

Lincolnshire Police Criminal Justice & Partnerships Review



Background

The Criminal Justice and Partnerships Department (CJPD) within Lincolnshire Police acts as a service provider to the three operational divisions, providing corporate and strategic direction as well as some central processing functions. It also provides a link between the force and outside Criminal Justice bodies such as the CPS, Courts, OCJR, LCJB and CDRP's. As a relatively new department established in February 2009, its role, structure and ways of working are still evolving. The basic functions performed are:

1. Community safety & liaison with outside Agencies – Community Safety Unit
2. Recording crime – Criminal Justice Information Unit
3. Managing case files and updating systems – 2 x Criminal Justice Units (Grantham & Lincoln)
4. Administering motoring & public disorder ticketing – Central Ticket Office
5. Administering road traffic collisions – Collisions Unit (Boston)
6. Identifying suspects – Identification Unit
7. Others – Youth Offending Team, Inspector in Custody

From Possibility...

Lincolnshire Police recognised that the CJP Department's processes were not standardised or consistent and that this led to duplication of effort, delays in processing times and inefficient working. For example, there are two Criminal Justice Units, covering different geographical areas and different Courts, which have different processes that have evolved over time. The three operational Divisions are autonomous and have their own policies, protocols and processes, and from a CJPD perspective this can seem like working with three different Police forces.

Although some process mapping activity had been carried out across the Department, there was no agreed, documented set of processes to govern interaction with the Divisions and outside Agencies. The service needed work to be undertaken to understand and map existing processes, identify where current practice is inconsistent or wasteful, make recommendations for process improvements and highlight opportunities for standardising good practice.

In approaching this assignment, we applied lessons learned from work in other organisations. We have come across many clients that have invested significant time and money into mapping processes, but have never achieved significant benefits or return on investment. There can be several reasons for this:

- The mapping merely describes the current state, and does not identify how things could be done better.

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- There is no clear vision of what “better” looks like: does it mean cheaper, faster, higher quality, greater capacity, more flexibility, or some combination of this list?
- Where “better” is defined, it is from a purely internal perspective with no reference to what customers of the organisation’s processes think or need
- Processes are mapped by a team in isolation, with no involvement from the staff that actually work with the processes every day
- The final product is incomprehensible to anyone not involved in its development, has no practical use to staff doing the work and ends up in a process manual that nobody ever looks at.



Our approach to meeting the needs of Lincolnshire Police was designed to avoid these common pitfalls and to ensure that the experience was positive and energising for the organisation while also delivering tangible benefits. We approached the work in four stages:

Stage	Key Activities
Stage 1: Define the Scope & Vision	<ul style="list-style-type: none"> • Agree scope of work • Consult internal and external stakeholders to define future vision for CJPD and thus the processes we shall be reviewing
Stage 2: Map Existing Process	<ul style="list-style-type: none"> • Run process definition and process mapping workshops with staff • Map existing value streams & identify problems / areas for improvement
Stage 3: Identify, Map and Pilot Improvements	<ul style="list-style-type: none"> • Design future processes building in agreed scope for CJPD, process standardisation and improvement • Pilot future processes to test their effectiveness
Stage 4: Support Implementation	<ul style="list-style-type: none"> • Plan roll-out of new processes • Develop materials to support roll-out

Wherever possible we tried to have one or two of client staff working closely with us throughout this process. This is important because it guarantees that we transfer process mapping and improvement skills while also ensuring continuity after our involvement ends.

To Actuality...

The initial scope of the project looked to encompass all process where CJP has a role, including external processes. However this was later refined to analysis of CJPD’s involvement in the following key workstreams only:

