



CIVIL SERVICE

Capability Reviews

Crown Prosecution Service: Capability Action Plan

Foreword



Keir Starmer, Director of Public Prosecutions Crown Prosecution Service

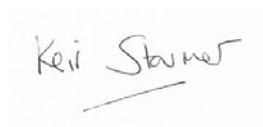
This Capability Review comes at a ground-breaking time for the Crown Prosecution Service. We are leading the move from paper-based systems to digitalised case files, working with our partners as part of the CJS Efficiency Programme. From April our primary work environment will be digital and I have every confidence that this will deliver a more efficient, effective, and responsive service to the public.

The Capability Review has allowed us to evaluate where we are as a department, where we need to be, and how we are going to get there. It has recognised the significant improvements that we have made in working collaboratively with our key partners, not only as part of the CJS Efficiency Programme, but on initiatives such as the Early Guilty Plea scheme. The assessment has also recognised our ability to plan and prioritise – we are living within our means at the same time as driving up quality through delivery of our Core Quality Standards. To meet the demands of SR10 we must continue to work closely with our partners to manage our resources, and improve efficiency so we can better support victims and witnesses and deliver swift and sure justice.

However, none of what we need to achieve can be done without the talent, skill and goodwill of our people. I am proud to lead the Crown Prosecution Service: proud of the work that we do and proud of the people who deliver it. The review has confirmed that there is an appetite for engagement but that we need to do more to engage our staff, effectively managing the talent that we have and identifying opportunities for development and progression. I am committed to doing just that.

SR10 brings a range of challenges, but I am confident that honouring the commitments we have made as part of our Action Plan will ensure that we achieve our ambitious and exciting goals.

March 2012

A handwritten signature in black ink that reads "Keir Starmer". The signature is written in a cursive style and is underlined with a single horizontal line.

Foreword



In undertaking our independent review of the Crown Prosecution Service's capability we were struck by two things – the appetite to engage and improve across all levels, and an openness to new ideas for the future and desire to become the Service articulated in its Vision.

The rigorous scrutiny applied during the self-assessment by the CPS shows that the Service retains its strong sense of self-awareness. We are confident that Keir and his team have identified the right areas for action, and have put in place the right steps to achieve success.

Doreen Langston and Derek Manuel
Non-executive Board Members

31 March 2012

Contents

Foreword	2
1. Challenges for the Department	5
2. Assessment of Capability	7
3. Capability Action Plan	8
Annex A: Model of capability	13
Annex B: Assessment criteria	17

1. Challenges for the Department

The CPS is committed to being a high-performing, streamlined, digital prosecution service, relentlessly focussed on quality and respected for its professionalism.

We recognise that we need to be flexible, streamlined and efficient in how we work to deliver year-on-year improvements in efficiency and economy.

We are committed to working with our justice partners to deliver whole-system efficiencies and improvements, and will be transparent, accountable and fair.

The Department

The Crown Prosecution Service is the principal prosecution department in England and Wales.

In 2011 we made 397,985 charging decisions. We prosecuted more than 900,000 cases, with 110,294 of these in the Crown Court, and the remaining 798,237 in the magistrates' courts.

Of those we prosecuted, 88,731 defendants were convicted in the Crown Court and 691,625 in the magistrates' courts. In total 86% of cases prosecuted resulted in a conviction.

Key to successful prosecutions are victims and witnesses. In 2011, through the Witness Care Units that we jointly staff with the police, we supported 185,914 witnesses in attending court, achieving an attendance rate of 88%.

We did this with 7163.1 staff [1], including 2,668.91 prosecutors, 3,969.22 caseworkers and administrators. 94% of our staff were engaged in, or supported, frontline delivery.

Key challenges

The challenge for the CPS and others in the Criminal Justice System is to sustain and improve the service that we deliver in an era of reducing resources. We see this as a challenge but also an opportunity to have a radical look at the way we do things.

To meet the public's expectations, the criminal justice environment needs to change. We believe that two initiatives are critical to this success:

First, the CPS is leading the cross-CJS move to **streamlined digital working**. From April 2012 the CPS will be a largely digital organisation. We will routinely be sharing a single digital file with the police and Her Majesty's Courts and Tribunal Service (HMCTS) to carry out the criminal justice process. This will play a crucial role in enabling agencies to work together more effectively in a context of reduced budgets.

