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VISION:
We are competent, strong, and effective realisers of criminal liability. This is a great place to work for a safer society.

- We work efficiently
- We are trusted
- We have a good, prominent employer image

- Functions and processes
- Expertise
- Organisational and human resources structure
- Leadership
TO THE READER

You are now holding a description of the Finnish Prosecution Services’ guidelines for the next few years. The present form of the Prosecution Service came into being in 1997 and this is the first comprehensive guide of its kind since then. The guide is intended for our own people and others interested in the workings of the Prosecution Service and seeks to put into words the future image of ourselves we seek to build over the forthcoming years.

We approach matters step by step from top to bottom, starting with the Prosecution Service’s vision, in other words a description of where we wish to be in 2020. Our vision has been created in extensive consultation our people and will serve as a beacon in all our development work and leadership.

Our vision derives from our three objectives. By implementing these objectives we seek to stand out positively in the field of jurisdiction and more generally as an actor in society.

At the following level, our actual areas for development are shown in four baskets: functions and processes, expertise, organisational and human resources structure and leadership. Each of these includes a compact image of the strategic intent and a definition of the actions needed to achieve it.

Some of these actions are internal and their pursuit is in our own hands, whereas others where another actor – such as a legislator – has decision-making power, we can provide the initiative. These actions are quite different in scope and duration, but are all important.

The four working groups I set up to do the groundwork for this strategy project represented a comprehensive professional and regional cross-section of the Prosecution Service. Once the working groups had outlined our future policies, these were shown in draft form to our personnel, important stakeholders and immediate actors. At this point, I would like to once again thank all of the above separately for their valuable work and comments.

I received expert support from my management team when deciding the final policies.

The analysis of the operational environment so often found in strategy papers has not been included as a separate part in this document. Our view of our operating environment has been taken into account using the principle of permeability in the descriptions of our strategic intent and actions required to achieve it. It is also described in our plan of action and budget plans each year.

We continuously track and assess our operational environment. Where necessary, we will review our policies if changes in our operational environment require us to do so.

I am pleased to receive reader comments about our policies and ideas for our future development work. These can be emailed to palaute.vksv@oikeus.fi.

Helsinki, 24 February 2012

Matti Nissinen
Prosecutor General
1 Where do we want to be by 2020 – our vision

Vision is a matter of will. Above, is an illustrative yet limited description of where we want to be in 2020. Our vision must appear to be our own, energetic and worth pursuing. It will not become a reality without everyday effort against the background of changing operational environment and laws as our tools develop and the internationalisation process progresses.

**Competence**

Competence is our strength. Each skill has a “best before date”. This is why we continuously keep our competence up to date. The development of specialisation is well advanced in the Prosecution Service. We provide everyone in our service with the latest means to implement top-quality internal and external training, which everyone can apply for where needed also on their own initiative. Our people can train to become leading experts.

The competence requirement is also linked to the work community and interaction skills of each person and to leadership at all levels. We know how to act as members of our work community as required by our values. We value each other, we provide feedback and we continuously develop leadership.

**Networking**

The more successful we are in working with our stakeholders, the stronger we are. It is very important to have different networks. We are active and prominent actors in these – also on the international stage. We have a strong grasp of matters requiring investigation.

**Effective**

Effectiveness comes about from the results of our actions in society. The Prosecution Service wields considerable power. We allocate our resources to the right things. Performance guidance works and is effective. Supported by managers, we make consistent policies and other choices required by our activities. We achieve the results that society – our employer - rightly expects of us.

We have a good public image. Our communications are active and interactive. We are a major influence in criminal policy. We act on a strictly impartial basis. We are known for our efficiency. We serve and are trusted.

**Implementing**

The main work of the Prosecution Service is to enforce criminal liability. The key stages in our work in this respect are leading the pre-trial investigation, the consideration of charges and acting in court. The work of a prosecutor is streamlined and focuses on the essentials according to the nature of a case. We also develop justice through appeal.
Enforcement of criminal liability is supported by effective, top-quality secretarial work, an information service, training, leadership, communications, administration and information technology.

