

**Increasing Efficiency of the Institutions of the Interior Sector in Latvia  
EU funded Project**



**RECOMMENDATIONS**

**FOR ORGANIZATIONAL AND FUNCTIONAL CHANGES  
IN THE STATE POLICE OF LATVIA,  
INCLUDING DESIGNING NEW ORGANIZATIONAL STRUCTURE  
AND  
RECOMMENDING THE REQUIRED NUMBER OF EMPLOYEES**

*REPORT OF ACTIVITY 1*

<b>Project Title:</b>	Increasing efficiency of the institutions of the interior sector of Latvia
<b>Ref No:</b>	SRSS/S2018/034
<b>Contracting Authority:</b>	The European Commission
<b>Beneficiary Organization:</b>	The Ministry of Interior of the Republic of Latvia and its subordinate institution the State Police
<b>Country:</b>	Latvia
<b>Lead MS Partner:</b>	HAUS Finnish Institute of Public Management

*This report has been produced with the financial assistance of the European Union. The contents of this document are the sole responsibility of the Ministry of the Interior of the Republic of Latvia and can under no circumstances be regarded as reflecting the position of the European Union.*



**Increasing Efficiency of the Institutions of the Interior Sector in Latvia  
EU funded Project**

**Table of Contents**

<b>Annexes</b> .....	<b>4</b>
<b>List of Abbreviations and Acronyms</b> .....	<b>5</b>
<b>1. Introduction</b> .....	<b>6</b>
<b>2. Background Information</b> .....	<b>8</b>
2.1. General Background Information .....	8
2.2. Current Situation in the SP .....	8
<b>3. Overarching recommendations</b> .....	<b>12</b>
3.1. Simplify/Rationalize Organizational Structure .....	12
3.2. Strongly focus on Human Resources (hereinafter – HR) .....	12
3.3. Work out Digitization Vision and Digitization Strategy .....	13
<b>4. Recommendations for changes in organizational structure</b> .....	<b>14</b>
4.1. Reorganize police headquarter by reducing duplication and decentralizing substantive police tasks based on the principle of reasonable leadership .....	14
4.1.1. Reduce the Number of People under Subordination of the Chief of the SP .....	15
4.1.2. One Strategic Planning & Development Department on Central Level .....	16
4.1.3. One Administrative Department on Central Level .....	17
4.1.3.1. Administration Services .....	18
4.1.4. One Police work Department on Central Level – Central Criminal Police Department	20
4.1.4.1. Central Criminal Police Department to be a nationwide organization with a mission that deviates from Regional Police Departments’ tasks .....	21
4.1.4.2. Cybercrime Centre as a part of Central Criminal Police Department and IT-based crime investigation as a duty of Regional Police Department.....	23
4.1.4.3. FIU as a part of Central Criminal Police Department.....	23
4.1.4.4. Forensic Laboratory as a part of Central Criminal Police Department and criminalistics service as a part of Regional Police Department.....	24
4.1.4.5. Special Police Unit as a part of Central Criminal Police Department and rapid reaction service as a part of Regional Police Department.....	25
4.1.4.6. Proposed Organization Chart of Central Criminal Police Department.....	25
4.1.5. Proposed Organization Chart of the SP .....	26
4.2. Reorganize five Regional Police Departments by reducing the number of the mid-level Chiefs based on the principle of group based leadership and get the more resources outside to do the field work.....	27

**Increasing Efficiency of the Institutions of the Interior Sector in Latvia  
EU funded Project**

4.2.1. Dividing the staff into groups .....	27
4.2.2. Establishment of the structural units on the basis of the groups .....	28
4.2.3. Responsibilities of the Chiefs of Regional Police Departments.....	29
4.2.4. Responsibilities of subunits of the Regional Police Departments .....	30
4.2.5. Possible options for the structure of the Regional Police Department .....	32
<b>5. Recommendations regarding the number of employees.....</b>	<b>33</b>
5.1. Consider to change the proportion of the police officers in the Regional Departments and in Central Level .....	33
5.1.1. Rīga Region.....	34
5.1.2. Kurzeme Region .....	34
5.1.3. Latgale Region .....	34
5.1.4. Zemgale Region .....	35
5.1.5. Vidzeme Region .....	35
5.1.6. Additional information related to the division of the total number of police officers..	35
<b>6. Additional recommendations regarding the increasing efficiency.....</b>	<b>36</b>
6.1. Policing based on universal skills .....	36
6.2. Operation Centres in two different locations to serve emergency calls.....	36
6.3. Nationwide number for client information .....	37
6.4. Organization of guarding embassies based on threat assessment .....	37
6.5. Organization of guarding other institutions .....	38
6.6. Organization of guarding public events .....	38
6.7. Organization of police services in transportation and close protection .....	39
6.8. Organization of police services in relation to traffic accidents .....	39
<b>7. Conclusion .....</b>	<b>39</b>

**Increasing Efficiency of the Institutions of the Interior Sector in Latvia  
EU funded Project**

**Annexes**

**Annex 1. The overall organizational chart of the Latvian Republic State Police**

**Annex 2. The organizational chart of the Central Administrative Department**

**Annex 3. The organizational chart of the Central Public Order Police Department**

**Annex 4. The organizational chart of the Central Criminal Police Department**

**Annex 5. Description of Police structures and resource models in Finland**

**Annex 6. Description of Police structures and resource models in Sweden**

**Annex 7. Description of Police structures and resource models in Denmark**

**Annex 8. Description of Police structures and resource models in Estonia**

**Annex 9. Description of Police structures and resource models in Lithuania**

**Increasing Efficiency of the Institutions of the Interior Sector in Latvia  
EU funded Project**

**List of Abbreviations and Acronyms**

PBGB	Police and Boarder Guard Board (Estonia)
EC	European Commission
ERC	Emergency Response Centre
EU	European Union
FIU	Financial Intelligence Unit
FL	Forensic Laboratory
HR	Human Resources
ICT	Information and Communications Technology
KNAB	The Corruption Prevention and Combating Bureau
MoI	Ministry of the Interior
NBI	National Bureau of Investigation (Finland)
NIB	National Investigation Bureau (Finland)
NPB	National Police Board (Finland)
NGO	non-governmental organization
PD	Police Department
PORA	Organizational Reform of the Finnish Police
RDC	Regional Department Commander
SP	State Police
SPHC	State Police High Command
SRSS	Structural Reform Support Service (European Commission)
SWAT	Special Weapons and Tactics

# **Increasing Efficiency of the Institutions of the Interior Sector in Latvia EU funded Project**

## **1. Introduction**

This report has been written mainly to the attention of the Minister of the Interior of the Republic of Latvia and to the Chief of the State Police of Latvia (hereinafter – SP).

The report was requested by the Ministry of Interior of the Republic of Latvia (hereinafter – MoI) and it is financed by the European Commission's (hereinafter - EC) Structural Reform Support Service (hereinafter - SRSS) through the EC Structural Reform Support programme (hereinafter - SRSP)<sup>1</sup> .

The overall and profound objective of this report is to propose recommendations for a more efficient, transparent, accountable and citizen-oriented SP.

This report contains:

- overarching reform recommendations for the SP;
- an assessment of the organizational structure of the SP and specific recommendations on structural changes, including within the SP's Central Administrative Department - a structural unit of the SP, which was announced by the officials of the MoI as one of the priority structural units for which the project experts group must develop recommendations for structural changes;
- specific recommendations regarding the number of employees for the SP - a specific number of required employees is presented, as well as a method is presented, based on which a suitable number of police officers could be further calculated throughout the SP;
- specific recommendations regarding functional changes;
- description of reform experiences within the police organizations in neighbouring EU Member States.

It was essential that the recommendations, which are developed and offered by the project expert group to Latvia, would ensure the following results:

- that prestige and status of the SP rises up to a new level in Latvia from the perspective of both – the society as such, as well as from existing and potential employees in particular;
- that the chain of a command/hierarchy of authority in the SP becomes more simple and transparent and therefore - more understandable. It is crucial to make sure that everyone within the SP very clearly understands which managers in the organization are responsible for which questions and who has the “final say” (and the same principle should be followed in every function or task performed by the SP);
- that the employees of the SP feel proud, more valued and satisfied to work for the SP;

---

<sup>1</sup>

[https://ec.europa.eu/info/funding-tenders/funding-opportunities/funding-programmes/overview-funding-programmes/structural-reform-support-programme-srsp\\_en](https://ec.europa.eu/info/funding-tenders/funding-opportunities/funding-programmes/overview-funding-programmes/structural-reform-support-programme-srsp_en)

## **Increasing Efficiency of the Institutions of the Interior Sector in Latvia EU funded Project**

- that the duplication of functions and tasks is eliminated throughout the SP;
- that the compensation system in the SP becomes more fair and employee-friendly;
- that the SP becomes more efficient and more focused on core police organization duties – some of the tasks/functions which the SP currently performs is not efficient nor effective to be performed by the SP (performing of the particular tasks/functions can very well be taken over by other state institutions or private companies).

The analysis, findings and recommendations are divided into overarching recommendations and specific recommendations. Each recommendation is followed by the relevant and short justification.

The following neutral and independent experts from the law enforcement-related fields have prepared the report:

- Mr. Kaj Björkqvist – Detective Chief Inspector (NBI, Finland);
- Mr. Timo Saarinen – Chief of Uusima Police Department (Police of Finland, Finland);
- Mr. Markku Ranta-Aho – Head of Financial Crime Division (NBI, Finland);
- Mr. Ari Lahtela – Detective Superintendent (NBI, Finland);
- Ms. Žaneta Rudaitiene – Head of the Activity Analysis and Control Board (Ministry of Interior, Lithuania);
- Mr. Vallo Koppel – Police Lieutenant Colonel, Prefect of the South Prefecture (Estonian Police and Border Guard Board, Estonia).

The expert group conducted extensive review of the SP during the period of September 2018-June 2019 by using different methods (i.e. interviews, telephone calls, Skype conferences, workshops, etc.).

The finalization of report has been done in cooperation between Mr. Vallo Koppel, HAUS and the MoI.

*It should be kept in mind that the recommendations proposed in this report are not legally binding in any way, and are intended for informational purposes only. The recommendations written by the project expert group can be considered as a possible line of action or action plan to the relevant Latvian authorities without imposing any legal obligation.*

# **Increasing Efficiency of the Institutions of the Interior Sector in Latvia EU funded Project**

## **2. Background Information**

### **2.1. General Background Information**

The MoI approached the SRSS in 2018 with a request to approve the technical support project to assist in designing effective and efficient structural reforms for the SP with the help of the EU Member State experts. The SRSS approved to the MoI the technical support project - No. 18LV12 “Increasing Efficiency of the Institutions of the Interior Sector in Latvia”, aimed at supporting reform initiatives in the SP, as well as in the State Fire and Rescue Service and the Office of Citizenship and Migration Affairs.

This report is dedicated fully on the recommendations for structural reforms in the SP, which is the largest of interior sector institutions in Latvia and where substantial need for reorganization recommendations was requested by the MoI.

It was requested by the MoI that during the course of the project, an assessment is made to the current organizational structure of the SP. The need to deeper analyse Central Administration Department was especially highlighted by the MoI and the need for recommending structural changes in there. The MoI requested, that the report must include visual depictions for the newly proposed organizational structures.

The MoI also requested to assess the functions of the SP. It was requested to provide with recommendations which functions could be shifted to the private sector or to some other state institution.

The MoI also requested to recommend in the report the criteria which could be adapted in Latvia and used for the calculation of concrete number of policemen. It was stated by the officials of the MoI that it is important that the report includes theory and practice in determining the concrete number of policemen in Finland, as well as describes experience of Lithuania and Estonia on this issue.

Structural reforms are required to achieve the goals set in Public Administration Reform Plan for 2020 presented by the Government of Latvia in 2016, aimed at increasing efficiency through reductions in staff, centralization of support functions, strengthening performance measurement and increasing transparency. Simplification, functionality and fostering elaboration of multiple/universal skills should be at the focus during designing process of the reforms for the SP.

The recommendations provided in this report will support the SP in conducting the necessary structural reforms and will facilitate the process through using the experience of neighbouring countries which have implemented reforms in their police organizations. The report will share with best practices from these countries and will propose recommendations, suitable for the SP.

