



**Business Reorganisation of the
Office of the Attorney General and
the Office of the State Advocate
of MALTA**

EC reference #20MT01

Strategic and Operational Plan



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February 2023

EXECUTIVE SUMMARY

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A five-year Strategic and Operational Plan has been developed to support the Office of the Attorney-General and the Office of the State Advocate of the Republic of Malta. It addresses the priority challenges identified during three assessments conducted between August 2021 and March 2022. Divided into three components, the Plan aims to support each organisation, their workforces and the services they deliver to achieve maximal levels of efficiency and effectiveness. While the agencies mandates and needs are nuanced and will be approached accordingly, they fall within the same thematic areas and are therefore addressed within one Plan.

Organisationally, the Plan focuses on expanding the systems and information available to measure, analyse and manage workload, productivity and performance. In turn, these expansions will provide an evidence-base to identify and strategically plan to capitalise on gains and address challenges. It will also enable the agencies to share more information publicly.

Whilst mandated to uphold myriad laws, prosecutors and advocates for the state lack access to structured continuing professional development opportunities. The Plan includes the development of structured performance support and management systems along with a suite of training and capacity building activities. To bolster efficiency and effectiveness, the Plan focuses on streamlining internal and inter-agency operating systems and processes.

Across the three components, the Plan is divided into eight projects. Each project has a specific objective, purpose and set of outputs and activities designed to contribute to broader outcomes the Plan aims to achieve over the medium and long-term. To ensure the Plan can be implemented immediately, it includes a 24 month workplan of activities. Progress will be assessed annually to produce an updated 24 months workplan. This process will be repeated for the remaining years of the Plan's life, ensuring that the Plan remains responsive to changes within the agencies and the broader operating context.

The Plan will be implemented by the agencies. While the agency heads are ultimately responsible for decision-making and the achievement of its outcomes, the Plan will be implemented by Strategy and Coordination Units that will be established within each agency. The Units will be supported by various units and directorates within the Ministry of Justice along with external expertise, where it does not exist within each agency. Critical to the Plan's implementation and therefore its outcomes, is ensuring that funding is dedicated to implement its activities.

THEORY OF CHANGE

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The analysis of organisational structures, resources, processes, workflows and interoperability and the assessment of existent capacity among officers, identified several opportunities to fortify them. Grouped by their relationship to (1) organisational governance, (2) professional competence or (3) service delivery, opportunities were graded by the extent to which they impact agency capacity to deliver the outputs necessary to meet expectations.

To support **organisational development**, the Plan provides for agency leaders to be equipped with the tools to access comprehensive, accurate and real-time insight into their workloads, productivity and performance. It will also support the development and effective delivery of strategic plans along with published reports about the agency's workload, productivity and performance.

To support **professional development**, the Plan aims to develop and operationalise professional support and development systems. The systems are intended to provide structured support and guidance to all staff enabling them to achieve their potential within a supportive environment. The Plan also provides for the development and delivery of training and other methods for capacity building activities. To that end, six indicative training programs have been designed as a comprehensive capacity building strategy. They comprise: Induction Training for all Officers; Orientation and Court Advocacy Programs for advocates and prosecutors who undertake court work; Leadership Program for agency leaders and managers; Corporate Services Training Program for corporate services staff; and Continuing Professional Development Program for advocates and prosecutors.

To support **service delivery**, in collaboration with the Government's 2022-2027 Digital Justice Strategy, the Plan will support streamlining and digitising data, processes and functions. This is intended to ameliorate time-spent performing para/legal and administrative functions and will include internal operations and external interoperability with domestic and international justice sector agencies. It will also focus on ameliorating the case backlog, to the extent it is within agency control.

OBJECTIVES

The goal of the Plan is for both agencies to perform their mandates with maximal efficiency and effectiveness. To achieve the goal, both agencies will work on projects related to each of the thematic focus areas to:

**ORGANISATIONAL
DEVELOPMENT**

Collect, analyse and share workload, productivity and performance. They will also develop, implement and achieve strategically-planned goals.

**PROFESSIONAL
DEVELOPMENT**

Support the workforces to perform their role confidently and competently.

**SERVICE
DELIVERY**

Streamline internal and external operations to maximise efficiency and effectiveness.

PROJECTS

The Plan comprise delivering clusters of sequenced activities across the eight projects. The objective, purpose and key outputs for each project are provided below.

PROJECT 1 - PRODUCTIVITY AND PERFORMANCE

- Objective** Organisational decision-making is evidence-based.
- Purpose** Enable real time data about and analysis of workload, productivity and performance.
- Key Outputs** A comprehensive framework of institutionally appropriate metrics and targets for workload, productivity and performance is agreed.
- The systems to capture relevant data are operational.
- Demonstrable in-house capacity to collect and analyse data.