Secondly, with our partners, we are reducing disproportionate effort expended on Crown Court cases that do not require it through the **early identification of guilty pleas**. The average cost to the CPS to prepare a case for guilty plea in the Crown Court is £1500,

[1] Full-time equivalent figures. Data are provisional and subject to change. The figures quoted here were correct as at 31 December 2011

1. Challenges for the Department




whereas for a trial the cost is £3500. The potential savings from the Early Guilty Plea Scheme are significant for the CPS and our partners.




In addition to these two key initiatives, there are already a number of things that the CPS has done to meet the challenges of SR 10. We have:





- launched our People Strategy to improve management, engagement and development. All areas of the business have comprehensive Action Plans to ensure successful implementation.
- created a new more resilient 13-Area structure, which brings greater resilience to the organisation whilst creating real, cashable savings
- embedded Core Quality Standards into the CPS performance and monitoring regime
- returned more low-level offences to the Police to charge, moving to a final stage in Modernising Charging
- developed new strategies to tackle Violence Against Women And Girls, Hate Crime and Community Engagement
- merged DEFRA Prosecutions into the organisation as part of consolidating Public Services Prosecutions
- introduced Advocacy panels to streamline the selection of appropriately skilled, independent counsel, coupled with a new counsel fee scheme to deliver better value for money

We continually look for opportunities to improve the criminal justice service to the public, working innovatively and collaboratively with our partners.

2. Assessment of Capability

Leadership		Assessment
L1	Set Direction	 Amber/Green
L2	Ignite passion, pace and drive	 Amber/Green
L3	Develop people	 Amber/Red

Strategy		Assessment
S1	Set strategy and focus on outcomes	 Amber/Green
S2	Base choices on evidence and customer insight	 Amber/Green
S3	Collaborate and build common purpose	 Green

Delivery		Assessment
D1	Innovate and improve delivery	 Amber/Green
D2	Plan, resource and prioritise	 Amber/Green
D3	Develop, clear roles, responsibilities and delivery models	 Amber/Red
D4	Manage performance and value for money	 Amber/Green

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3. Capability Action Plan: Findings

Leadership

There is a clear direction for the Department, and our staff understand our purpose and objectives

- The Director and the Attorney General have continued to raise the profile of the CPS. Through the latest corporate strategy and vision, they have demonstrated a common purpose and ambition for the Service.
- The Director continues to focus the CPS on delivering a quality service to the public. The Core Quality Standards have now been embedded, and the clarity that they provide to operational staff is apparent from staff feedback and the ongoing programme of Director's visits to Areas. The latest People Survey shows that more than 80% of staff have a clear understanding of the CPS's purpose and objectives.
- The CPS's Management Board has been reinvigorated following a comprehensive governance review. New, experienced leaders have been appointed as Non-Executive Board members (NEBMs). Each NEBM has been assigned a role aligned to the organisation's strategic objectives, and contributes their specialist expertise and experience through input to relevant programme boards and staff activities.
- The CPS proactively drives and influences major systemic change. We are a key player in the CJS Reform agenda and lead the CJS Efficiency programme.

But we should work to develop and empower our staff, embedding a unified culture

- We need to embed our People Strategy. Our challenge now will be to 'live' the values and behaviours articulated in the strategy so that it delivers a real change in culture, improved engagement and working.
- Ensuring a strategic approach to succession planning and talent management with pace is a key priority. Less than a quarter of staff feel that the learning and development they have completed while working for the CPS is helping to develop their career.
- Under the People Strategy, we are exploring the development offer to staff which includes apprenticeships (launched in January 2012), a comprehensive management development programme (to be launched in April/May 2012) and the legal trainee scheme (being launched in March 2012). For the future, we will be looking at how the 70/20/10 learning and development model will be applied to all staff.
- Although there is increasing evidence of poor performance being tackled, this does not yet resonate with our staff. The number of staff who feel that poor performance is effectively managed has risen by only 4% between 2007 and 2011.