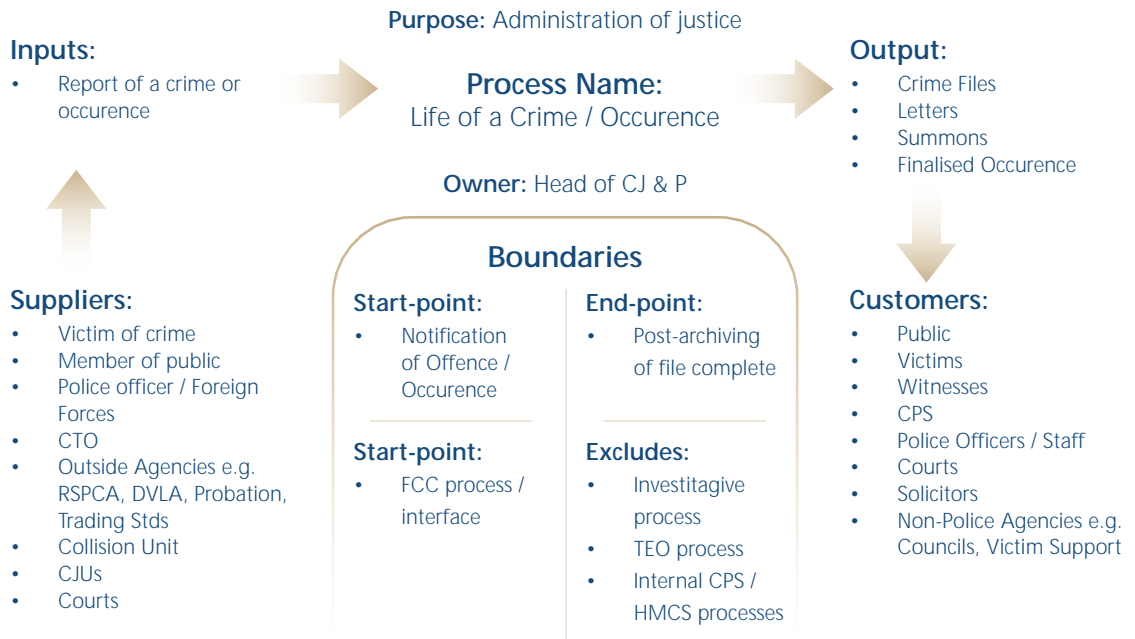
- Life of a Crime
- Life of a Road Traffic Collision
- Life of a Fixed Penalty Ticket

The project began with a number of workshops led by Ad Esse that involved a cross-section of staff from the department.

Workshop One: Process Definition

The first of the workshops was attended by the management teams of the Criminal Justice Units, Collision Unit and Central Ticket Office, as well as representation by the senior management team. The purpose was to define the scope of the process, decide what was ‘in’ what was ‘out’; an example of the output from this workshop is shown in **Fig 1**.

Fig 1. LIFE OF A CRIME / OCCURENCE SIPOC

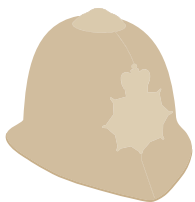


Workshop Two: 'As-Is' Value Stream Mapping

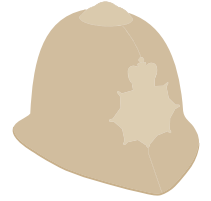
The second of the workshop sessions was attended by the key personnel who have day-to-day involvement in the three key processes under review. The following departments were represented:

- Criminal Justice Unit (Lincoln and Grantham)
- Collision Unit
- Central Ticket Office
- Criminal Justice Information Unit

The purpose of these workshop sessions was to develop detailed value stream maps of the three key processes. This involved defining the activities, cycle times and resources involved in the processes.



At this stage the teams were introduced to the concept of '7 Wastes'; a Lean tool used to focus them on evaluating the efficiency of their processes. The following wastes were identified at various points within our processes.



1. Waiting
2. Over-production
3. Re-work
4. Motion
5. Over processing
6. Inventory (build up of stock in the process)
7. Transport

Following this workshop the consultants spent time in each department to gather more information for the process maps and to validate their content. By this stage detailed process maps had been gathered that included timings between process steps, volumes of work, waste in the process and its subsequent impact.

Workshop Three: Process Improvement

The third workshop reviewed the 'as-is' maps that had been designed following the last round of workshops and began the process of identifying improvements. Once again the workshop was attended by a cross-section of staff from the department with representation by those staff involved all three key processes.

The findings and proposed solutions were presented to the Senior Management team, including the DCC, for approval prior to implementation.



Key Findings

The key process deficiencies and problems identified with current processes are set out below:

1. Life of a Crime / Occurrence

- Rework and delays are caused by errors in recording at the Communication Centre
- There is a build up of work in progress in Criminal Justice Information Unit (CJIU) due to multiple entry routes into the process, which causes delays and work not being processed in correct priority order
- Capacity in the CJIU is not fully utilised due to specialisation of CJIU Assistants & Crime Recorders which leads to delays and waste of resources
- Error rates in files coming from Police Officers into the Criminal Justice Units (CJU) cause process delays, rework and add process cost – this is due to incomplete as well as overbuilt files)
- Multiple photocopies of files for Courts & CPS add process cost and causes increased process cycle time
- File structure is manual and unwieldy leading to excess processing especially when files are photocopied

- Incomplete tasks sent for Finalisation from Officers lead to rework and process delays
- Excess processing at Finalisation due to system set-up and need for staff to send workflow tasks to themselves