PROJECT 2 – STRATEGIC PLANNING

- Objective** Organisational goals are defined, operationalised and achieved.
- Purpose** Build capacity to produce and successfully implement strategic plans.
- Key Outputs** Strategy and Coordination Units are operational.
- Periodic strategic plans are developed and published.
- Trained change managers are effectively leading change.

PROJECT 3 – PUBLIC AWARENESS AND TRANSPARENCY

Objective	Accurate public information improves awareness about the agencies, their workload, performance and productivity.
Purpose	Promote transparency and public awareness of the agencies' roles, functions, workload, productivity and performance.
Key Outputs	Public information function established within each Strategy and Coordination Unit. Public awareness activities are conducted aligned with agreed policy and strategy, including alliances with local and international justice commentators. Changes in public awareness are measured and analysed.

PROJECT 4 – PERFORMANCE SUPPORT AND MANAGEMENT

Objective	Agency staff are guided and supported to maximise their productivity and performance.
Purpose	Operationalise an effective system to support, guide and manage prosecutors, advocates, corporate and administrative staff to achieve their potential.
Key Outputs	Performance Support and Management System requirements established, developed and operational. Demonstrable human resource capacity to manage and maintain the PSMS. Structures, policies and staff capacity to perform support and management functions/roles established.

PROJECT 5 – TRAINING AND CAPACITY BUILDING

Objective	Agency staff perform their roles confidently and competently.
Purpose	Provide the necessary training, capacity building activities and resources to continue strengthening competence among prosecutors, advocates, corporate, management and administrative staff.
Key Outputs	Capacity building policy and strategy developed. Scope and content of multi-method training and capacity building programs developed and delivered. In-house trainers are trained and delivering effective training. Operationalise a system to capture, manage and share institutional knowledge.

PROJECT 6 – SAFETY AND WELLBEING

Objective	Agency staff feel physically safe and emotionally supported at work.
Purpose	Provide support and a safe working environment for all Officers.
Key Outputs	Conduct and implement the recommendations of a safety and security audit. Wellbeing courses and support/counselling are provided to all staff, particularly prosecutors.

PROJECT 7 – PRACTICE AND PROCEDURE

- Objective** Internal operations are efficient and effective.
- Purpose** Streamline internal operating systems and processes, reducing case backlog.
- Key Outputs** Practical strategy identifying and ameliorating procedural inefficiencies is agreed.
New Standard Operating Procedures are developed and staff are trained and implementing them.

PROJECT 8 – INTER-AGENCY OPERATIONS

- Objective** External service delivery is efficient and effective.
- Purpose** Streamline and strengthen external interoperations.
- Key Outputs** Agreement with external stakeholders about respective roles, responsibilities, expectations and timeframes for interoperation.
Standard Operating Procedures (SOP) agreed and staff demonstrably following them.

PROJECTS

To support the agencies to implement the Plan, various kinds of expertise will be required. Some of that expertise exists within the agencies. The expertise the agencies must acquire or develop includes:

PROJECT	DELIVERABLE	AREAS OF EXPERTISE
1	Design and implement systems workload, productivity and performance information.	Organisation Development, Data Collection and Management
2	Conduct strategic and exception planning processes.	Strategic Planning
3	Build bridges to the public and media, including publish agency performance information.	Organisation Communication
4	Develop and implement performance support and management systems.	Human Resources ¹
5	Develop and deliver a comprehensive capacity building strategy; document and share institutional knowledge.	Capacity Building, Mentors
6	Promote physical and psychological wellbeing.	Health and Safety , Psychologists
7	Maximise efficiency and effectiveness across internal operations.	Organisation Efficiency
8	Strengthen relations and operational effectiveness among external justice sector stakeholders.	Sector Coordination

1. This expertise is distinct from the extant Human Resources Officer within both agencies who will be included as a member of the Strategy and Coordination Unit. The expertise to develop and implement performance support and management systems does not presently exist within either agency.

SEQUENCING

During the first year of implementation, the Plan focuses on building the foundations for each project, prioritising those that will maximise the benefit to the agencies and their operations. The table below lists the projects that will commence and their key deliverables by the end of year one.

PROJECT	DELIVERABLE
1	Creating frameworks of institutionally appropriate metrics and targets, along with the systems and capacity to collect and analyse relevant data.
2, 3	Establishing functional Strategy and Coordination Units, including a Public Information function, in both agencies.
	Training and mobilising 'in-office' mentors to provide advocates and prosecutors with on-the-job guidance and support.
5	Developing the curricula for all foundational training programs (see Annex B) including two specialist legal training courses, one each for advocates and prosecutors and enabling staff to attend 'off-the-shelf' courses provided by the Institute of Public Services.

On the basis that the following changes require little or no input of time by either agency, the Plan anticipates Project 6 – Safety and Wellbeing, also will commence. This will include addressing the challenge of Officers in both agencies feeling physically unsafe at work and the trauma/stress caused by some cases that negatively impacts (primarily) prosecutors' wellbeing and therefore, their performance. To address these issues, safety and security audits of both agencies will be undertaken by external auditors commissioned by the

agencies. The auditor's recommendations will be implemented under the guidance of the Strategy and Coordination Units. Professional psychological support/counselling services will also be commissioned by the agencies for staff (particularly prosecutors) experiencing, or at a high risk of experiencing, work-related trauma and/or stress.