### **2.2. Current Situation in the SP**

The Republic of Latvia covers 64,589 km<sup>2</sup> and has 1,923,559 (as of July 2018) inhabitants .<sup>2</sup>

---

<sup>2</sup>

<https://www.cia.gov/library/publications/the-world-factbook/geos/lg.html>

## **Increasing Efficiency of the Institutions of the Interior Sector in Latvia EU funded Project**

The SP employs 7,836 people – 6,885 police officers and 951 civilians (as of December, 2018). The total budget for provision of the operations in 2018 was 150,6 million euros, of which 80% was used for remuneration.

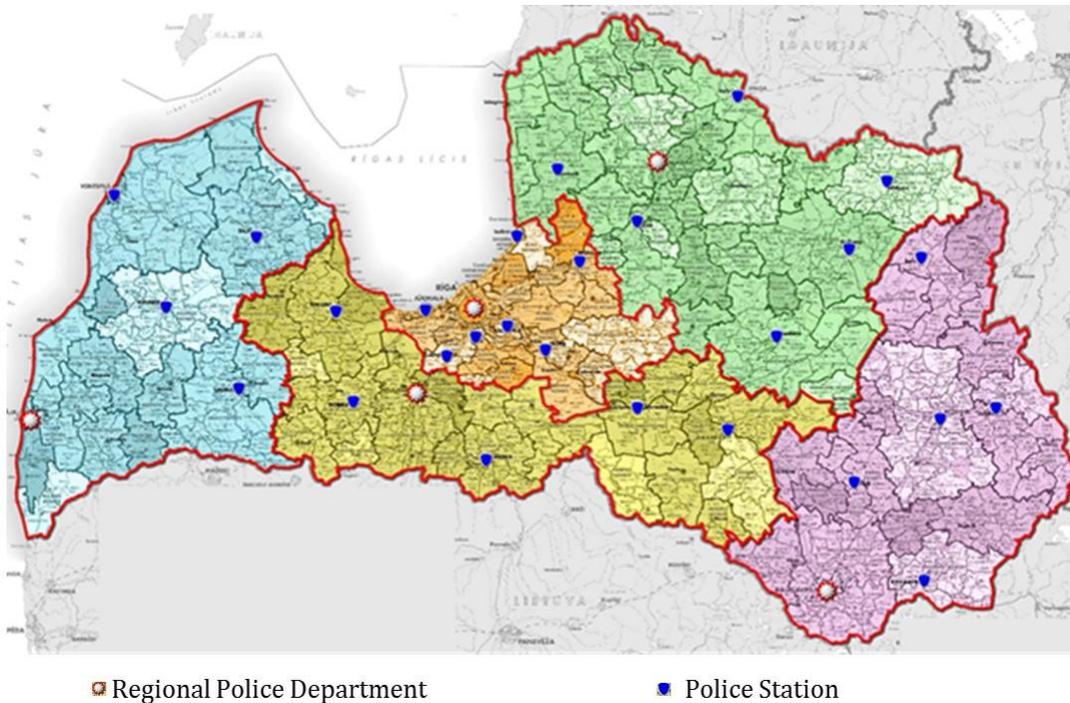
The SP operations are currently organized on the following three levels:

- Central Level (Central Administrative Department, Central Public Order Police Department, Central Criminal Police Department, Forensic Department, Personnel Management Department, Finance Management Department, Internal Control Bureau and other smaller structural units);
- Regional Level (five regional departments: Rīga, Latgale, Vidzeme, Zemgale, Kurzeme);
- Police Station Level (total of 40 police stations in regional departments).

The following current organizational charts of the SP are provided in the Annexes::

- overall organizational chart of the SP (see Annex 1);
- organizational chart of the Central Administrative Department (see Annex 2);
- organizational chart of the Central Public Order Police Department (see Annex 3); and
- organizational chart of the Central Criminal Police Department (see Annex 4).

The illustrative map of Latvia below provides a visual understanding of the SP by demonstrating the location of existing regional departments (marked with red borders) with corresponding centres (marked with white circles), and police stations (marked with blue circles).



## **Increasing Efficiency of the Institutions of the Interior Sector in Latvia EU funded Project**

Police station is a unit of Regional Department and it is directly supervised by the particular Head of the Regional Department through the Head of Police station. There are also Chiefs of the units in the Police stations.

Main Criminal Police Department has a very broad range of tasks. Although the Main Criminal Police Department is primarily responsible for fighting cross-border, international, serious and organized crimes, it is also fighting other crimes (e.g. petite crimes).

All crimes are not investigated in the Regional Department and Police station level, e.g., criminal intelligence, operational work and investigation processes are performed in the Main Criminal Police Department, Regional Departments and in Police stations.

Unfortunately, there is a lack of concrete division of competences (power) between investigation in Regional Departments and Police stations. At the regional and police station level there are no *universal* police officers as each of police officer have a narrow specialisation.

The SP has centralized financial, personnel and material/technical supplies. There is no possibility that the Head of the Regional Department may influence decisions regarding personnel, finances and supplies issues. The Heads of the Regional Departments and the Heads of the Police stations are not in charge of the planning and distribution of their budget.

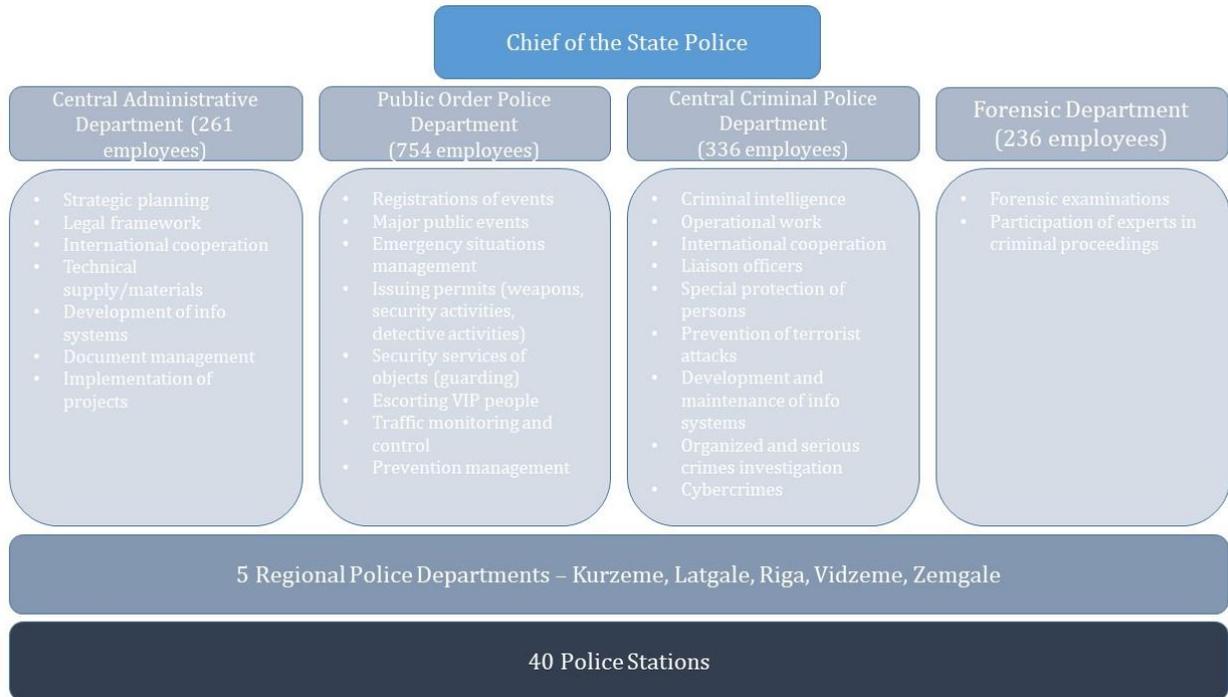
Currently all decisions related to strategic & financial planning, development and resource allocation are being made by the Main Administrative Department in cooperation with Finance Management Department, Personnel Management Department, Main Criminal Department and Public Order Department.

Forensic Department is a separate division within the SP, serving not only for the needs of the SP, but also for the needs of other institutions (including the law enforcement agencies – e.g. the Corruption Prevention and Combating Bureau (hereinafter - KNAB), the Bank of Latvia and the FIU. However, very recently a special working group has been established at the Latvian government level to develop a strategy to merge all institutions dealing with forensic examinations, incl. medical examinations).

Below in the chart 1, you can see current organization chart of the SP at a general level (smaller structural units are not included). Full current overall organizational structure can be seen in Annex 1. Later in the report, there will be visual depiction of recommended organizational structure (please see Chart 5 in recommendation 4.1.5).

## Increasing Efficiency of the Institutions of the Interior Sector in Latvia EU funded Project

**Chart 1. Current organization chart of the SP**



## **Increasing Efficiency of the Institutions of the Interior Sector in Latvia EU funded Project**

### **3. Overarching recommendations**

#### **3.1. Simplify/Rationalize Organizational Structure**

It is recommended to simplify/rationalize the organizational structure in order to have a better understanding of the chain of command and responsibilities.

When moving forward towards achieving the goal to operate more effectively and efficiently, the SP must ensure that it has very well-defined, understandable, smartly-structured chain of command and very clear responsibilities. After the performed review of the organizational structure of the SP, the project experts group clearly concluded that in comparison with the organizational charts of the Police of Finland, Estonian Police and other police organizations of neighbouring countries, the organizational chart of the SP is clearly scattered and fragmented, which makes it hard to understand the chain of command and responsibilities. Although the basic structure is quite understandable, there are many small units which clearly seem to duplicate functions and tasks. In the opinion of the project experts group, such an arrangement of organizational structure creates inefficiency and ineffectiveness, it is bureaucratic and slows down the decision making.

The SP must take efforts to ensure that a simple, rationalized and easy-understandable organizational structure is being developed, through which everyone within the organization and from outside would be able to get an undoubtable understanding of the chain of command and responsibilities.

Scattered and fragmented organizational structure without a clear authority has no clear focus neither for the management, nor for the employees. This may lead its employees confused and stressed. Clear organizational structure is essential for the SP to function efficiently and smoothly and to grow at the same time.

In order to improve the overall organizational performance, operational effectiveness and cost efficiency, it is necessary to go through all currently implemented functions and tasks, and analyse what each structural unit is doing to find out the way for streamlining the organizational structure.

The project experts will offer some solutions in this report for this issue in their specific recommendations (see recommendations 4.1., 4.1.2., 4.1.3.1., 4.1.4., 4.1.4.1., 4.1.4.2., 4.1.4.3., 4.1.4.4., 4.1.4.5., 4.1.4.6., 4.1.5., 4.2.2., 4.2.5., 6.2.)

#### **3.2. Strongly focus on Human Resources (hereinafter – HR)**

It is extremely important to strongly focus on the most valuable asset that the SP has – on its HR. The SP must motivate its employees, to support them at all levels, to make them feel appreciated, valued and necessary.

Optimistic, positive, professional and committed staff is a key factor in success of the structural reform. No changes in organizational structure will work if employees will not feel themselves happy and valued. Supporting employees in their physical and mental well-being, and making

## **Increasing Efficiency of the Institutions of the Interior Sector in Latvia EU funded Project**

sure that they feel valued, is completely vital factor in achieving any goal set in the SP. What is a crucial factor in the process of designing and implementing reforms within the SP, is that it must be a holistic approach, which means - not only the organizational structure and its working atmosphere, but also remuneration system must be streamlined/reformed in a way that it would promote a fruitful and healthy working environment for employees of the SP.

During the discussions, the project experts group has come up with an approach recommended to the SP to consider for introducing - a so-called principle of group based management. It stands for “a bottom-up organizational chart” and means that the organizational structure is drawn up so that the entry-level employees are placed at the top of the organization, and the administration level employees are positioned at the bottom of the organizational chart. This proposal means that each member of the organization should have an immediate superior (also supervisor) who should be able to explain and clarify the set expectations and tasks or responsibilities; but also to be able to supervise the proper execution of these tasks or responsibilities. The supervisor must be substantive (by also demonstrating leadership and be an inspiration), not just formal. This approach has been used in everyday working life in the Estonian Police since 2017. The recommendations will be later elaborated in the specific recommendations 4.1.1., 4.2.1., 5.1., 5.1.1., 5.1.2., 5.1.3., 5.1.4., 5.1.5., 5.1.6., 6.1., 6.4., 6.5., 6.6.

### **3.3. Work out Digitization Vision and Digitization Strategy**

Given into account the transformational power of the digitization, the project experts group would like to emphasize that digitization must be a top-level priority to the SP. The role of the information technology (hereinafter - IT) in the success of the SP will only increase over time. Unfortunately, currently the SP lacks digital vision and strategy, but it is vital to produce such vision and strategy as soon as possible.