2. Life of a Road Traffic Collision (RTC)

- Approximately 50% of incoming RTC booklets either have errors or omissions leading to subsequent rework / extra work (including chasing, emailing, telephone calls, resultant elongated lead time)
- Communication Centre are wrongly categorising RTC's resulting in rework to investigate and clarify, as well as delays
- Errors come into the team created from upstream in the process out of their direct span of control creating extra work in the RTC team
- Reported problems with Computer System - lack of capacity and poor system performance results in significant waiting time
- The process has internally set targets for completion / turnaround times but these do not take account of external / customer requirements
- Late receipt of "Collision Booklets" into Collisions Unit lead to process delays
- Significant management time spent manually compiling lengthy Performance Reports with little or no feedback from those the reports are sent to

3. Life of a Fixed Penalty Notice

- Delays and rework are created by errors on tickets into the CTO (6%)
- Process is delayed and made more complicated due to numerous "second" chances to get the right information for those submitting it
- Communication between shifts could be improved – numerous methods have been used but with mixed success
- Lack of understanding of officers of "knock-on" effect of non compliance to the process
- Current "Task Sheets" contain gaps and are not fit for purpose
- Problems with knowledge of process and issues within other teams in the force
- Large amount of checking of "in-process" tickets – address checking etc.

Recommendations

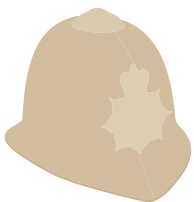
We made a number of recommendations for actions to address the problems identified and improve process performance.

1. Life of a Crime / Occurrence

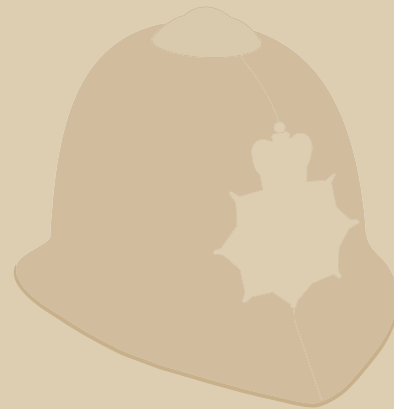
- Multi-skill staff in CJIU and amalgamate CJU Asst & Crime Recorder role so that all staff can do all 3 activities required (P83, PNC, Crime)
- Standardise on Electronic P62 to report crime / occurrence and NICHE for call-backs to reduce no. of "pots" of work in progress coming into the process
- Implement error-proofing of files from Police Officers through visual mgt in Parade Rooms, Daily / Weekly / Monthly error reporting, Weekly Briefing on errors, attachments for new starters, visual examples of good & bad MG forms and active tracking of error rates
- Reduce number of photocopies of files, audio tapes and CCTV needed for CPS
- Simplify and standardise case file structure, including simplification of MG forms
- Make system modifications at Finalisation to include error messages to ensure that no incomplete tasks are submitted, and to remove the need for re-tasking before a case can be Finalised
- Implement visual management in CJIU & CJU
- Implement Electronic Document Management System alongside manual paper files

2. Life of a Road Traffic Collision & Fixed Penalty Ticket

- Implement error proofing of RTC booklets and FPN's through to each team



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- Implement Information Centres in both CTO and RTC teams. (Also would benefit Police Operational teams)
- Challenge the over processing of incidents in the Collision team (e.g. single vehicle, damage only incidents)
- Court to have the authority to amend files rather than sending back to the CTO for amendment
- Create new or updated standardised work sheets (Task Sheets) In both CTO and Collision team but applicable in FCC and Operational teams
- Implement more rigid timescales for the processing of a RTC booklet.
- Implement a mobile data solution

What next?

A striking feature of this review was the extent of inter-dependence between different criminal justice agencies and the need for co-operation to achieve real, significant and sustainable process improvement. The most significant benefits from our recommendations came from reduced use, movement and copying of manual documentation through the implementation of electronic documentation. While work was already well advanced within the force on implementation of electronic files, this needed approval from other organisations such as CPS and the Courts before it could be implemented. A number of our recommendations were therefore placed in the medium to long-term category and could not be implemented within the life of the project. We were, however, able to impact on some of the process aspects of the work.

A particular focus was on reducing rework and delays from errors on files. This was reported to be running at between 20% and 30% of files in the CJU's, and our initial samples verified this. We implemented an error tracking mechanism for all teams to track and report error rates on files, and for this information to be passed back to operational divisions for action. This mechanism is embedded and being used and has played a key role in improving communication and data flow between the CJPD and operational divisions. We also introduced the teams to use of visual management through implementation of information centres. Although this has been used with varying effectiveness in the teams it is a key tool to focus teams on day to day management of the process. A further result was the proof on concept that technology within the service already has the capability to deliver electronic files to the Courts if they are prepared to accept them.

While only short-term solutions have been implemented so far, this work has provided a solid base for the CJPD to work with partners to achieve the real benefits of joined up processes across the criminal justice system.

FURTHER INFORMATION

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