**Connecting**
The Prosecution Service is a community of all the people working for it. Our strength lies in our people’s competence and community spirit. No one is left on their own. We accept the diversity of people and the work we do and respect the skills of others. Our value discussions are genuine and our values are up-to-date. We seek to uphold our values in everything we do.

It is usual for us to work in pairs, teams and groups. However, most work continues to independent individual work. Teleworking is also possible where necessary.

The Prosecution Service is our workplace. Our work is demanding. Managers contribute to the success of our work. Workplace wellbeing is important to us and we work to this end. We benefit from modern tools and premises. Safety aspects, too, have been taken fully into account.

**Protecting**
There are rules of play that everyone complies with in a safe society. Persons that break these rules are punished where necessary. This is where the Prosecution Service is a key actor. Our work is driven by an up-to-date situational awareness of the threats and problems caused by criminal activities.

In carrying out its social responsibility, the Prosecution Service represents the enforcement of legal protection. Legal protection is an important part of safety and fairness. A number of authorities and third-party actors work for a safe society. The Prosecution Service is part of a network that is jointly responsible for Finland being the safest country in Europe.
2 Our objectives

The strategic leadership of the Prosecution Service has three objectives: we work efficiently, we are trusted and we have a good, prominent employer image.

I We work efficiently

Efficiency is part of both our core mission, the enforcement of criminal liability, and of the various support functions that this requires.

Prosecutors are the drivers of enforcing criminal liability. They work actively and skilfully to enforce criminal liability at all stages – the pre-trial investigation, consideration of charges and the main hearing in court. A prosecutor focuses on the essentials and ensures that criminal liability is efficiently enforced also in cases with international connections.

Managers, administration, training and secretarial work support success on this front in many ways. Internal working processes are actively developed and best practices are drawn on.

II We are trusted

Above all, trust relates to our decisions and operations in our core mission. Our decisions are of the highest professional standard and well justified. The Prosecution Service is strictly fair and impartial in all its work. Our decisions are not swayed by the social position and background of our customers. We neither favour nor discriminate against anyone.

We are also a reliable partner from the aspect of our stakeholders and immediate actors. We consult properly and do what has been promised and agreed.

Trust is also connected to our performance guidance. We clearly highlight our need for resources and our potential to deliver results on that basis. We seek to use every means available to achieve the targets agreed.
III  We have a good, prominent employer image

People already in our service enjoy their work and this is also reflected in the results of regular work atmosphere surveys. The Prosecution Service is the most popular and sought after workplace in the legal profession in the public sector. We are fortunate in being able to recruit new employees from a large, motivated source of applicants.

Thanks to various means of external communication, the Prosecution Service is also in the public eye other than in conjunction with crimes on the news, by for example, contributing to the social debate concerning our operational environment.

3 Functions and processes

Strategic intent

Criminal liability is effectively enforced when prosecutors are able to do their job by focusing on the essentials and, where necessary, being able to lean on smooth cooperation with other authorities and organisations.

Prosecutors are resolvers that define their view of questions about the consideration of charges on the basis of the pre-trial investigation material. The introductory part of pre-trial investigation cooperation records has been drawn up in such a way that it can serve as a basis for a prosecution or a decision not to prosecute. It also takes into account the needs to present a case.

Actions

3.1 Establishment of the prosecutor’s role as leader of prosecutorial proceedings

The prosecutor is the only official actor involved in all stages of criminal proceedings: the pre-trial investigation, consideration of charges and the trial. Leadership of prosecutorial proceedings means chronologically broader and factually deeper leadership of an investigation and the prosecutor’s right and duty to ensure effective enforcement of criminal liability. At the same time, it also includes requirements for a fair, prompt and economic procedure that takes into account the legal protection of the parties concerned and the public interest. This is also evident in the prosecutor’s responsibility for ensuring that the pre-trial investigation of a suspect is carried out to a sufficient extent to form the basis for consideration of charges and the main hearing. (3.1.1) (The numbers in parentheses refer to the table on page 10).
Prosecutors are actively involved in cooperation in pre-trial investigations. Where required in the context of conducting a pre-trial investigation and its content, resources, decision-making and any coercive means they exercise their full authority under legislation governing pre-trial investigation and coercive means. (3.1.1)