For the full positive impact of a number of the recommendations given in this report requires a strong support by the SP's IT systems. A capital investment into IT in a short-term will lead to a long-term efficiencies and cost-savings.

Specific recommendations 4.1.3.1., 6.2., 6.3. will further elaborate the project experts group vision on this issue.

## **Increasing Efficiency of the Institutions of the Interior Sector in Latvia EU funded Project**

### **4. Recommendations for changes in organizational structure**

#### **4.1. Reorganize police headquarter by reducing duplication and decentralizing substantive police tasks based on the principle of reasonable leadership**

SP's High Command (hereinafter - SPHC) would direct and guide operational police activities. SPHC would directly supervise the regional police departments, Central Criminal Police Department and the SP College. The SPHC would be responsible for monitoring and supervising the performance of these units, and its duties would be to plan, develop, direct and supervise cooperation between police units and to provide binding guidance and allocate resources within the SP.

Chief of the SP would be the highest police officer in rank and she/he would be the Chief of all police staff and civilians working in the SP. He/she would exercise his/her authority by instructing and supervising the whole organization and its functions. Chief of the SP would delegate powers to the SP Deputy Chiefs, and this might include for example the power to give binding guidance and orders when necessary.

Like the Chief of the SP, the Deputy Chiefs would exercise his/her authority by instructing and supervising staff and duties in Regional Police Departments. The Deputy Chiefs would not have direct authority over the Regional Department Chiefs, but they would have a right to give guidance. All binding guidance and orders are to be approved by the Chief of SP unless this power is delegated to the Chiefs of working areas.

In order to create an effective organization, it is important that the tasks are as clear and transparent as possible for all corresponding parties. Furthermore, in order to improve performance, operational effectiveness and cost efficiency, it is necessary to take all functions under consideration and simplify the organizational structure. Doing so it is purposeful that certain functions and tasks (for example, administration) will remain centralized. The functions to be maintained centralised at the national level are finances, HR and procurement activities. The administrative work related to these functions is specialised, needing special competences and skills, which is why these functions should be kept at the central level. Centralization of these functions requires a unified Information and Communications Technology (ICT) system to enhance efficiency.

In addition to the centralization of certain administrative functions, also some operational tasks should remain centralized in the Central Level like Central Criminal Police Department. It would be a separate unit under the SP. Most serious and large-scale crimes should be investigated at the State level in order to increase efficiency. Such crimes are crimes that have a large scale national impact, or have a wide international dimension, and need also a wide international police cooperation.

## **Increasing Efficiency of the Institutions of the Interior Sector in Latvia EU funded Project**

### **4.1.1. Reduce the Number of People under Subordination of the Chief of the SP**

After getting acquainted with the current situation at the SP, the group of independent experts has drawn a conclusion that there are too many people directly subordinated to the Chief of the SP. It is worth considering to reduce this number. The recommendation is that there would be maximum of 3 to 4 Deputy positions.

Currently in total, the following 18 employees are under direct supervision of the Chief of the SP:

- 1) Head of the Central Public Order Police Department;
- 2) Head of the Central Criminal Police Department;
- 3) Head of the Central Administrative Department;
- 4) Head of the Finance Management Department;
- 5) Head of the Public Relations Unit;
- 6) Head of the Personnel Management Department;
- 7) Head of the Internal Control Bureau;
- 8) Head of the Forensic Department;
- 9) Head of the Secrecy Regime Unit;
- 10) Head of the Special Record Unit;
- 11) Head of the Kurzeme Regional Department;
- 12) Head of the Latgale Regional Department;
- 13) Head of the Rīga Regional Department;
- 14) Head of the Vidzeme Regional Department;
- 15) Head of the Zemgale Regional Department;
- 16) Assistant Chief of the SP;
- 17) Manager of the Information Systems Security
- 18) Head of the SP College.

Currently, the Chief of the SP has four Deputy Chiefs:

- 1) Head of the Central Public Order Police Department;
- 2) Head of the Central Criminal Police Department;
- 3) Head of the Central Administrative Department;
- 4) Head of the Rīga Regional Department.

It is the job of the Chief of the SP to run the whole SP and to make important strategic decisions (e.g. those related to operations and budgeting). It is not possible for the Chief of the SP to manage so many people in an effective and efficient way. If this is not just a formal structuring, only annual conversations would occupy the working days nearly of the whole month. This way of management arrangement also requires the Chief of the SP to know the details of certain jobs, which may take a considerable amount of time from the duties of the top management. Leadership time is of a very high-precious value. The organizational structure and the organization of work must surely support rational and smart use of the leadership time.

## **Increasing Efficiency of the Institutions of the Interior Sector in Latvia EU funded Project**

In order to make a successful move towards achieving this goal, experts recommend that consideration is given to the possibility of merging several smaller units into larger. The report below offers some solutions to this.

### **4.1.2. One Strategic Planning & Development Department on Central Level**

It is worth considering that all strategic planning & development issues which are currently under the competence of different structural units of the SP, are united in one Strategic Planning & Development Department under direct command of the Chief of the SP.

The review of the project experts group clearly revealed that in many cases there is a duplication in implementing strategic planning & development function (incl. financial planning and HR planning). In the current situation, strategic planning & development issues are being taken care of simultaneously in the Central Administrative Department, Central Public Order Department, Central Criminal Police Department, Finance Management Department and Personnel Management Department.

The project experts group recommends to the Minister of Interior and to the Chief of the SP to consider the possibility that the following structural units could be eliminated from the organizational chart during the process of centralization/optimization:

- Cooperation and Development Planning Bureau with all its units (from Central Administrative Department);
- Regulatory Enactment Analyses and Development Unit of the Legal Bureau (from Central Administrative Department);
- Project Unit (from Central Administrative Department);
- Budget Planning and Analyses Unit (from Finance Management Department);
- Personnel Development and Planning Unit (from Personnel Management Department);
- Group of Psychologists and Staff Development and Coordination Unit (from Personnel Management Department);
- Service Coordination Bureau of the Coordination and Control Department (from Central Public Order Department);
- Methodology and Analytic Unit of Traffic Monitoring Coordination Bureau of Traffic Safety Department (from Central Public Order Department);
- Prevention management Unit (from Central Public Order Department);
- Management Affairs Unit of the Criminal Intelligence Management Department (from Central Criminal Police Department);
- Methodological Management and Control Unit of the Criminal Intelligence Management Department (from Central Criminal Police Department).

The SP will highly benefit from the centralization of planning & development issues because due to the interrelations between different aspects of police work, the processing of developments in one unit in terms of content and cost is more efficient. In this way it is often possible to focus on problem-based development rather than on duplicating structural

## **Increasing Efficiency of the Institutions of the Interior Sector in Latvia EU funded Project**

development, and to target the solution to all units (regardless of whether it is a criminal police or law enforcement police). Possible preliminary decisions on the allocation of the budget can also be prepared in one place for the management of the SP keeping in view of the strategic goals of the SP.

A positive example of the centralization of the strategic planning & development issues could be given by the Estonian Police (or Police and Boarder Guard Board, PBGB). Issues of planning and development were fragmented between different structural units in Estonia up to the police reforms in 2014. Special Development Department was created in the Estonian Police in 2014, and from the perspective of today, the following advantages could be stated from this reform:

- instead of four different units where the development processes were carried out there is just one;
- there is one person solely responsible for development activities – Chief of Development Department (Deputy of Director General);
- duplicate structural management has been replaced by service-based management (and it is not important in which unit the service is provided, the instructions and standards are the same);
- focusing on services (in other words, tasks) in resource planning has helped save budget resources.

### **4.1.3. One Administrative Department on Central Level**

It is worth considering that all administrative issues which are now under the competence of different structural units of the SP, are united in one Administrative Department under direct command of the Chief of the SP.

The review of the project experts group clearly revealed that in many cases there is a duplication of functions of various structural units in dealing with administrative issues (i.e. support functions, including legal support, accounting, personnel records, public relations and document circulation).

The project experts group recommends to the Minister of Interior and to the Chief of the SP to consider the possibility that the following structural units could be eliminated from the organizational chart during the process of optimization:

- Judicial Provision Unit of the Legal Bureau (from Central Administrative Department);
- Document Management Unit (from Central Administrative Department);
- Provision Department with all its units;
- Accounting Bureau (from Finance Management Department);
- Personnel Accounting and Record Bureau (from Personnel Management Department);
- Public Relations Unit.

## **Increasing Efficiency of the Institutions of the Interior Sector in Latvia EU funded Project**

Centralization of the administration issues will provide the SP with better overview of how much resources are needed for support services. A sole responsibility for support services helps to boost the cross-usage of resources and encourages the search for savings.

### **4.1.3.1. Administration Services**

Administrative services are to be divided and organized to guarantee the provision of important centralized services and, at the same time, to guarantee that all daily duties and routines are met. Provision of administration services must be ensured from the Central Level to police stations in Regional Police Departments.

Centralized administrative services could consist, for example, of the following tasks:

- developing administrative service processes and giving guidance and binding instructions on relevant matters;
- supervising and inspecting the SP administration;
- producing HR services;
- offering well-being services to the whole staff;
- preparing final accounts;
- producing necessary and relevant ICT services and expert services for data protection and security;
- managing facilities;
- managing documents;
- maintaining archives;
- taking care of centralized investments and procurement.

As police services are provided in more than 40 locations in Latvia, it is important to consider which service providers are located in which police stations.

Modern communication solutions offer many different options. Firstly, for example, it is not always necessary for an interpreter or translator to be present in the same place where the translation is needed. In the case of oral translation, this is understandable, but thanks to the possibility of making video calls it can also be used for different kind of proceedings. This kind of distant translation is widely used in Estonia and it provides an opportunity to save traveling costs and other related resources.

Another example of the importance of IT in organizing work is in the field of document management. If a single document management program (IT system) is deployed across the police organization, it will also allow the workload of document managers to be harmonized. For example, the incoming e-mail stream can be shared, for example, in regions instead of taking place in Rīga. It also enables the creation and registration of letters by the police officers themselves, which also makes it possible to make choices as to where the document managers physically work, and it also enables to make decisions about their work schedule.

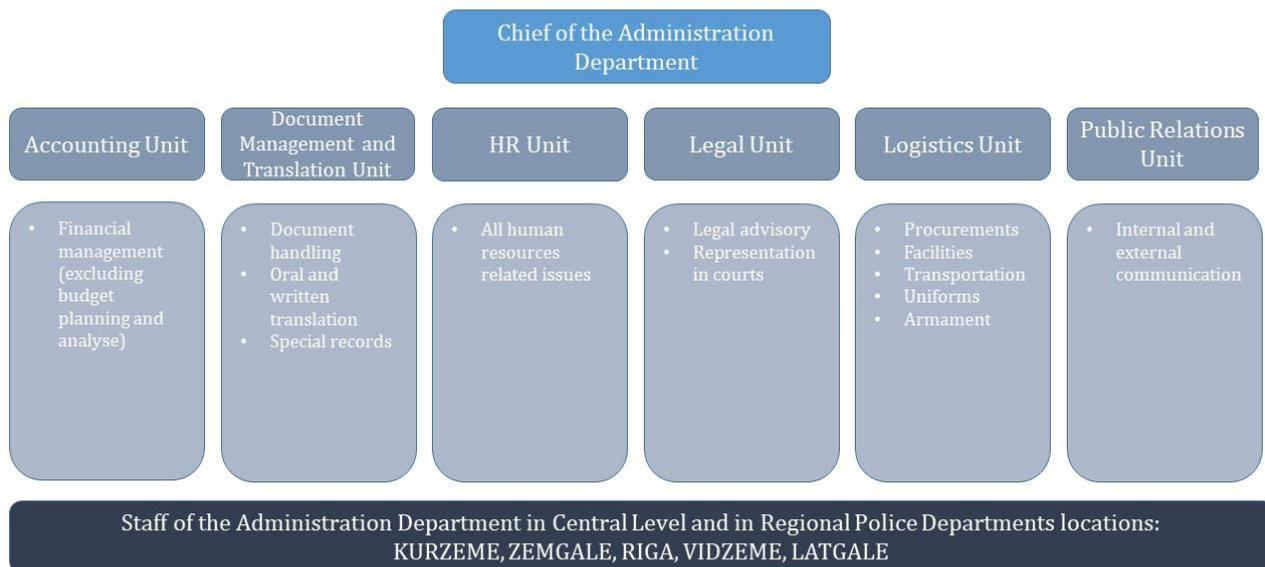
## Increasing Efficiency of the Institutions of the Interior Sector in Latvia EU funded Project

Thirdly, the question of the use of armourers and auxiliary armourers can be mentioned. Customarily weapons are handed to the police officers (and later collected) by armourers or auxiliary armourers. Instead of this kind of process the officer could keep the weapon even after the daily shift. Therefore, it is advisable to invest in individual weapon lockers, and even combine it with the right to permanently wear one's service weapon.

