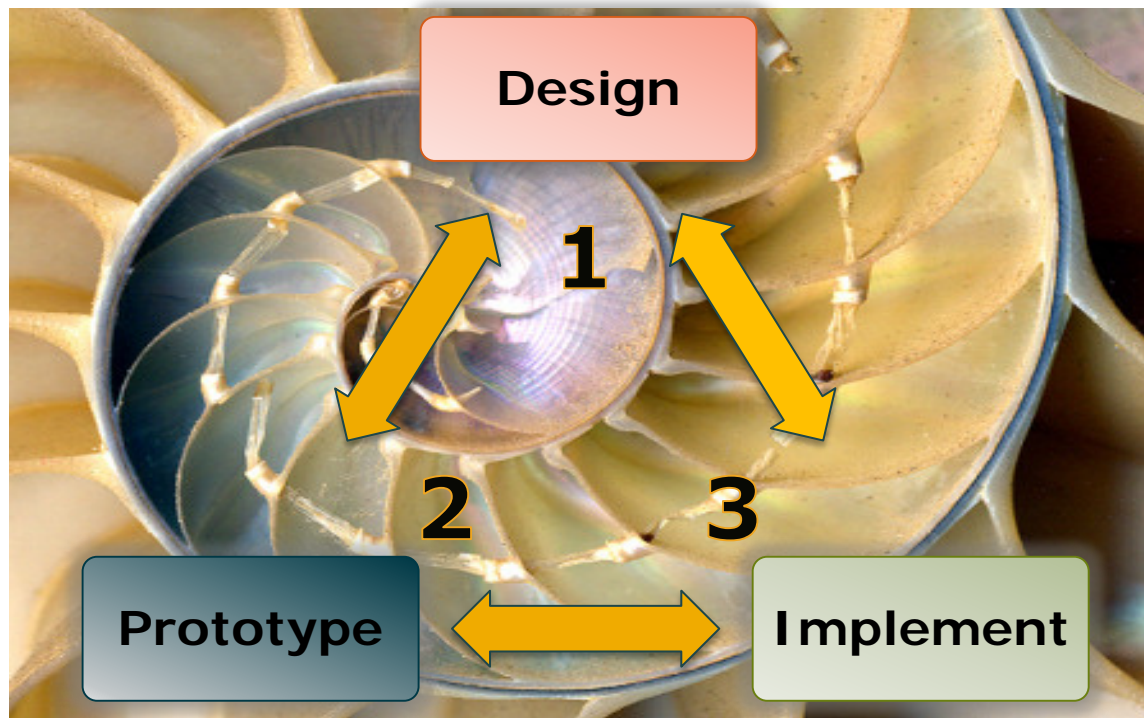
**Both as complicated and *as simple* as the shell;  
*continuous and incremental and fluid***

# This Toolkit was Developed to:

- ❑ Give a *simplified guide* to developing indicators in justice and safety,
- ❑ Address the *perspective* of a supporting or implementing partner, and
- ❑ Provide an *understanding of the process* of designing indicators as:



- Both as complicated *and as simple* as the shell;
- *Incremental, continuous* and *fluid*;
- Requiring you go back and forth, and invert the simplified process we present based on *changing* environments, conditions, ambitions, capacity



## **OUR FOCUS:**

A small window (or cross-section) of the indicator development process

Click any PHASE for more

# Governing Principles

1. Indicators should be *created* and *utilized* by government agencies to *actively* manage justice and safety and security operations.
2. Active indicators, developed locally, are aligned with local ambitions.
3. Locally designed indicators are more meaningful to government leaders and practitioners.
4. Politics is not the enemy of good policy or good practice.





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## Identify Local Ambitions

### ❑ Build trust in local agencies

- Avoid a top-down approach

See [Annotated Guide](#) for Indicator Development in Justice and Safety

- “What does a [“bottom-up” approach](#) to indicators really mean?”

### ❑ Create a collegial environment between agencies operating with different sets of goals and concerns

- How can indicators assist in system-wide efforts to improve criminal justice?