Joint training is arranged for prosecutors and the pre-trial investigation authority to, among other things, strengthen the common perception of the prosecutor’s role in the pre-trial investigation. (3.1.2)

The Prosecutor General seeks to promote the continued preparations for and adoption of a plea bargaining system. (3.1.3)

Using training and leadership, the Prosecution Service is making preparations to make full use of the plea bargaining system immediately reform enters into force. (3.1.4)

Cooperation with the court will strengthen the prosecutor’s role in planning and preparing main hearings. The work process, including various measures, required by the plea bargaining method will be discussed and agreed with prosecutor offices and courts on a regional basis. (3.1.5)

3.2 Promotion of the introduction of accelerated procedure

Accelerated procedure refers to a duty-court type trial immediately after completion of the suspect’s pre-trial investigation and consideration of charges, whilst the defendant is still present (so-called “once only” or “one-stop-shop” principle). Changes required by accelerated procedure must be made to the provisions applying to criminal proceedings. This particularly applies to arranging a defence counsel for the suspect and the presentation and consideration of the injured party’s compensation claim. The scope of the summary procedure can be extended. (3.2)

The Prosecutor General acts on his own initiative in the matter to initiate law-drafting actions. (3.2)

3.3 Ensurance of a prosecutor’s possibilities to immediately carry out the duties in the pre-trial investigation, consideration of charges and the trial required by a criminal case notified to him

Prosecutor offices will discuss and agree on the immediate deployment of the work process, including various actions and stages, with the pre-trial investigation authorities, courts and other actors in prosecutorial proceedings on a regional basis. (3.3.1)

Computerised processing and management of pre-trial investigation material will be ensured by training with regard to the material bank (AIPA) and other information systems. (3.3.2)

Development of a duty and stand-by system, including Eurojust, and the related internal administrative instruction within the Prosecution Service will be prepared as group work. (3.3.3)
National questions concerning policy and cooperation will be dealt with by the judicial administration authorities’ advisory council (RIVI). (3.3.4)

3.4 Development of prosecutors’ working practices

The Prosecutor General’s guidelines will be issued on the use of prosecutor pairs and groups and the internal division of their work. The input of novice prosecutors, junior prosecutors and trainees will also be used in tasks helping prosecutor pairs and groups. (3.4.1)

The main hearings of simple cases in both the district and appellate courts will, where necessary, focus on dealing with others than the prosecutor who considered charges or who otherwise acted earlier in the case. (3.4.2)

Appeal to the supreme court will lead to important policy questions from the aspect of prosecutorial work. (3.4.3)

3.5 Prosecution Service’s information technology and systems serve our core mission

As leader of the prosecutorial proceedings, prosecutors must be able to track in real time information accumulating and actions taken in criminal cases using the most appropriate terminal equipment for the purpose and to carry out their work in the way of working appropriate to the purpose. (3.5.1)

The benefits of using a speech recognition system and the possibilities to use and acquire such a system will be studied. (3.5.2)

The Prosecution Service actively takes part in working groups and other work to develop information technology that can be used to ensure or promote taking the Prosecution Services’ needs into account in development, decision-making and measures in the legal profession. (3.5.3)

3.6 Prosecutors will be relieved of tasks that are not part of enforcing criminal responsibility

The Prosecutor General acts on his own initiative to allocate to other actors tasks that are outside a prosecutor’s core responsibility. Such jobs include oversight of cases concerning the conversion of fines, which is a matter for enforcement, and the oversight of attorneys assisting a party in judicial proceedings, which comes under oversight of the State’s financial interest. (3.6)
4 Competence

Strategic intent

The Prosecution Service is an expert organisation made up of good, high-calibre specialists. The competence of the people who work there is based on ongoing training, which has been planned to be ascending and individual and which is built on a basis of on-the-job learning. Competence is joint expertise.

An able personnel with a desire and ability to learn, develop and regenerate. There is a good feeling of being in control of the job situation and well-being at work.