Fourthly, implementing just one information system in the police or all over the public service, will also help to increase efficiency in personnel management services. For example, this enables all employees to plan their holidays (or days off) or training sessions in the same information system to save the time of the HR staff and other police managers. This results in a consistent and updated overview of holidays, training, etc. Also, keeping daily working time related records in just one electronic system reduces the workload for both the managers and the subordinates. Another benefit for managers is the possibility to have an on-line overview of working time and the associated costs.

Below in the chart 2, you can see recommended organization chart of the SP's Administration Department.

**Chart 2. Possible option for the structure of the Administration Department of the SP**



## **Increasing Efficiency of the Institutions of the Interior Sector in Latvia EU funded Project**

### **4.1.4. One Police work Department on Central Level – Central Criminal Police Department**

After reviewing the organizational chart of the Central Public Order Department, the project experts group clearly revealed that there are departments that ensure the execution of direct police functions on the central level within the Central Public Order Department (e.g. traffic monitoring, convoying, road transport monitoring and speed camera monitoring).

The experts recommend to introduce a new approach – there is no such department as Central Public Order Department on the central level. Meaning that one part of the functions should be decentralized on regional level, while the other part of the functions (strategic resources planning, development of methodology, development of tools, planning of training, etc.) should be transferred to the newly formed Strategic Planning & Development Department.

Thus, there would be clearly distinguished central level where only administrative and strategic issues would be performed, from the operational level, where police officers would perform their work on the streets.

The project experts group recommends to the Minister of Interior and to the Chief of the SP to consider the possibility that the following structural units from the Central Public Order Department could be decentralized to the regional level:

- Special Object Security Department (to Rīga Regional Department);
- Special Task Unit of the Traffic Monitoring and Coordination Bureau of the Traffic Safety Department of Central Public Order Police Department (to Rīga Regional Department);
- Speed Camera Unit (to any of the regional department, for example, to Latgale Regional Department);
- Road Transport Monitoring Unit of the Traffic Monitoring and Coordination Bureau of the Traffic Safety Department of Central Public Order Police Department (to each of the regional department);
- Administrative Dispute Unit of the Traffic Safety Department (to Rīga Region Department);
- function about combating of illegal hunting and fishing (to each of the regional department).

The SP would benefit from the decentralizing of the public order functions at the regional level because it would be less bureaucratic and rigid. By delegating a number of tasks to Rīga Region Department, which will be performed in the Rīga service area anyway, a good basis for the cross-usage and cost savings of the resources will be created. This way it would be possible to minimize the “our tasks vs. your tasks” attitude. Rīga Region Department will be responsible for all what is happening in the Rīga area.

The possibility of regionalization should be seriously taken into consideration, especially when considering units that are not strictly related to Rīga, but which could be decentralized. The Speed Camera Unit serves as an example. It might be located in Latgale Region. The tasks of the Speed Camera Unit would not need police examination but civilians could be hired in the Latgale Region instead to perform these tasks. This could be a positive example on the Latvian state

## **Increasing Efficiency of the Institutions of the Interior Sector in Latvia EU funded Project**

level how it is possible to move jobs out of the capital area to the region where the unemployment rate is higher.

Only the tasks of the SP, for which there are compelling arguments, remain at the Central Level.

The project experts group recommends that it is reasonable to consider maintaining Central Criminal Police Department in the Central Level. However, part of the functions (strategic resources planning, development of methodology, development of tools, planning of training, etc.) can be transferred to the newly formed Strategic Planning & Development Department.

The SP would benefit from dividing Central Criminal Police Department functions. By giving up the planning and development, the Central Criminal Police can focus on the prevention and detection of serious hidden offenses. However, the Strategic Planning & Development Department will be responsible for the comprehensive development and goal setting of criminal proceedings throughout the SP. It is obvious that other police units other than criminal police are also involved in criminal proceedings. Therefore, it is more effective to consider the police organization as a whole when designing the strategy and methodology.

It is worth of mentioning that separating planning and resource sharing from the core activities of the police will ensure impartiality in carrying out these processes without the application of additional compensatory measures. Without such an approach, there is a high risk that resources for so-called more important work will be shared first, leaving the needs of units in the regions to the background. However, internal security issues need to be managed in a holistic way.

### **4.1.4.1. Central Criminal Police Department to be a nationwide organization with a mission that deviates from Regional Police Departments' tasks**

The main responsibilities for Central Criminal Police Department could be to combat international, organized, professional and serious crime, which has a great influence to the internal security, and to provide expert services.

The Central Criminal Police Department should not carry out routine patrolling nor investigate so-called daily crimes unless there are some special features that need Central Criminal Police Department's involvement. One reason might be, for example, an increased number of car thefts committed by foreign offenders. In many cases Central Criminal Police Department should just assist local police by offering expertise, technical equipment and international contacts if needed.

Central Criminal Police Department should have its own vision, strategy and performance indicators that deviate from those of used in the Regional Police Departments.

The group of experts suggest to Latvia to consider using as example Finnish NBI structure for working out vision, strategy and performance indicators for Central Criminal Police Department. Please see chart 3 example of Finnish NBI vision and strategy.

## Increasing Efficiency of the Institutions of the Interior Sector in Latvia EU funded Project

**Chart 3. Vision and Strategy of the Finnish NBI**

<b>Vision 2020</b>	The National Bureau of Investigation is a proactive expert in fighting crime and an active partner promoting better performance in the entire police force		
<b>Strategic emphasis</b>	Expose and investigate organised and other major crime threatening society, operational picture to fight crime, covert intelligence collection methods and forensic investigation, money laundering investigation and International legal assistance services organised on the basis of demand and impact.		
<b>Strategic policies</b>	1. Expose and investigate serious and organised crime which would not be otherwise detected	2. Active partner and expert taking the initiative in crime fighting	3. Agile organisation focusing on core functions promoting impact of police operations
	1.1. Use a wide range of means in exposing in particular the structures and leadership of organised crime	2.1. Making sure crime fighting and cooperation succeed through targeting procedure	3.1. New organisation with three profit centres and less hierarchy
	1.2. Develop crime fighting techniques required by new crime phenomena and promote their wider use	2.2. Ensure service availability in line with „one stop shop“ principle and increase awareness of range of services	3.2. Centralised administration and support services
	1.3. Fight crime targeting Finland in a manner that pre-empts crime from taking place and criminal liability is realised in the country of origin	2.3. Develop NBI services in line with demand and impact	3.3. Individual functions are organised as service and competence centres
	1.4. A strong situation centre is set up to fight crime and maintain an up-to-date operational picture with input from International partners	2.4. Ensure competence of staff by increasing skills range and required expertise	3.4. Standardise operative services concept of NBI offices

The main tasks for Central Criminal Police Department to investigate could be:

1. organized crime offenses it exposes;
2. offenses of major importance to the society or that have precedent character – e.g. corruption, securities, money laundering, environment, IT and cybercrime;
3. homicides with likely connections to organized crime;
4. terrorism and terrorism financing – in cooperation with the Security Intelligence Service.

Concerning international cooperation, Central Criminal Police Department should send some liaison officers to other countries in order to enhance timely exchange of information and to boost cooperation bilaterally and multilaterally.

The division of responsibilities in crime investigation, intelligence and other tasks should be arranged so that the Regional Police Departments are to take responsibility for daily investigation, intelligence and crime prevention. The exchange of information should be arranged so that all relevant information is available to other police stations and Central Criminal Police Department.

The division of responsibilities between Central Criminal Police Department and other police units should be agreed and regulated in cooperation between the SPHC and Chiefs of Regional Police Departments in order to ensure uniformity in all duties.

## **Increasing Efficiency of the Institutions of the Interior Sector in Latvia EU funded Project**

### **4.1.4.2. Cybercrime Centre as a part of Central Criminal Police Department and IT-based crime investigation as a duty of Regional Police Department**

Nowadays, cybercrime investigation, revealing and cyber intelligence should be tasked to all Regional Police Departments. It is important that in everyday situations all crime investigation and intelligence units are capable of carrying out their duties also in cases in which the crime is committed by using the IT.

Central Criminal Police Department should have some special tasks that are not at all convenient to be carried out in Regional Police Departments. These tasks might demand special expertise, knowledge and equipment that might be highly expensive. Therefore, a Cybercrime Centre should be established in Central Criminal Police Department, and it is penetrating all sectors so that all investigative, intelligence and forensic expertise can be utilized in the most efficient way. Cybercrime Centre would be like a network inside Central Criminal Police Department. The staff could consist of both – police officers and civil experts.

Cybercrime Centre could be tasked to:

1. investigate the most serious cybercrime cases;
2. carry out Open Source Intelligence;
3. carry out advanced technical investigations;
4. provide expert services to Regional Police Departments and other authorities;
5. prepare situation reports and keeping up awareness of latest incidents and trends;
6. carry out forensic IT examinations.

In practice this means collecting information from various technical devices like computers (incl. laptops), cell phones, memory sticks, etc., and focusing on illegal trade places in the internet or dark web (e.g. weapons, drugs, human trafficking, child abusing material CAM, terrorism, etc.). One remarkable task could be to recognize possible threats at as early stage as possible (e.g. terrorist acts, school shootings, etc.). Cybercrime Centre may investigate crimes independently or together with investigative units when there is a cyber-enabled case. These crimes might be industrial spying, hacking, infiltrating or corresponding crimes. Cybercrime Centre could be also tasked to recognize and tackle hybrid threats.

Cybercrime Centre could be also tasked to follow technical development and to improve the capability of tackling ICT crimes, to provide training to other police units and relevant authorities.

### **4.1.4.3. FIU as a part of Central Criminal Police Department**

FIU's are located in various ways in the EU member states and around the world. They might function under the Ministry of Finance, Ministry of Justice, Central Bank or Ministry of Interior, and inside the police organization, or the FIU might be a self-standing authority. Each country and jurisdiction is free to choose which model they see as the best solution. Such bodies like

## **Increasing Efficiency of the Institutions of the Interior Sector in Latvia EU funded Project**

MONEYVAL criteria is to be taken into account when deciding where the FIU is going to be located. Each of these options has its advantages depending on the judicial system and legislation of the country.

In Finland (and also in Estonia) the FIU is located within the police organization, namely in Central Criminal Police Department for several reasons:

- staff is empowered with all police powers;
- all registers and databases which belong to the police or to which the police has direct access are in use;
- FIU is able to launch investigations concerning money laundering, predicate crime and terrorism financing without delay and it is entitled to use all tools which are granted to the police by legislation for gathering intelligence information;
- all channels for the exchange of information are in use (e.g. FIUnet, Egmont Secure Web, Siena, Interpol etc.);
- location and facilities are secured.

There is an additional issue of the level of management costs. Within Central Criminal Police Department, the management of the FIU is certainly more cost-effective.

It might be beneficial to consider locating the FIU inside Central Criminal Police Department.

### **4.1.4.4. Forensic Laboratory as a part of Central Criminal Police Department and criminalistics service as a part of Regional Police Department**

The project experts group recommends that it would be worth considering consolidating the management of Central Criminal Police Department and Forensic Department.

In principle, it is one area of substantive police work, which, in an integrated way with the management of Criminal Police Department, should provide an opportunity to save on management costs. In Finland, such work organization is effective (see p 48 for more).

Another option is to bring the Forensic Laboratory into the administration of the Ministry of Justice and, on this basis, to establish a National Forensic Institute, as has been done in Estonia (from 1 January 2008.) Estonian forensics also lost the police officer status after being removed from the police organization. Additionally, there is also some cost savings as the forensics are no longer subject to the professional suitability of the police officer, and there is no need for them to be trained and equipped in this regard.

Whichever option to do for the structural location of the Forensic Laboratory, the project experts propose to decentralize the duties of crime scenes investing regional units in to Regional Police Departments.

These are quite small units that are far from Rīga. Integrating them with regions will provide a basis for making better use of the resources at their disposal, as local leaders have the interest and responsibility to make sure that the entire working time is spent on creating security. Subregional leadership contributes to a unified team sense, and allows forensic experts to

## **Increasing Efficiency of the Institutions of the Interior Sector in Latvia EU funded Project**

engage broadly into the process of collecting evidences if they have available time from their primary duties.