See [Annotated Guide](#) for Indicator Development in Justice and Safety

- [Coordination Across Justice Agencies](#): Police Prosecution Indicator developed in Lagos, Nigeria

# Help Prioritize Local Ambitions

## Why?

- ❑ To select the most important ambition among many
- ❑ To correspond with data sources
- ❑ To overcome resistance possibly fueled by high ambitions of outsiders

## How?

- ❑ Ask specific questions to identify meaningful goals
- ❑ Redefine “big” problems in ways that can be solved by “minor” adjustments

See *Indicators as Servants of Development: A Summary of the HKS PCJ Project on Indicators of Justice and Safety*





## Assess the Political Environment

### ❑ Understand the institutional context and local politics

See *Indicators as Servants of Development: A Summary of the HKS PCJ Project on Indicators of Justice and Safety*

### ❑ Appreciate there are “Problems of Power in the Design of Indicators of Safety and Justice in the Global South”

### ❑ Recognize politics is not the enemy of good policy or good practice



# Distinguish Indicators from M&E

## Monitoring & Evaluation

- ❑ The Art of:
  - Disciplining and adjusting individual interventions
  - Calibrating relationships between means and ends
  - Reporting about the process of development as it happens
- ❑ A micro-level tool of development

## Indicator

- ❑ A Tool for:
  - Pointing out possible directions of development
  - Helping leaders select routes that make the most sense
  - Charting progress toward a particular destination
  - Situating and strategically positioning individual development programs and projects
  - Orienting the different components of government toward common goals
- ❑ Operates on a macro-level

**Both must be harnessed to institutions that exercise political authority**

# Appraise the Local Data Environment

## □ Assess existing data capacity

- Mine available administrative and survey data

See *[“Better Servants of Development: Improving Surveys as Sources of Indicators of Public Safety”](#)*