3. Capability Action Plan: Findings

Strategy

We have set out a clear strategy, with detailed and robust reporting mechanisms. We have strengthened our approach to collaborative working, and with our CJS partners are driving the efficiency and reform agenda

- The CPS's strategy and vision have been recast to reflect the challenges of Spending Review 2010. There are four clear strategic objectives.
- The CPS's Core Quality Standards and monitoring framework are aligned to our corporate strategy. They ensure that our staff and the public are clear what levels of service are expected and delivered. We have developed a performance management framework to monitor delivery of the standards that focuses on both the quality of the service and the outcomes of the nearly one million cases prosecuted each year.
- The CPS is working with the courts to develop the Early Guilty Plea Scheme. By identifying and dealing with likely guilty plea cases at a very early stage in the Crown Court process we are helping victims and witnesses but also releasing resource to concentrate on those cases likely to be contested.
- The CPS continues to listen to the public, and our reputation for public consultation on issues such as human trafficking remains strong both locally and nationally. The national Community Accountability Forum provides us with insight from those communities that are historically under-represented or most vulnerable, and our strengthened local scrutiny panels enable us to enhance our casework through structured, critical input.
- CPS is leading the CJS Efficiency Programme and has created a guiding coalition with its CJS partners to ensure the benefits are delivered across the system and that we have an effective cross-agency delivery mechanism for the longer term. In parallel we have contributed positively to the developing CJS Reform Programme ensuring that the Government's aim to deliver a swift, sure and transparent justice system is translated into practical, implementable ideas.
- The CPS is committed to working ever more closely with domestic and international partners with a view to strengthening the UK's capacity to contribute to the fight against terrorism, organised crime and to comply with international treaty obligations in relation to matters such as drug trafficking and corruption.
- The DPP works well with the leadership of CJS partner organisations and the wider Whitehall leadership community. The relationship with the Attorney General is strong and constructive.

The financial constraints of the Spending Review mean that the Service has to deliver high quality consistently across all parts of the Service with less resource.

- Effective stakeholder management will be key to delivering the Efficiency Programme and realising early benefits. In an environment of fewer resources, strong CJS relationships will continue to be essential as we seek new and innovative ways to improve efficiency.
- The Government's transparency and localism agendas, along with specific CJS initiatives such as the introduction of Police and Crime Commissioners and developing neighbourhood justice, require the CPS to build upon its current approach to local visibility, and develop further local scrutiny mechanisms.

3. Capability Action Plan: Findings

Delivery

The CPS is a single-focus business that allows us to be very clear about our priorities


- The CPS's delivery record has been maintained. The Service has managed effectively with fewer resources and achieved its spending review targets.
- The development of comprehensive management information systems means that the CPS is now able to provide an accurate and robust assessment of operational performance throughout the department. The management information covers all aspect of performance including quality and efficiency.
- Corporate and Area reporting, focused on the CPS's strategic objectives and priority measures, have enabled earlier identification of good and bad performance, and swifter Board intervention where necessary.
- The new Area Structure is already delivering greater economies of scale and efficiency savings. It is underpinned by better defined roles and responsibilities. Each CCP and Casework head is clearly accountable to the Chief Operating Officer (COO) for their performance, with the COO accountable to the Board for all aspects of operational performance.
- The T3 programme is modernising the CJS by reducing or removing the movement of paper, and people, around the system – at the same time enabling agencies to work together effectively, in a context of reduced budgets. Collaborative work with the police and HMCTS incorporates streamlining all processes to ensure that LEAN principles are embedded and best practice is shared across all Areas.
- Transactional services including finance and procurement have been fully reviewed and re-engineered using LEAN principles leading to efficiency gains of over 30% in staff costs.

The Service needs to develop a real time response to performance issues and promote innovation


- We need to make greater use of real time data in day-to-day working, and strengthen our approach to analysis and feedback, to deliver performance improvement.
- More needs to be done to encourage, acknowledge, and reward the innovation of frontline staff. The CPS People Strategy Programme Board has recently approved a new Recognition Strategy to support this intent. While there are examples of innovation through the Efficiency Programme and CJS Reform, frontline practitioner innovation that can be used is more likely to resonate with staff, and help to create a unifying culture.
- Although there is a new Area structure, with clearer roles and responsibilities, there remains a tension around the concept of 'a national organisation, locally delivered' with the weight of reporting from Areas to the centre a key cause of frustration.

3. Capability Action Plan: Next steps

These are the key actions to address the issues identified in the review and improve the rating assessments.