Such work organization has been carried out in Estonia since 2008, and it has yielded good results in drawing up work schedules based on the actual need for forensic experts involvement, and engaging them as possible extra force for gathering and/or documenting evidences more widely.

### **4.1.4.5. Special Police Unit as a part of Central Criminal Police Department and rapid reaction service as a part of Regional Police Department**

In Central Criminal Police Department, there should also be a Special Police Unit (i.e. rapid reaction group) that can be fast and easily transferred in any part of Latvia, and which is also capable to respond to international calls if needed with the condition that the missions are in line with the legislation. This unit should be equipped with special technical instruments and devices that might be too costly to purchase to every police station.

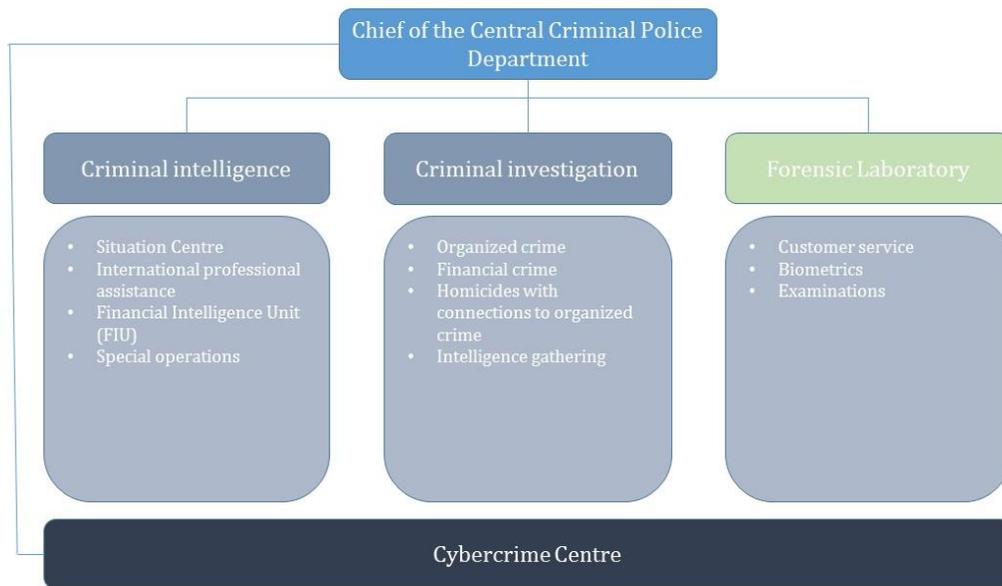
However, Regional Police Departments should also be prepared to face critical situations and therefore maintain a Rapid Reaction Group, which is trained and armed in a sufficient way. Responding in real time to situations or events that might seriously endanger public order, safety, etc., are exceptionally demanding. Therefore, each Regional Police Department should have a well-trained and well equipped Rapid Reaction Group that is movable and easily transferable where needed. As rapid response tasks occur rarely, and spending all working hours on fitness training alone would be too inefficient in terms of cost, members of these groups should take part in daily routines (e.g. patrolling and traffic safety tasks).

### **4.1.4.6. Proposed Organization Chart of Central Criminal Police Department**

Below in the chart 4, you can see recommended organization chart of the SP's Central Criminal Police Department.

## Increasing Efficiency of the Institutions of the Interior Sector in Latvia EU funded Project

**Chart 4. Possible Organization Chart of Central Criminal Police Department**

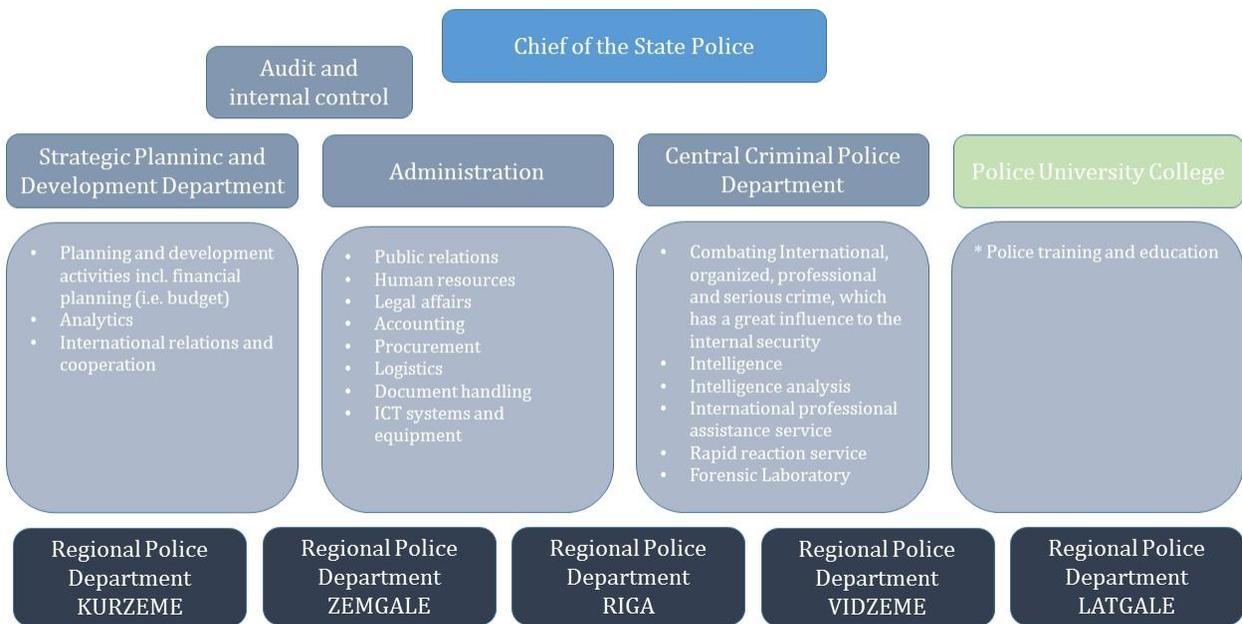


1

### 4.1.5. Proposed Organization Chart of the SP

Below in the chart 5, you can see recommended organization chart of the SP at the general level.

**Chart 5. Possible option for the organizational structure of the SP**



## **Increasing Efficiency of the Institutions of the Interior Sector in Latvia EU funded Project**

### **4.2. Reorganize five Regional Police Departments by reducing the number of the mid-level Chiefs based on the principle of group based leadership and get the more resources outside to do the field work**

The international experts propose that the structure of the SP could consist of five Regional Police Departments. These five regions are the districts of Latvia and it is convenient to maintain this division in the continuation as well as concerning policing. Regional Police Departments should be solely responsible for all policing in their area.

The Chief of the Regional Department is responsible for arranging all duties accordingly. The Regional Police Departments and police stations/substations would cover all police duties, and would be responsible for public order, safety and traffic control, but also for crime investigation, intelligence and prevention.

#### **4.2.1. Dividing the staff into groups**

How to build the structure of a regional police unit must be considered in cooperation with the region and the police. We recommend taking a staff-centred approach to this. This means designing the structure of the departments from bottom to top, instead of *drawing boxes* from the top level management to the bottom level.

The analysis needs to start with determining of how many police officers are working in a particular territorial location. After that it is necessary to think about on how many employees there should be as an immediate leader (or manager), keeping in mind the specialty of certain police function. It is important to bear in mind that the immediate manager does not instantly mean a 100% of a Chief's job and the creation of structural unit.

Direct or immediate leader means a specialist with a management function, who works at least 50% of one's working time on the job, and the remaining time is spent on the managing tasks. The average size for one group is about 12 people. At the same time, the rule is that the more complex the job is, the smaller the group (e.g. 7-8 people) should be. More standardized the work tasks are, and the smaller the variability of various work-related problems, the larger the group (e.g. 15-16 people) may be. For the work where the group leader works at normal working hours from 8 a.m. to 5 p.m., but the group is working on a shift 24/7, so 4-5 members of the group can work at the same time, the size of the group can reach ca 20 employees.

Group-based workflow creates a base that every employee in the organization is kept, can be given clear job tasks, can be monitored and given positive and critical feedback. Of course, this means organizing the work in such a way that the group leader can at least occasionally be physically together with the members of one's group. In addition, group-based workflow allows to bring down the number of mid-level Chiefs and direct more people to the front line. In contrast, the possible number of future candidates for the mid-level Chiefs increases.

It needs to be kept in mind that such a management model requires a contribution to the development of group leaders' skills to fulfil the function of such managers.

## **Increasing Efficiency of the Institutions of the Interior Sector in Latvia EU funded Project**

According to the results of an internal satisfaction survey conducted by the Estonian police in the spring of 2019, the majority of employees valued positively the change to group based management model in 2017. In turn, greater internal satisfaction should have a positive impact on the quality of police services.

### **4.2.2. Establishment of the structural units on the basis of the groups**

After dividing police officers into so-called groups, it is necessary to consider whether the structural units should be formed on a territorial or functional basis.

The establishment of structural units on a functional basis is a widespread practice within police organizations. One of the advantages of this is considered to be a higher level of professionalism through focusing on a specific area. At the same time, it brings along the need to manage the we-you-attitude between different work lines in the performance of work tasks. It is more appropriate to apply the principle of functionality to larger entities and/or specific services (e.g. investigation of serious hidden offenses, object control, etc.). The Regional Police Department of Rīga and investigators of serious hidden crimes in other regions could be considered as an example here. For smaller regions where low population density areas are served, it is more appropriate to proceed with the principle of territoriality. In these areas, police officers often have to perform a wider range of tasks. For example, it would not be wise to dispatch investigator at a distance of several dozens of kilometres if the police patrol has already been sent, and it is not a crime that needs specialized (deep) knowledge in criminal- or criminal proceedings law. The strength of the units created on the basis of territory can be highlighted by the possibility of a unified team feeling and cross-usage of material-technical as well as HR.

Shaping the structure of the Regional Departments from the bottom to the top, in the perception of the project experts group, it might be considered to reduce the number of police stations. New Police Stations can be formed across the borders of the current counties, however, the operational logic of the partner organizations (prosecutor's office, courts, prison, rescue and border guard, etc.) and community interests must also be taken into account. One way to explore the community's interests is to use a mobile-based commuting (pendulum movement) study. It is important to keep in mind the main directions of movement of people and where the hubs are located. Taking these into consideration creates the basis for people to be ready to use police services in another location than their closest location. The study of commuting is also important in connection with the planning of traffic supervision, where the creation of larger police units has to be taken into account in order to facilitate the planning of the service later.

Thus, some of today's police stations may become a place of service that is daily open for public for certain hours only. In that case there will be no station commander but a field commander (field sergeant) responsible for all functions. Relevant tasks could be fulfilled even in a patrol vehicle specially equipped for the purpose.

Below in the table 1, you can see advantages and disadvantages of the proposed management model.

**Increasing Efficiency of the Institutions of the Interior Sector in Latvia  
EU funded Project**

**Table 1. Advantages and disadvantages of the proposed management model**

Advantages	Disadvantages
Clear and easy to perceive the chain of command and responsibilities.	Creation of a new organization and learning of new ways of doing things.
Dynamic organization which can react to changes of the operational environment	Takes time to plan well and reorganize the work.
More visible to inhabitants	Needs investment to teach group leaders how to fulfil the duties of the leader
More effective and cost-efficient organization.	
Less chiefs' and directors' positions	
Less bureaucracy	
Equal standards for measurement and performance	

In recent years several police stations have been merged in Estonia (e.g. Valga, Võru and Põlva county Police Stations to the Southeast Police Station, and the Tartu and Jõgeva county Police Stations to the Tartu Police Station), by providing the basis for more flexible and cost-effective planning of resources.

#### **4.2.3. Responsibilities of the Chiefs of Regional Police Departments**

It is recommended that the effectiveness and performance issues are negotiated yearly between the SPHC and each Chief of Regional Police Department. Effectiveness and performance reports are to be submitted to the SPHC quarterly in order to enable evaluation of all relevant aspects of policing. This reporting does not exclude normal exchange of information between Regional Police Department and the SPHC, but it should rather strengthen it.

The Chief of Regional Police Department directs, develops and supervises the activities of the Regional Police Department and its subunits. These tasks include the responsibility to improve the effectiveness and efficiency of Regional Police Department, and the management of limit of the budget. The tasks include the identification of priorities and targeted action areas as well as the formulation of the key performance targets. Due to the wide professional requirements, the Chief needs a wide range of skills (incl. knowledge of the law, managerial skills and social skills).