- Scan and scope out other potential data sources

## □ Consider how indicators would impact an institution’s data capacity

See *[Annotated Guide](#)* for *Indicator Development in Justice and Safety*



# Create an Indicator Community

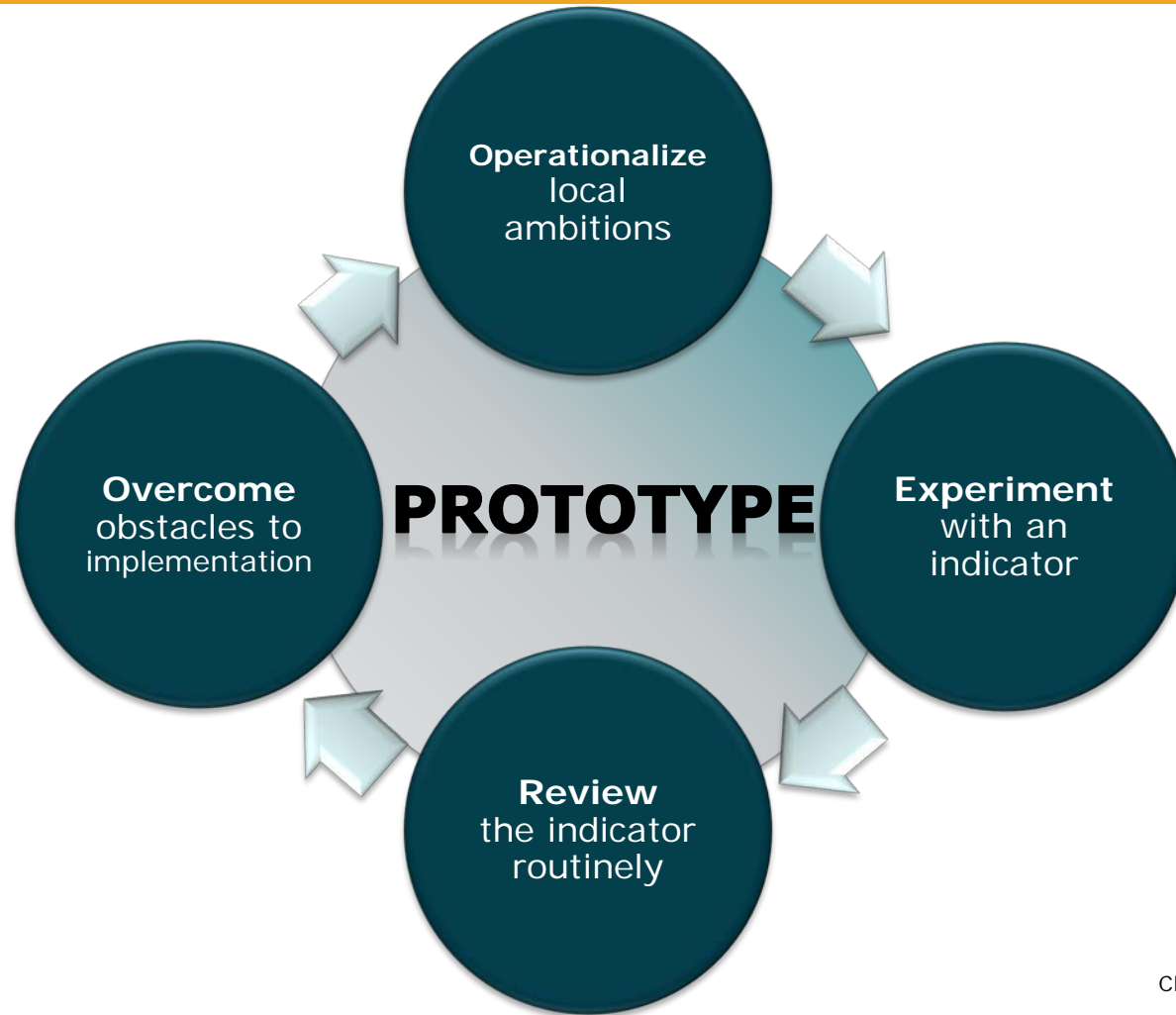
## ☐ Inside and among agencies

- Why?  
Ownership → Authority → Implementation
- How?  
Foster interaction between research and operational units during development of an indicator

See [Annotated Guide for Indicator Development in Justice and Safety](#)

## ☐ Multinational

- Webinars and Global Calls  
See examples of a [Webinar agenda](#)
- Multi-partner workshops on indicators of justice and safety  
See an [agenda](#), a recap of a [panel discussion](#), as well as [photos](#) from [Annual Workshop](#)



Click any CIRCLE for more

# Operationalize Local Ambitions

1. Define an operational problem in measurable terms
2. Develop the prototype indicator **with** local agencies

See [examples](#) of indicators developed by government officials at the Methods Camp 2014



[Watch Video of Methods Camp](#)

# Experiment with an Indicator

- ❑ Evaluate sensitivity of indicator to change
  - Test the indicator to ensure it can capture change in practice over time
  
- ❑ Engage local agency with data acquisition
  - Do not rely on aggregate statistics
  - Use frontline records to allow for [disaggregation](#)
  
- ❑ Experiment in small scale
  - Over [time](#)
  - Over [geographic space](#)
  - In relationship to other [measures/indicators](#)
  - Over [combinations of the above](#)



# Review the Indicator Routinely

## ❑ Assess impact in practice

- Does the indicator capture the information you expected?  
Is it aligned to the ambition?
- Does the indicator create perverse incentives that could affect reliable data collection?

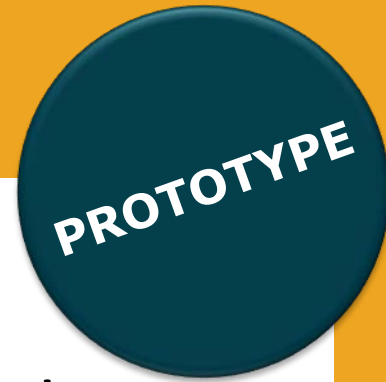
## ❑ Assess impact in politics

- Are the results surprising or confirming anecdotal experiences?
- How politically feasible is the indicator?