Area for development	Milestone	Model Element	Date
Leadership & Strategy			
<p><u>Develop Managers</u></p> <p>Development of all managers to a consistently high standard</p> <p>Clarify the behaviours expected of all staff</p>	<p>Work with CSL to develop a management development (MD) programme covering all core elements to be a CPS manager.</p> <p>Roll out MD programme to a approximately 700 CPS managers - ranging from grades B1 (EO) – E (Grade 6)</p> <p>People Strategy Action Plans for every Area and Directorate finalised.</p> <p>Undertake a ‘temperature check’ survey to see if there has been any improvement in staff perceptions.</p> <p>New people measures implemented at Board level and below focussing on those areas which directly impact on our staff engagement and effectiveness of delivery.</p> <p>Quarterly progress reports and analysis required at Area Performance meetings</p>	<p>L3 - Develop People</p> 	<p>04/12</p> <p>03/13</p> <p>04/12</p> <p>05/12</p> <p>04/12</p> <p>Ongoing</p>

3. Capability Action Plan: Next steps

Area for development	Milestone	Model Element	Date
Delivery			
<p><u>Define roles and responsibilities</u></p> <p><u>Clarify Delivery Models</u></p> <p>Define clearly where accountabilities lie and what powers are vested in whom</p> <p>Strengthen mechanisms for the engagement of operational leadership in the development of strategy and policy</p> <p>Develop consistent and effective approach to the identification and adoption of best practice</p>	<p>Further developing and updating the CPS Framework document to clearly detail the CPS structure (including corporate governance and accountability), role and vision.</p> <p>Development of new business models to ensure we have resilient and flexible business units.</p> <p>Extended corporate governance review, ensuring that the revised arrangements:</p> <ul style="list-style-type: none"> • encourage collaboration between strategy and policy makers and operational staff, including Strategy & Policy Director sitting on the Operational Committee • support a strengthened and systematic approach to best practice, building on existing fora and maximising the use of digital working • continue to maximise the skills and expertise of non-executives 	<p>D3 - Develop, clear roles, responsibilities and delivery models</p> 	<p>04/2012</p> <p>04/2013</p> <p>July 2012</p>

Annex A: The model of capability

Approach to capability management

The Crown Prosecution Service understands what it needs to do to meet the challenges of SR10. The steps that we have outlined in our Action Plan to Develop People are already underway as part of our People Strategy. This work is not only supported by a programme board but is overseen by the Service's Management Board.

The Capability Assessment has helped us to focus on our delivery model. The development of a new delivery model, and more consistent approach to the contribution of our operational leaders, will be an integral part of the work for both our Management and Operational Boards over 2012 and 2013.

In parallel with the Action Plan, our existing, well developed, performance management mechanisms, such as the Quality Assurance Group, will help us to achieve the success that we seek.



Annex A: The model of capability

L1: Set direction

- Do you have and communicate a clear, compelling and coherent vision for the future of the organisation?
- Does the Board work effectively in a corporate culture of teamwork, including working across internal boundaries and making effective use of non-executive directors?
- Does the Board take tough decisions, see them through and show commitment to continuous improvement of delivery outcomes?
- Does the Board lead and manage change effectively, addressing and overcoming resistance when it occurs?

L2: Ignite passion, pace and drive

- Do you create and sustain a unifying culture and set of values and behaviours which promote energy, enthusiasm and pride in the organisation and its vision?
- Are the leadership visible, outward looking role models communicating effectively and inspiring the respect, trust, loyalty and confidence of staff and stakeholders?
- Do you display integrity, confidence and self-awareness in your engagement with staff and stakeholders, actively encouraging, listening to and acting on feedback?
- Do you display passion about achieving ambitious results for customers, focussing on impact and outcomes, celebrating achievement and challenging the organisation to improve?

L3: Develop people

- Do you have people with the right skills and leadership across the organisation to deliver your vision and strategy? Do you demonstrate commitment to diversity and equality?
- Do you manage individuals' performance transparently and consistently, rewarding good performance and tackling poor performance? Are individuals' performance objectives aligned with those of the organisation?
- Do you identify and nurture leadership and management talent in individuals and teams to get the best from everyone? How do you plan effectively for succession in key posts?
- Do you plan to fill key capability gaps in the organisation and in the delivery system?