According to the managerial position, the Chief shall decide on the division of tasks and resources inside the department and the placement/duties of police officers. The Chief shall also decide (initiate) the appointments and the remuneration of the staff, the dismissal, the annual leave, and any matters relating to the dissolution of employment.

It is the responsibility of the Chief to promote the cooperation between the police and other authorities, and between the staff of the police Department. The Chief shall monitor the development of one's profession and take initiatives in the corresponding field. The tasks also

## **Increasing Efficiency of the Institutions of the Interior Sector in Latvia EU funded Project**

include giving opinions and formulating the unit's responses to various complaints and appeals. Part of the working time goes to the conclusion of various opinions and other literary works and the planning duties. IT is widely used in the police work. The working day may include meetings with police staff and meetings with, for example, other public authorities or individuals. As a representative of Regional Police Department, the Chief participates in various events outside the Department, such as executive agencies and cooperative meetings, conference days and seminars. The Chief will normally perform one's work during working days. As the Chief is a prominent state representative at the local level, one receives a significant number of invitations for various events, some of which will be in the evenings and on weekends.

The Chief is required to have managerial and leadership skills, but also organisational skills. The Chief's duties require an independent and self-working approach. The profession also needs an ability to take independent and responsible decision-making. It is important to be able cooperate with different people, which makes communication and interaction skills necessary. The Chief must have the ability to distinguish big issues from the less important ones, and to give the subordinates enough attention. The Chief should also be able to listen to the views of the subordinates. Language skills are needed for fulfilling the position.

The Chief is required to have a master's degree and versatile experience required by the duties, practical management and leadership experience and familiarity with policing.

### **4.2.4. Responsibilities of subunits of the Regional Police Departments**

When designing the structure and division of tasks on the basis of Police Stations, it is also necessary to determine which offenses are investigated by the functional Criminal Police unit at the regional level, and by which Police Stations. The main responsibilities for the Criminal Police Unit in Regional Police Departments could be to combat organized, professional and serious crime, which has influence to the internal security at regional level. The tasks of Police Stations should be primarily deal with ordinary crimes related to the community in the region.

Stations functioning under the Regional Police Departments should be manned so that citizens are able to visit the stations during normal working hours and also in the evenings. The main tasks of the Police stations/substations are to serve as a patrol base, file crime reports, carry out licensing and investigate daily crimes like burglaries, thefts, traffic accidents, minor violent crimes etc.

As Regional Police Departments are responsible for traffic monitoring, the police play a key role in promoting and maintaining traffic safety. The role of the police is to concentrate on speed surveillance, reducing driving under the influence of alcohol or other intoxicants, monitoring the use of safety equipment, monitoring of heavy goods traffic and high-risk drivers. The police also intervenes in any type of behaviour that is in breach of traffic regulations. To plan their operations, the police use national, regional and local accident statistics, traffic behaviour monitoring data and, whenever possible, requests made by local residents. In addition, the nationwide traffic analysis function of the police provides data for police departments to support traffic monitoring as part of intelligence-led policing.

## **Increasing Efficiency of the Institutions of the Interior Sector in Latvia EU funded Project**

Regional Police Departments should maintain order and security in public places by patrolling, responding to urgent calls, providing advice and guidance, and by intervening in illegal activities. While organizers of public events are responsible for security arrangements at the events, the police can provide instructions or give orders either before or during the event.

Regional Police Departments are also responsible for searching for missing persons on land and on inland waters.

Regional Police Departments should work together with local residents, public authorities and various organizations to prevent crime and disturbances of the peace. Local safety and security plans are prepared in order to effectively coordinate such cooperation. Such working method, referred to as community policing, focuses on solving problems and promoting cooperation.

Regional Police Departments have a legal duty to engage in preventive action to maintain the safety and security of people and society, to enhance a sense of security and to sustain confidence in the police. This is achieved through early intervention in incidents and developments that undermine safety and security. To ensure that preventive action is both productive and effective, there needs to be a focus on strategic guidance, consistent leadership that paves the way for preventive action at all organizational levels and managerial work that supports the actions. National, regional and local objectives will be set out for preventive work, the results will be monitored and they will be reported within and outside the organizations, also to residents. The MoI will draft annually a national report on the implementation.

It is worth considering that there would be at least one community police officer for each local government, who will be responsible for cooperation with police and local government, youth and education institutions and with different non-governmental organizations (NGOs) in the region to solve security issues. Since there are many local governments in Latvia and the resources of the police are limited, it may be suggested, based on the practice of other countries, that there should be one community police officer per no more than 10,000 inhabitants in rural areas, and no more than 15,000 inhabitants in densely populated areas. It is reasonable that the main task of the community police officers would be community led policing, not patrolling and preliminary investigation activities.

However, there are tasks that cannot be delegated to some Police Stations or Criminal Police Units by their nature. That is why we consider it possible to create another functional unit at regional level directly subordinating to the Chief of the Regional Police Department, and to where cross-regional tasks are concentrated. Examples of such tasks may include different projects organized by the regional level, leadership in the implementation of new methods, conducting administrative supervision, cross-regional analysis and planning, and so on. Certainly, the necessity of each post to be created in this unit must be considered in order to avoid an unreasonable proliferation of the management apparatus.

In that regard the Rīga Regional Police Department should also be highlighted as in Rīga we have recommended decentralizing several tasks from the Central Level. It is understandable that some tasks require leaving a separate structural unit next to Police Stations and the Criminal Police Unit. One such example is the Special Object Security Unit.

## Increasing Efficiency of the Institutions of the Interior Sector in Latvia EU funded Project

### 4.2.5. Possible options for the structure of the Regional Police Department

Below in the chart 6, you can see recommended organization chart of the SP's Regional Police Department.

**Chart 6. Possible options for the structure of the Regional Police Department**



**Increasing Efficiency of the Institutions of the Interior Sector in Latvia  
EU funded Project**

**5. Recommendations regarding the number of employees**

**5.1. Consider to change the proportion of the police officers in the Regional Departments and in Central Level**

In several countries, the number of police resources has been based on the country's population, the area and the number of different tasks and offences. It should be noted that the resource quantity should be based on metrics that are not too detailed and are more general than the ones used for measuring performance. The following is a statistical selection and example for Latvia, which may serve as a basis for determining the police resources in the country.

**Table 2. Calculation model for the number of police officers in Latvia**

<b>Calculation factors</b>	<b>Kurzeme Region</b>	<b>Latgale Region</b>	<b>Zemgale Region</b>	<b>Vidzeme Region</b>	<b>Rīga Region</b>	<b>Total</b>
Population in the service area (as of 7 June 2017)	246,317	270,211	281,228	220,724	931,636	1,950,116
Size, km <sup>2</sup>	13,605	14,550	13,180	17,683	5,558	64,569
Administrative violation reports	26,023	28,051	40,249	32,790	205,371	332,484
Total number of criminal offences in the service area	3,979	5,844	5,607	3,872	20,741	40,043
Total criminal proceedings cleared	1,446	2,062	2,245	1,602	5,511	12,866
Number of traffic accidents registered	1,501	2,509	2,164	1,430	13,328	20,932
incl. traffic accidents with victims	299	388	431	363	2,385	3,866
incl. fatalities	21	23	30	18	44	136

The EUROSTAT statistics can be used as a starting point for determining the correct number of police officers in Latvia. According to Eurostat, 400 police officers per 100,000 inhabitants may be considered as a sufficient amount by means of which a state is able to guarantee public safety and security, conduct criminal investigations and flexibly react and respond to changes that are to be seen and could be predicted. The number of police officers per 100,000 inhabitants in Finland, Lithuania and Estonia are: in Finland 137, in Lithuania 290 and in Estonia around 300.

According to the same statistics, there are 490 police officers per 100,000 inhabitants in Latvia. In reality there are 6,253 police officers at payroll in Latvia (as of May 2019). It makes 320 police officers per 100,000 inhabitants in Latvia. So this number is being used as a basis for determining the distribution of the resources in Latvia. The total number of 6,253 police officers can be divided by the following formula: population 45%, area 5%, alarm action 16%, criminal offences 16%, criminal offences' solution level 8% and the number of personal injury accidents (traffic) 10%.

As stated above, 6,253 police officers is to be regarded as a number of police officers for the entire state. The allocation of resources by region can be done by the same distribution formula described above. However, there are certain characteristics and differences in regions that are worth noting during the resource allocation. These include, for example, the characteristics of

## **Increasing Efficiency of the Institutions of the Interior Sector in Latvia EU funded Project**

the capital region, or the location of important factories or industrial sites, the location of airports, rail and road transportation, the proportion of the foreign population, etc. For this reason, final refinement should be done by the respective elements chosen by each state. In this report, the final refinement has not been taken into consideration, and the total resource is divided by the previously mentioned formula.

The police force of 6,253 police officers is divided by the above mentioned six factors, and by that: population gives 2,814 police officers, area 313 police officers, alarm action 1,000 police officers, criminal offences 1,000 police officers, criminal offences' solution level 500 police officers and the number of personal injury accidents 626 police officers<sup>3</sup>. It is also worth mentioning that the number of civilians has not been taken into account. The corresponding calculation can be done by using the formula described above and having any number as a starting point (i.e. the number of police officers) – however, taking into account point 5.1.6 of this report.

### **5.1.1. Riga Region**

The following figures are used to calculate the number of police officers of Rīga Region: population 931,636, area 5,558 km<sup>2</sup>, alarm action 205,371, criminal offences 20,741, criminal offences solution level 5,511 and the number of personal injury accidents (traffic) 2,385. The calculation method applied gives the following numbers of police officers: population gives 1,344 police officers, area 27 police officers, alarm action 618 police officers, criminal offences 518 police officers, criminal offences solution level 214 police officers and the number of personal injury accidents 386 police officers. The total number of police officers for Rīga Region is 3,107.

### **5.1.2. Kurzeme Region**

The following figures are used to calculate the number of police officers of Kurzeme Region: population 246,317, area 13,605 km<sup>2</sup>, alarm action 26,023, criminal offences 3,979, criminal offences solution level 1,446 and the number of personal injury accidents (traffic) 299. The calculation method applied gives the following numbers of police officers: population gives 355 police officers, area 66 police officers, alarm action 78 police officers, criminal offences 99 police officers, criminal offences solution level 56 police officers and the number of personal injury accidents 48 police officers. The total number of police officers for Kurzeme Region is 702.

### **5.1.3. Latgale Region**

The following figures are used to calculate the number of police officers of Latgale Region: population 270,211, area 14,550 km<sup>2</sup>, alarm action 28,051, criminal offences 5,844, criminal offences solution level 2,062 and the number of personal injury accidents (traffic) 388. The calculation method applied gives the following numbers of police officers: population gives 390

---

<sup>3</sup> The numbers in the Regions are rounded from decimal numbers, so Regions total is 6253 police officers.

## **Increasing Efficiency of the Institutions of the Interior Sector in Latvia EU funded Project**

police officers, area 70 police officers, alarm action 84 police officers, criminal offences 146 police officers, criminal offences solution level 80 police officers and the number of personal injury accidents 63 police officers. The total number of police officers for Latgale Region is 833.

### **5.1.4. Zemgale Region**

The following figures are used to calculate the number of police officers Zemgale Region: population 281,228, area 13,180 km<sup>2</sup>, alarm action 40,249, criminal offences 5,607, criminal offences solution level 2,245 and the number of personal injury accidents (traffic) 431. The calculation method applied gives the following numbers of police officers: population gives 406 police officers, area 64 police officers, alarm action 121 police officers, criminal offences 140 police officers, criminal offences solution level 87 police officers and the number of personal injury accidents 70 police officers. The total number of police officers for Zemgale Region is 888.

### **5.1.5. Vidzeme Region**

The following figures are used to calculate the number of police officers of Vidzeme Region: population 220,724, area 17,683 km<sup>2</sup>, alarm action 32,790, criminal offences 3,872, criminal offences solution level 1,602 and the number of personal injury accidents (traffic) 363. The calculation method applied gives the following numbers of police officers: population gives 319 police officers, area 86 police officers, alarm action 99 police officers, criminal offences 97 police officers, criminal offences solution level 63 police officers and the number of personal injury accidents 59 police officers. The total number of police officers for Vidzeme Region is 723.

### **5.1.6. Additional information related to the division of the total number of police officers**

Referring to the calculations above, the entire number of 6,253 police officers is divided into the police districts, but in reality, these figures will be reduced by the amount invested in the Central Offices of SP (i.e. the police high command) and the national unit of the Central Criminal Police. In Finland, for example, the police High Command (National Police Board, NPB) and the Central Criminal Police (National Investigation Bureau, NIB) are stationed approximately 11% of the total strength of all staff (4% NPB and 7% NIB). It is notable that a lot of civilians are working in the NPB and this is the reason for the low amount of police officers, which is only 0,77% of all police officers. In principle, the national High Command is occupied by about 4% of the total number of employees.