## ❑ Make adjustments to fit with ambitions and management decisions

See [Life of an Indicator](#): The “Hit Rate” in Jamaica and [Lagos Case Study](#)





# Overcome Obstacles to Implementation

## Perverse Incentives

Focusing on indicators of timeliness may detract from quality

### Strategy:

Develop “sibling indicators”

See [Annotated Guide](#) for Indicator Development in Justice and Safety

## Structural Obstacles

Divisions between research and operational units

### Strategy:

Share ownership of indicator and data

See [Annotated Guide](#) for Indicator Development in Justice and Safety

## Political Barriers

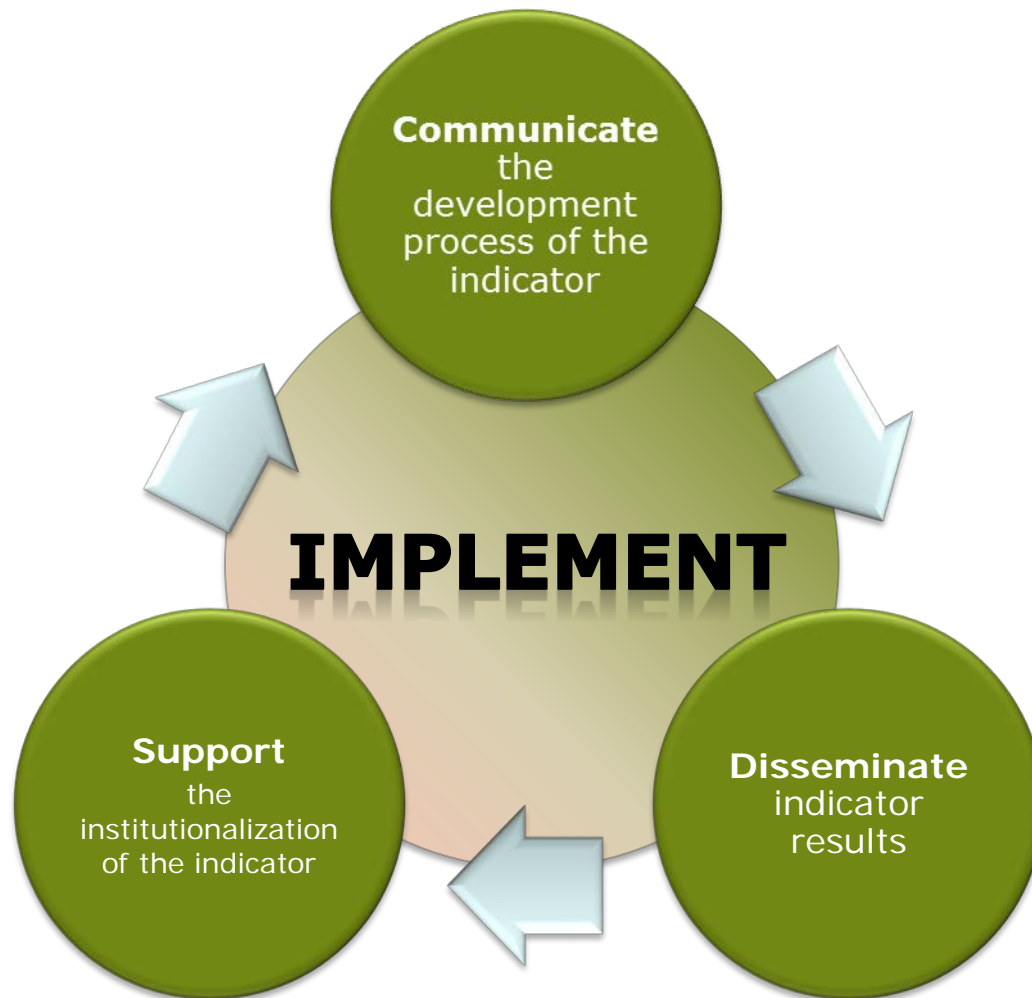
Political risks from publicizing results