Training encourages and motivates people to learn new things and to share peer support and competence.

Knowledge management is of high quality and pro-active. Defining the competence required in the Prosecution Service also takes into account the adopted policies. The training programme ensures effectiveness and a specialisation system provides the best possible support to ensure the organisation functions effectively.

Actions

4.1 Map the competences of offices and the personnel

Create a knowledge-based mapping system. The results of a competence analysis form a common competence map of the Prosecution Service which depicts existing and future competencies required, including language and interaction skills. Future competence needs will be taken into account already in recruiting. (4.1)

4.2 Personal competence and career plans to be prepared

The basis for long-term personnel job, competence and career planning will be built in development discussions. Interest in specialisation and management work, together with the competence required for these, will be assessed and necessary special training will be provided. (4.2)

4.3 New employees supported by a diverse induction programme and mentoring

The induction programme will ensure similar expertise for everyone from the very start of their career. (4.3)

4.4 Transfer and sharing of competence to be ensured within the work community

The continuous sharing of competence within the work community will be encouraged. Diverse channels will be used to pass on competence. Plans will be made in good time before the end of a person’s career to ensure how his or her competence can be passed on to the work community. (4.4)
4.5 Training system supports the implementation of competences

Training programmes are planned in response to competence needs. Training is implemented by using a variety of methods and tools so that each person has a possibility to participate in training. (4.5.1)

There is close cooperation on training with universities, the Ministry of Justice, the pre-trial investigation authorities and other stakeholders. International cooperation on training will be developed. (4.5.2)

Diverse exchange programmes for officials will be developed and used to help strengthen competence. There will be an opportunity to branch out into international tasks, especially within Eurojust. (4.5.3)

4.6 Ensurance of the availability of strong, competent internal and external training resources

The competence and workplace well-being of trainers will be looked after. The recruitment of new trainers will be addressed at the career planning stage. (4.6)

5 Organisational and human resources structure

Strategic intent

The Prosecution Service has sufficient personnel at its disposal which is appropriately located on a regional basis and commensurate with the amounts of work involved.

The most robust design model is a unit of 25–45 prosecutors located at the same workplace. This can be diverged from in one way or another if necessarily required by the amounts of work, distances, long-term leases or other regional peculiarities. Also any implications for the structure of the Prosecution Service as a result of re-organisations of our main stakeholders – the police and judiciary – as well as municipal and provincial restructuring must be assessed and taken into account.

When considering structural changes, the views of the personnel will be ascertained by broad consultation at various stages of preparations in the matter.

The best structural conditions for supervisory work based on good interaction are for one immediate manager to manage a maximum of 15 persons.

The share of prosecutor secretaries of the personnel has been measured with an eye to working in an information technology environment based strongly on AIPA (material bank), where working practices converge and taking into account any special responsibilities secretaries may have.

There is broad-based expert competence required by management support tasks in the Office of the Prosecutor General and prosecution offices. A trainee scheme for students strengthens the image of the Prosecution Service as a good employer.
Actions

5.1 Assessment of organisational arrangements concerning the prosecutory work in Kanta-Häme and Central Finland

Broad-based working groups representing various personnel groups will assess development of the prosecution office structure on a regional basis from a sufficiently broad angle, considering the various options open. The working groups will submit the proposals they deem necessary to the Prosecutor General. (5.1.1a) (5.1.1b)

The Prosecutor General will take the appropriate follow-up actions. (5.1.2a) (5.1.2b)

5.2 Need for service bureaux to be determined

A working group representing various personnel groups will study the matter and submit a proposal to the Prosecutor General of the criteria on which our network of service bureaux should be built in the long-term. (5.2.1)

The Prosecutor General will adopt the criteria for the use of prosecution office managers. (5.2.2)

5.3 Study of the impact of the AIPA environment on the work of a prosecutor and secretary and secretary numbers

A working group representing various personnel groups will study the matter and submit a proposal to the Prosecutor General as to which work processes and working practices it is most expedient to build the work of a prosecutor and secretary in this environment and the views of the working group as to what the number of prosecutors per secretary as a resource means. (5.3.1)