Concerning the number of police officers, it is recommended that if the number of police officers is decreased, the number of supportive personnel should also be diminished in correlation.

## **Increasing Efficiency of the Institutions of the Interior Sector in Latvia EU funded Project**

### **6. Additional recommendations regarding the increasing efficiency**

#### **6.1. Policing based on universal skills**

A brief description of the possible organization of work in low density populated areas was described in article 4.2.2. This kind of work organization, where the first responder takes all the necessary actions, requires police officers with universal competencies, and sets the requirement for a police training program. Therefore, the project experts advise to consider how many police officers with universal competencies to serve all kind of duties in few people areas, as well as outside normal working hours (08.00-17.00) are needed in Latvia. It is also suggested to consider using a corresponding study program at the SP College.

With regard to universal competencies, attention should be also paid to the remuneration system. It should be kept in mind that if there is a desire that police officers from the different fields of the police work partially perform each other duties, there is need to consider paying the equal pay to them all. Similar remuneration of police work gives the heads of the police units the opportunity to assign police officers a wide range of tasks without anyone having a reason to complain about having to do the work of someone else. It is advisable to follow the principle - all police work is important because it helps to create internal security. The police work, which is as fast as possible and time saving for the individuals involved, is one of the basic components of social trust of the police.

#### **6.2. Operation Centres in two different locations to serve emergency calls**

The proposed organization could include two Operation Centres, which would deal with on call duties at commander level 24/7 to support the management and assistance of operations. All the emergency calls concerning police would be directed to these Operation Centres, from which the duties would be forwarded either by radio or by the use of an IT system to local police and patrols. The Operation Centre monitors the situation picture as well as all ongoing operations and in case needed would give instructions as well as guidance of proper procedures and actions. Supporting procedures and guidance related to communication at national level could also be centralised to these Operation Centres as well as forming of analysis, which are needed in large scale police operations and forming of a situation picture concerning individual operations and operations related to the Government.

Considering the Latvian context, it is appropriate to choose the location of one Operational Centre in Rīga. The other centre may be located in another regional centre, taking into account different security aspects. One centre must be able, if necessary, take over the service of the whole country, i.e. to carry out the so-called back-up task.

Operation Centres at two locations also serves the purpose of efficiency. Employees' work schedules can also be made more flexible in terms of work load and staff. It means that the number of employees at work is higher when there are more call-outs, and the number is lower

## **Increasing Efficiency of the Institutions of the Interior Sector in Latvia EU funded Project**

when there are fewer call-outs. Concerning the staff, the question of professionalism is worth mentioning here as in small units there are often not enough difficult or challenging tasks, and therefore maintaining one's professional level can be difficult.

### **6.3. Nationwide number for client information**

It is recommended that there could be a nationwide phone number for client information. It should be possible to find out information about police services, but also, for example, who is responsible for investigating a particular case. This number should be known in public and should be available on the web page of the MoI, the SP and other relevant web pages.

By introduction such number will decrease the number of calls to 112 and will decrease the workload of several managers. For example, in Estonia it is 612 3000. This number is also used by civilians to inform the police about suspicious behaviour, etc. or if someone's behaviour is disturbing. (e.g. speeding on the highway or parking in wrong places). After the call is received, the operator will contact the violator and requests to terminate the disturbing behaviour. By drawing the violator's attention to the misconduct and not immediately punishing the violator is much appreciated both by the informer and the person responsible for the misconduct, by increasing public confidence in the police.

### **6.4. Organization of guarding embassies based on threat assessment**

The Vienna Convention on Diplomatic Relations 1961<sup>4</sup> Article 22 requires of the receiving country a special duty to take all appropriate steps to protect the premises of the mission against any intrusion or damage, and to prevent any disturbance of the peace of the mission or impairment of its dignity.

The Vienna Convention on consulate relations<sup>5</sup> Article 31 obliges that consulate premises shall be inviolable. State is under a special obligation to take all appropriate steps to protect the consulate premises against any intrusion or damage and to prevent any disturbance of the peace of the consulate port or impairment of its dignity.

The responsibility of the hosting (or receiving) country is to guarantee an appropriate level of protection for the diplomatic missions. Agreed and confirmed level of it consists of few cleared remarks:

- risk assessment at the receiving country;
- risk Assessment at the diplomatic mission country;
- combination of number 1-2, evaluation and common agreement at the arrangements.

---

<sup>4</sup> Vienna in 18 April 1961, United Nations treaty series vol. 500 p. 95.

<sup>5</sup> Vienna Has 24 April 1963, United Nations Treaty Series Vol. 596 p. 261

## **Increasing Efficiency of the Institutions of the Interior Sector in Latvia EU funded Project**

The inner zone security is always arranged by the diplomatic mission itself. The outer zone arrangements are implemented in various ways. The traditional approach is that the local police takes care of the guarding, but today it is more widely done by the embassy itself. In practice, many missions have their own security system, which includes security company's guarding, cameras etc. Private security is the typical arrangement in Europe. The quality can be audited by the local police in charge of the embassies security.

Instead of the manned guarding of embassies, it is possible to proceed from risk assessment and to monitor the situation in embassies in a normal situation with special mobile patrols. Stationary guarding by patrol at some embassies is only necessary in a situation of increased danger. Of course, it is important that the police have a system of continuous threat assessment. The threat to the order near or at some embassies may increase due to the activities of a particular state embassy in Latvia in another part of the world, not just in Latvia. It is also necessary to ensure the readiness of embassy protection during registered demonstrations.

By replacing the manned-based guarding with the patrolling-based readiness, and giving the task to protect the embassies to the Rīga's Regional Police Department, it is possible to save a significant amount of money and to redirect these savings into wages or to make necessary IT investments.

### **6.5. Organization of guarding other institutions**

Guarding is mainly not a task requiring special police education from the staff. Private security companies can provide the most of the lobby and check in services. These companies can also protect the facilities and staff members at the first stage. Guards could be unarmed or armed. Private arrangement monitored and controlled by the client is a modern approach to the security and safety at the public facilities. It is value for money and at the same time, it leaves trained and fully armed police officers to implement their main tasks.

The police officers should still secure the most critical public infrastructure. Typically, protected premises are Presidential Residence and Palace, Parliament and some ministries.

### **6.6. Organization of guarding public events**

It is worth considering that the SP should not guard all public events. Instead, this function could be given to some private security companies, especially for public events aimed at earning profit. It is important that the organizers of such public events or meetings have an obligation to coordinate with the police. In turn, the police must have the right to oblige the organizers to involve a sufficient number of guards or security guards. It is a quite widespread practice to allow private security companies to check travellers' luggage at the airports. So why couldn't the public trust private companies to provide security at public events? The task of the police can be, in particular, to ensure public order and traffic control outside public events.

## **Increasing Efficiency of the Institutions of the Interior Sector in Latvia EU funded Project**

Of course, there could be some public and nationwide celebrations, where the SP involvement is required (e.g. 4<sup>th</sup> of May, 18<sup>th</sup> of November, Song Festival etc.).

### **6.7. Organization of police services in transportation and close protection**

Interaction between the judicial and law enforcement authorities' transportation tasks should be evaluated. The criminal procedure chain shall be the guidance followed in assessing responsibilities for transportation.

The police provide VIPs close protection and it is one of the core duties of the police at the governmental level.

### **6.8. Organization of police services in relation to traffic accidents**

It is worth considering that it could be not the SP's duty to drive to the scene of traffic accidents when people have not suffered. Assisting people in case of such accidents can be the responsibility of insurance companies. After all, it is customary not to turn to the police when no material (financial) damage has been caused, and the disputes will be settled according to the Civil Law.

## **7. Conclusion**

Every organization has a reason for its existence whether it is to produce commodities, services, safety and security, or to enhance growth and well-being of the citizens. Some organizations are indispensable because they produce services needed to guarantee rights, security and safety granted to citizens by law. Organizations like this are empowered to use means that restricts citizens' freedom or penetrates deeply to one's private life. The most important organization like this is the Police. Despite of having powers regulated by laws and norms, the police has to earn its credibility in order to carry out its duties in the best possible manner. Police organization should be easy to approach and the services it offers should be equally available to all.

Surrounding and sometimes turbulent society imposes demands on the police and these demands should be noted in everyday performance. To have capacity to meet these demands the organization should also be able to renew itself and enhance its performance. There might be several reasons for renewing an organization. Cost effectiveness, changes in surrounding society, changes in internal security situation or changes in international political climate. Regardless of the reasons there are some key elements to be taken into account when reforming the organization.

Decision making should be as near to daily work as possible. To ensure this it is vital to create a low organization without unnecessary long chain of command. When doing so citizens have

## **Increasing Efficiency of the Institutions of the Interior Sector in Latvia EU funded Project**

their issues handled without delay, which enhances public confidence to the police. In this report a model of organization based on international experience and consisting of two stages was recommended. Low organization enables flexibility and real time reaction without changing organizational structures but rather changing the working methods.

Cost effectiveness is probably the most common reason for renewing the organization. It does not necessarily mean saving money or surviving with lower budget but to improve effectiveness and performance with same financing. If organization has not scrutinized its structure, tasks and working methods there, most probably, can be found inefficiency, overlapping and routines that do not meet standards for good performance. Therefore, all functions inside the organization should be evaluated and divided in a new way and centralized when possible. For example, administrative services are possible to produce in a centralized manner. Centralization also guarantees uniform procedures inside the organization.

Tasks which are not core functions for the police should be outsourced or handed to other authority or privatized when possible. It is not very effective to use trained police officers as guards or clerks behind desk. Telephone switchboard, invoicing and payroll clerks are examples of tasks that may be outsourced.

Leadership and motivation of personnel through the whole process is important when planning and executing changes within organization. Without acceptance and cooperation of personnel inevitable gap of effectiveness will raise. By encouraging participation of the personnel and recognized key persons it is possible to avoid factors that might hinder or decelerate the process or negative impacts to efficiency and performance.

Knowledge management is essential nowadays and its importance is becoming ever more relevant in the modern leadership of police functions. It also affects cooperation between national actors and especially sharing of information in a small country. Knowledge management is also very relevant in forming the situation picture and training of police officers.

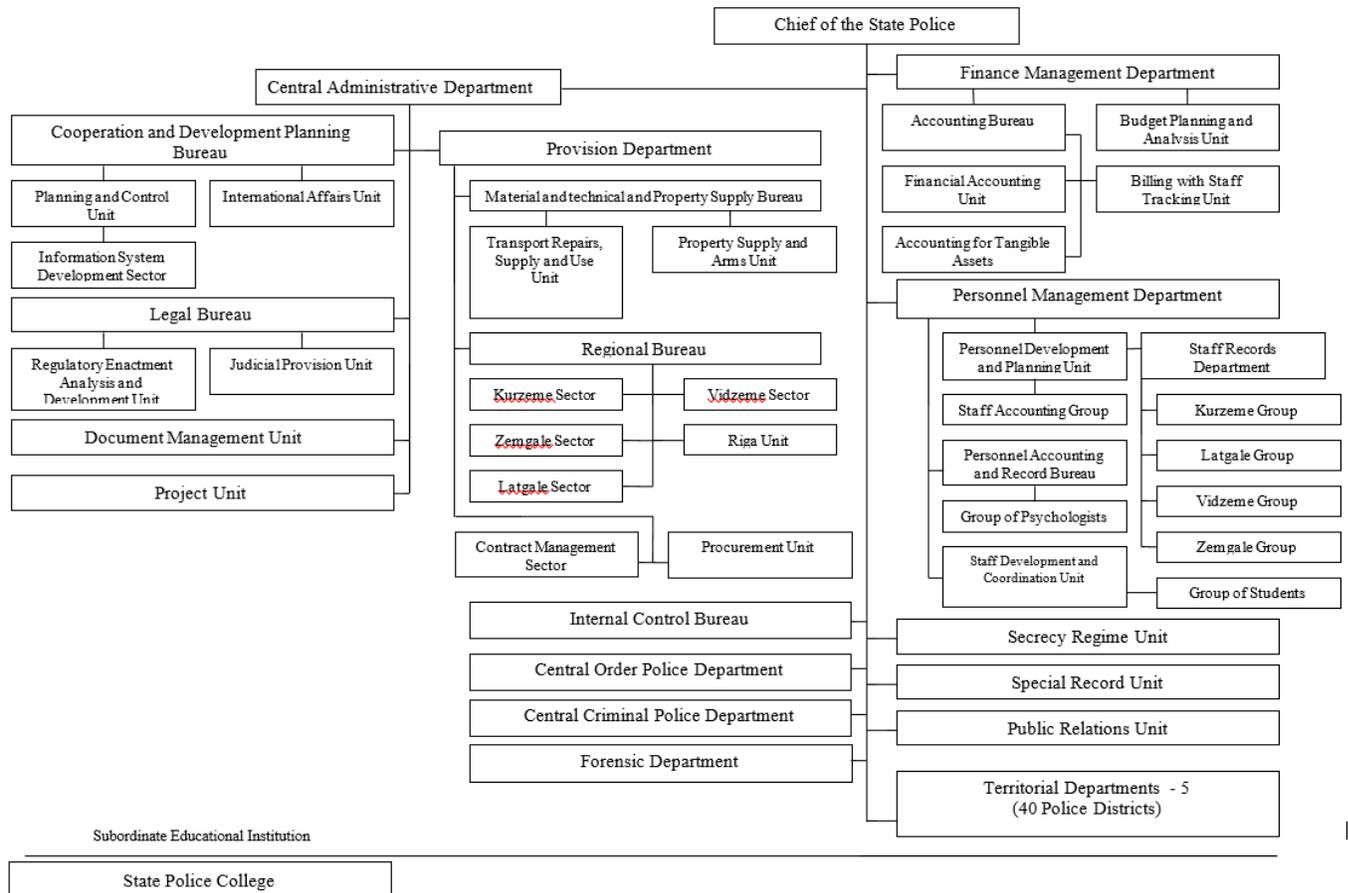
As next steps, the report proposes the analysis of the recommendations provided as well as the assessment of the legislation, operational environment and political will in support of the reforms in the police according to the vision and objectives provided by the Ministry of the Interior and the SP. The support of the management is highly essential in the change management to minimize the resistance to change and to enhance cooperation and commitment of the personnel. Open communication and transparency is needed as well as preparedness to face malfunction and loss of results for the while being until the new organization structure is fully functional.