Annex A: The model of capability

S1: Set strategy and focus on outcomes

- Do you have a clear, coherent and achievable strategy with a single, overarching set of challenging outcomes, aims, objectives and success measures?
- Is your strategy clear what success looks like and focused on improving the overall quality of life for customers and benefiting the nation?
- Do you keep the strategy up to date, seizing opportunities when circumstances change?
- How do you work with your political leadership to develop strategy and ensure appropriate trade offs between priority outcomes?

S2: Base choices on evidence and customer insight

- Are your policies and programmes customer focused and developed with customer involvement and insight from the earliest stages? Do you understand and respond to your customers' needs and opinions?
- Do you ensure that your vision and strategy are informed by sound use of timely evidence and analysis?
- Do you identify future trends, plan for them and choose among the range of options available?
- Do you evaluate and measure outcomes and ensure that lessons learned are fed back through the strategy process?

S3: Collaborate and build common purpose

- Do you work with others in government and beyond to develop strategy and policy collectively to address cross-cutting issues?
- Do you involve partners and stakeholders from the earliest stages of policy development and learn from their experience?
- Do you ensure your department's strategies and policies are consistent with those of other departments?
- Do you develop and generate common ownership of the strategy with your political leadership, the board, the organisation, delivery partners and customers?

Annex A: The model of capability

D1: Innovate and improve delivery

- Do you have the structures, people capacity and enabling systems required to support appropriate innovation and manage it effectively?
- Do leaders empower and incentivise the organisation and its partners to innovate and learn from each other, and the front line, to improve delivery?
- Is innovation explicitly linked to core business, underpinned by a coherent innovation strategy and an effective approach towards risk management?
- Do you evaluate the success and added value of innovation, using the results to make resource prioritisation decisions and inform future innovation?

D2: Plan, resource and prioritise

- Do your business planning processes effectively prioritise and sequence deliverables to focus on delivery of your strategic outcomes, and do you make tough decisions on trade offs between priority outcomes when appropriate?
- Are your delivery plans robust, consistent and aligned with the strategy? Taken together will they effectively deliver all of your strategic outcomes?
- Do you maintain effective control of the organisation's resources? Do your delivery plans include key drivers of cost, with financial implications clearly considered and suitable levels of financial flexibility within the organisation?
- Are your delivery plans and programmes effectively managed and regularly reviewed?





D3: Develop clear roles, responsibilities and delivery models

- Do you have clear and well understood delivery models which will deliver your strategic outcomes across boundaries?
- Do you identify and agree roles, responsibilities and accountabilities for delivery within those models including among arm's length bodies? Are these well understood and supported by appropriate rewards, incentives and governance arrangements?
- Do you engage, align and enthuse partners in other departments and across the delivery model to work together to deliver? Is there shared commitment among them to remove obstacles to effective joint working?
- Do you ensure the effectiveness and efficiency of your delivery agents?

D4: Manage performance and value for money

- Are you delivering on the priorities set out in your strategy and business plans?
- Does the need to ensure efficiency and value for money underpin everything that you do?
- Do you drive performance and strive for excellence across the organisation and delivery system in pursuit of your strategic outcomes?
- Do you have high-quality, timely and well-understood performance information, supported by analytical capability, which allows you to track and manage performance and risk across the delivery system?
- Do you take action when you are not meeting (or are not on track to meet) all of your key delivery objectives?

Annex B: Assessment Criteria

 Green	<ul style="list-style-type: none"> • Outstanding capability for future delivery in line with the model of capability. • Clear approach to monitoring and sustaining future capability with supporting evidence and metrics. • Evidence of learning and benchmarking against peers and other comparators which confirms progress towards world class.
 Amber/ Green	<ul style="list-style-type: none"> • Has identified capability gaps, is already making improvements in capability for current and future delivery and is well placed to do so. • Is expected to improve further in the short term through practical actions that are planned or already underway and has clear metrics to support progress.
 Amber/ Red	<ul style="list-style-type: none"> • Has weaknesses in capability for current and future delivery and/or has not identified all weaknesses and has no clear mechanism for doing so. • More action is required to close current capability gaps and deliver improvement over the medium term.
 Red	<ul style="list-style-type: none"> • Significant weaknesses in capability for current and future delivery that require urgent action. • Not well placed to address weaknesses in the short or medium term and needs additional action and support to secure effective delivery.

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