To gather remaining baseline data, the Plan also makes provision to assess levels of public awareness of and satisfaction with the agencies. The surveys will comprise selection of respondents from various stakeholder groups including police, judicial officers, lawyers and members of the public who have recently interacted with the agencies. A satisfaction survey will also be conducted among staff, coordinated by the Strategy and Coordination Units. Changes from the baseline of the multi-stakeholder surveys will be measured by the Monitoring and Evaluation experts within the Ministry of Justice at the mid-point and or end of the Plan's life. These surveys should be conducted during a six-month inception phase.

During the second year of implementation, as the table below shows, the Plan aims to produce the deliverables against the projects commenced in year one and the remaining projects.

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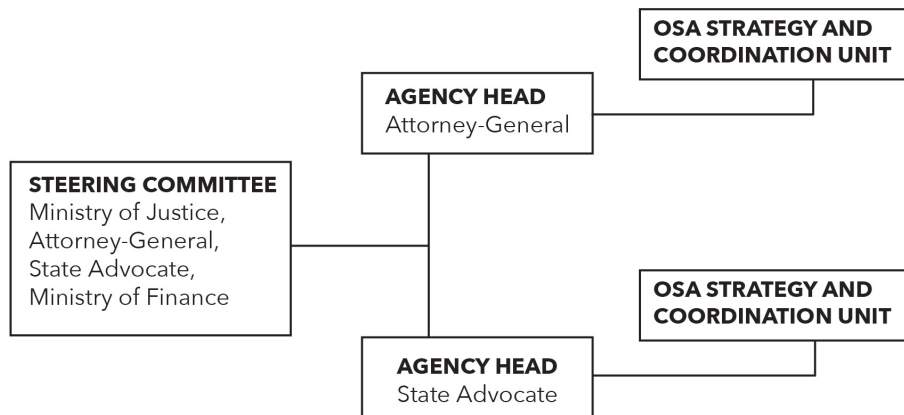
PROJECT	DELIVERABLE
2	Supporting the agencies to use newly available workload, productivity and performance data and to draft more comprehensive annual reports and develop strategic plans that identify and treat priority performance challenges. Building change management capacity to successfully implement strategic plans.
3	Publishing the annual reports and strategic plans demonstrating both agency's commitment to transparency and building greater (more accurate) awareness about their mandates, workloads, productivity and performance.
4	Developing the requirements, systems, processes, capacity to operationalise Performance Support and Management Systems. Continuing to mentor prosecutors and advocates.
5	Developing and delivering training, including two more specialist courses, up to two train-the-trainer programs, up to two bespoke non-legal training courses/programs (not already available through Institute for Public Services (IPS), or through the provision of structured technical assistance.
6	Continuing to provide psychological support services as required.
7, 8	Developing the remaining Standard Operating Procedures and publishing them online and providing any necessary training to ensure they are followed.

The content of the workplans for years' three to five will be determined following a comprehensive assessment of progress in year two and the agencies priorities. It will include the completion of all projects and the achievement of their objectives.

GOVERNANCE

Responsibility for the achievement of the Plan's outcomes rests with each agency. Implementation of the Plan will be overseen by a Steering Committee (SC) chaired by the Permanent Secretary for the Ministry of Justice and comprising the Attorney-General and State Advocate. The SC will meet quarterly to assess progress and to make all policy, strategic and financial decisions.

The SC will be supported by a Strategy and Coordination Unit (SCU) within each agency. The SCUs will be responsible for delivering the Plan's activities/projects, ensuring they are delivered on time, to a high quality, within budget and achieve their objectives. Each SCU will comprise a Director; Managers responsible for human resources and training, public information and technology; and an administrative officer. The SCUs will be supported by the Strategy and Support Directorate within the Ministry of Justice to monitor activities and evaluate progress. The SCUs will provide the SC with monthly progress reports.



CONCLUSION

The challenges facing both agencies are complex and broad in both cause and effect. While the Plan does not purport to be a panacea, it addresses the most significant problems both agencies face in performing effectively as critical institutions of justice in Malta. Based on objective and subjective evidence and input, the Plan focuses on supporting the agencies to deliver what the people of Malta expect of the agencies and what the agencies expect of themselves - which is to be well governed and structured, transparent, accountable, competent, efficient and effective.

In order to realise these objectives, the Plan requires significant and sustained investment by all Officers within both agencies to implement it, and by the Government and its partners, to fund it. This commitment exists and will be harnessed as the Plan commences and continues. As the agencies achieve these facets of operational excellence, it is anticipated that public trust and confidence in them, and the rule of law more generally, will improve, positively altering the fabric and experience of justice in the Republic of Malta.

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