The Prosecutor General will confirm the ratio of prosecutor to secretary posts sought to be complied with in the budget and human resources plan. (5.3.2)

5.4 Study of human resources and competence needs at the Office of the Prosecutor General

A working group will study the matter and submit a proposal to the Prosecutor General as to the spheres of competence and development needs that should be taken into account to develop the Office’s competence and human resources structure. Competence required by the work of a state prosecutor in assisting the Prosecutor General in the guidance, development and monitoring of prosecutorial work must also be taken into account. The results of a service survey conducted in 2011 will help in this work. (5.4.1)

The Prosecutor General will confirm the targets to develop the competence of the Office personnel and structure. (5.4.2)
5.5 University trainees will be offered broad opportunities to study the work of a prosecutor

Success on this front requires intensified coordinated and structural communication and cooperation with universities providing teaching law. (5.5.1)

A student who has completed university training in the prosecution service has an actual picture of the work of a prosecutor and of the Prosecution Service as an employer. This supports successful recruiting later. (5.5.2)

6 Leadership

Strategic intent

The internal control system of the Prosecution Service works smoothly and promotes workplace wellbeing at all levels. The adopted polices will be reflected in leadership. In addition, leadership will draw on an up-to-date situational awareness of criminality and the rest of the operational environment. The placement, tasks and operational guidance of work of specialised prosecutors have been appropriately arranged.

Good leadership is assured. The main elements of good leadership are: human re-sources skills built on excellent interaction skills, an ability to manage competence and change, a desire and ability to develop work processes and the work community in line with the vision and values of the Prosecution Service, an ability to get results, team skills in various directions, a knowledge of public administration and its control process and a desire and ability to develop one’s own leadership.

The performance guidance relationship with the Ministry of Justice is open, conversational and promotes the effectiveness of the Prosecution Service’s operations.

Actions

6.1 Assessment of the structure of a specialisation system

A broad-based working group will assess the needs to develop the current specialisation system – consisting of special prosecutors, key prosecutors and prosecutors responsible for keeping contact – taking into account the requirements for effective enforcement of criminal liability, clear operational guidance and fair remuneration. The study will draw on the specialisation survey conducted in 2011 and in the results of the financial prosecutor study under way. (6.1.1)

The Prosecutor General will confirm the structure of the specialisation system. (6.1.2)
6.2 Clear arrangement of status of secretaries and immediate management

When updating their working orders, prosecution offices will ensure that the immediate management of secretaries is organised in such a way that is clear and provides them with an opportunity for sufficient operational and human resources management support and guidance. (6.2)

6.3 Leadership skills to be focused on in recruiting managers at all levels

The various elements of good leadership are highlighted in different ways depending on the relevant managerial duty in the Prosecution Service. These skills and abilities are emphasised when considering the appointment of all managers. (6.3)

6.4 Tracking of structural changes in the administrative branch of the Ministry of Justice

The Office of the Prosecutor General tracks the progress of the establishment of any court agency and any other changes within the internal organisation and division of responsibilities at the Ministry of Justice. Based on tracking, we will assess the implications of these on our performance guidance and operations. (6.4)

7 Follow-up and changes

We will follow up the aims and actions referred to in this document in the annual strategy meetings of the management team of the Office of the Prosecutor General. (7.1)

Strategy meetings and meetings of unit heads discuss the changes in our operational environment and the implications of these on our aims and their schedules. Observation of changes in our operational environment will be sensitive and broad-based and, for example, extend to the financial development outlook. (7.2)

A table will be prepared as a technical tool to follow-up the implementation of actions decided. The table will show the responsibilities, schedules and resources for each action. (7.3) (The numbers in parentheses above refer to this table). The table will also enable the progress of implementation of the strategy embodied in the policies to be measured.

Various statistical data will be used as tools in follow-up and assessment, as well as targeted surveys related to the efficiency of our operations, our employee image, and the trust placed in us, together with any external assessments (evaluations) available. (7.4)

It will be appropriate to carry out an overall assessment of the implementation of this document and the need for review by no later than 2015. (7.5)