### Strategy:

Governments need “good news” along with the need for improvement

- Choose the appropriate timing for sharing results with
  - (1) key officials within agency,
  - (2) officials in other agencies,
  - (3) the public
- Prepare key officials before publicizing results

See [“Better Servants of Development: Improving Surveys as Sources of Indicators of Public Safety”](#)



Click any CIRCLE for more

## Communicate the Development Process of the Indicator

### ❑ To funding partner via:

- Field memos/“[postcards](#)”  
Longer analysis memos

### ❑ With local partners via:

- [Analytic memos](#)
- Regular phone / Skype calls
- [Workshops](#)



## Disseminate the Indicator Results

**With *distinct* operation and research units, assist with:**

1. Sharing with staff
  - [Jamaica Case Study](#)
2. Sharing with decision-makers
  - [Sierra Leone Case Study](#)
3. Providing recommendations

**With *combined* operation and research units, assist with:**

1. Sharing with staff
  - [Lagos Case Study](#)
2. Sharing with agency peers
  - [Bangladesh Case Study](#)
3. Developing an action plan

***How do you progress from developing an indicator to implementing the indicator in the operations of a criminal justice institution?***

## Support the Institutionalization of the Indicator

- ❑ **Attach the indicator to regular management meetings and operational decisions and review trends routinely**
  - Nigeria [Lagos](#) Legal Advisory Unit – Meetings with Attorney General
  - [Bangladesh](#) Police Criminal Investigation Division – Quarterly meetings
  
- ❑ **Encourage other safety and justice agencies or departments to design and use indicators**
  - [Jamaica](#) Constabulary Force – Hit rate management system (source of operational data)

# Quick Reference

## Methods

- ❑ **Process and Purpose**
  - A [Summary](#) of the HKS PCJ Project
  - [Annotated Guide](#) for Overcoming Common Challenges in Indicator Development
  - Managing [Problems of Power](#)
- ❑ **Working with Data**
  - [Using Survey Data](#)
  - [Using Administrative Data](#)
- ❑ **Routine Interaction Samples**
  - [Starting a Conversation](#)
  - Ongoing Analysis of Data
  - [Thematic Workshops](#)
  - [Updating Donors](#)
- ❑ **Community-Building Approaches**
  - [Webinars and Global Calls](#)
  - [Annual Workshops](#)
  - [Methods Camp](#)

## Common Themes

- ❑ **Gender-Based Violence**
  - [VAWG Webinar](#)
  - [VAWG Paper](#)
  - [Sierra Leone Case Study](#)
- ❑ **Pre-Trial Detention**
  - [Prison Exit Samples in Nigeria](#)
- ❑ **Police Performance**
  - [Jamaica Case Study](#)
  - [Bangladesh Case Study](#)
- ❑ **Prosecution Performance**
  - [Lagos Case Study](#)
- ❑ **More**
  - [List](#) of Prototype Indicators Developed in this Project

# About Us



**HARVARD Kennedy School**

*Program in Criminal Justice  
Policy and Management*



**ukaid**

from the British people

With funding from the [United Kingdom's Department for International Development](#), (DFID), the **Program in Criminal Justice Policy and Management** (PCJ) at Harvard Kennedy School (HKS) has been supporting state officials and civil society organizations in Bangladesh, Ethiopia, Jamaica, Sierra Leone, and Nigeria to develop and use their own indicators to spark, reinforce, and communicate progress toward strategic goals in justice and safety.

The aim of the project is to equip government and civil society organizations with the skills and experience to design their own indicators, routinely assess those indicators, and use them to drive meaningful reform in the justice sector.

Building this capacity is a long-term undertaking, for the desire for indicators and the skill in their construction must permeate the organizational culture in governmental and non-governmental bodies. It is also a fluid process: Indicators serve ambitions, policies, governments, and staffs that inevitably change over time.

Learn more about this [project](#).

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