Finally, it is utmost important to emphasize that changes do not happen by themselves. Therefore, it is necessary to provide employees with relevant explanations before changes take effect, and to help them to take on new tasks through proper training. This is especially true for those who get the role of a group leader.

The reform to increase efficiency should preferably lead to an increase in the salaries of the police officers and other staff, which will alleviate the unwillingness to participate in changes.

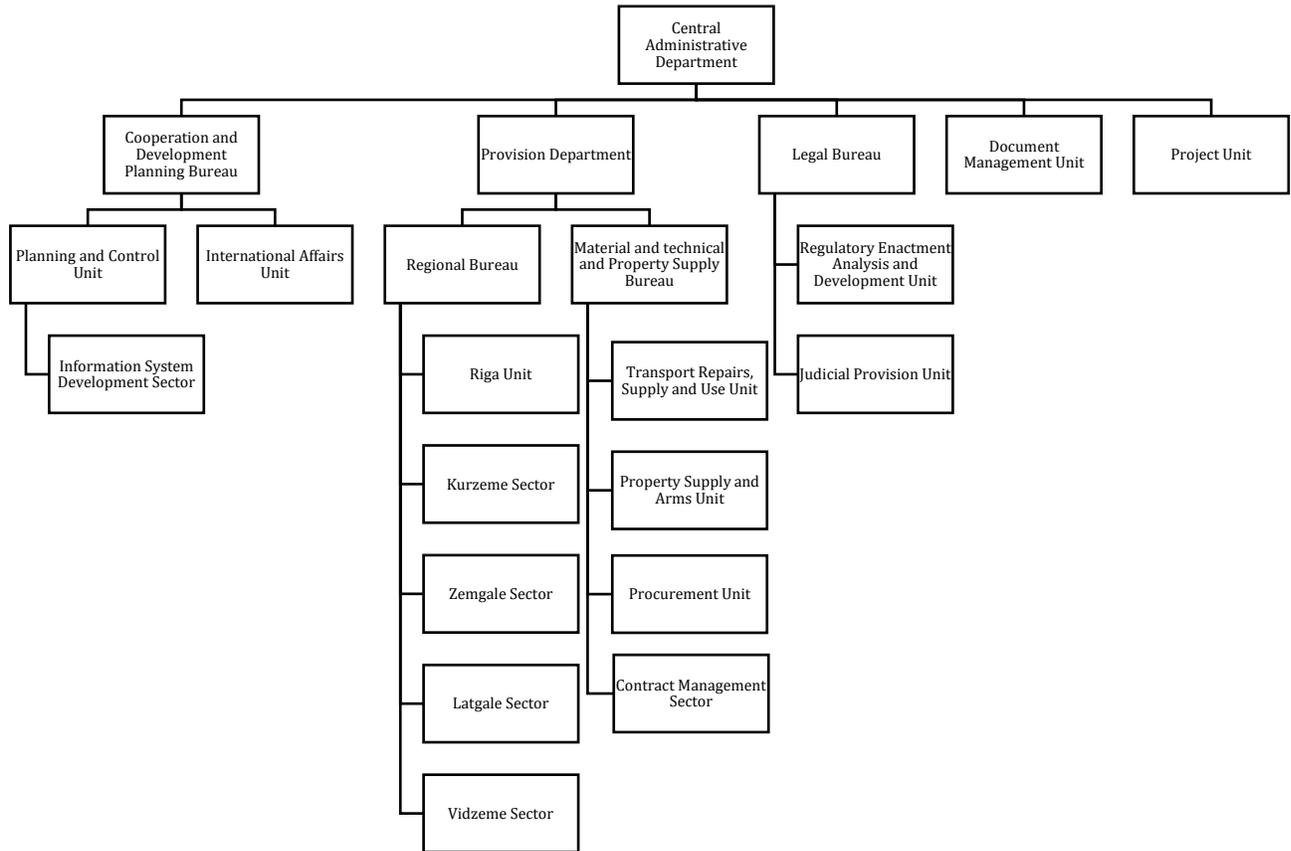
# Increasing Efficiency of the Institutions of the Interior Sector in Latvia EU funded Project

## Annex 1. The overall organizational chart of the SP



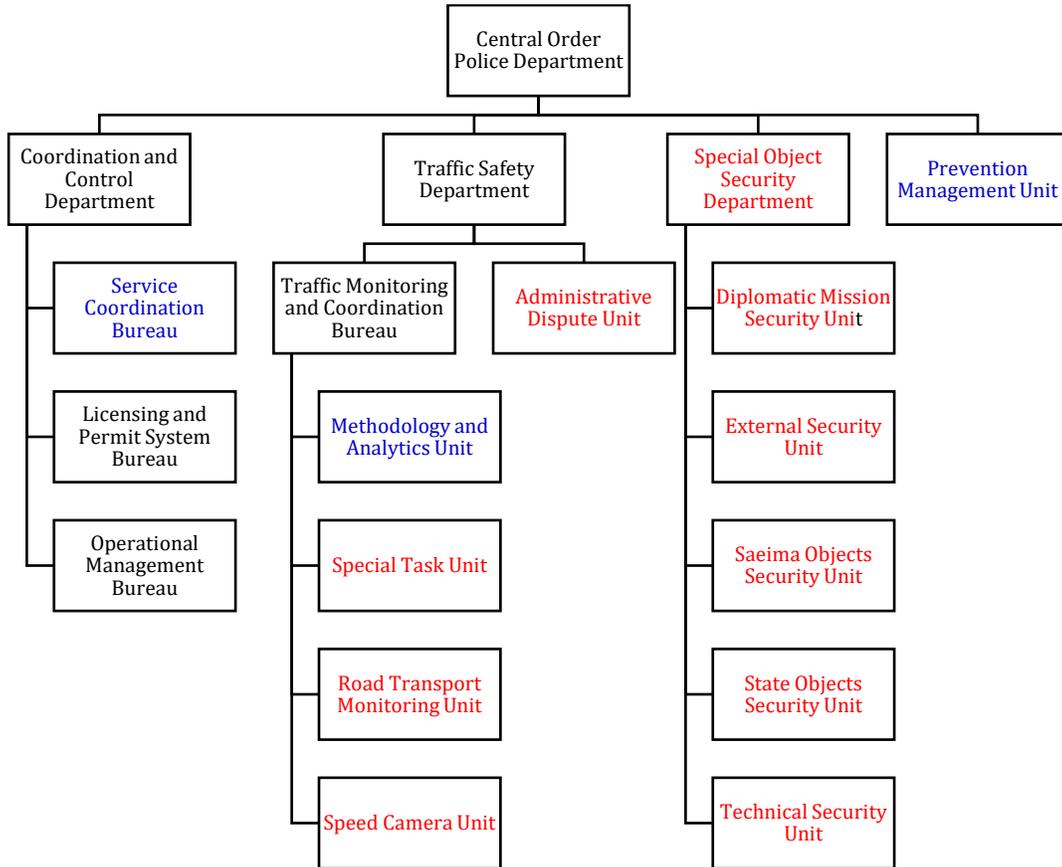
## Increasing Efficiency of the Institutions of the Interior Sector in Latvia EU funded Project

### Annex 2. The organizational chart of the Central Administrative Department



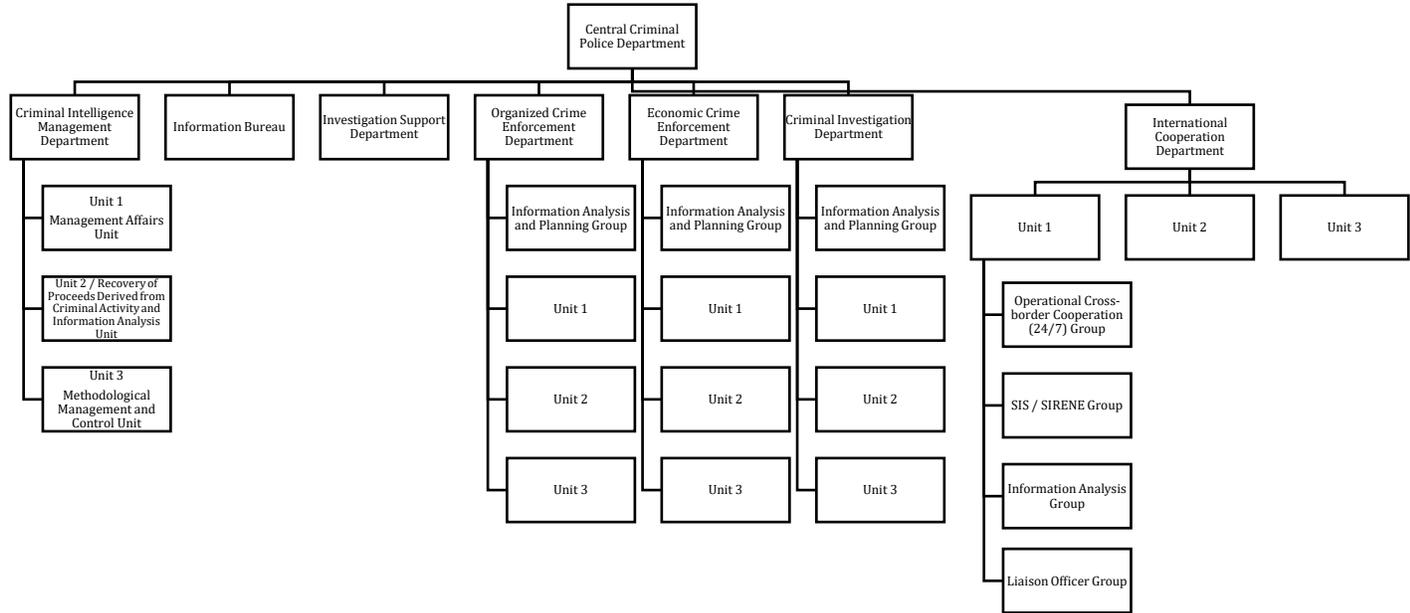
**Increasing Efficiency of the Institutions of the Interior Sector in Latvia  
EU funded Project**

**Annex 3. The organizational chart of the Central Public Order Police Department**



# Increasing Efficiency of the Institutions of the Interior Sector in Latvia EU funded Project

## Annex 4. The organizational chart of Central Criminal Police Department



**Organized Crime Enforcement Department, Unit 1 – Operational investigatory process of organized criminal groups and investigation of especially high profile cases**

**Organized Crime Enforcement Department, Unit 2 – Enforcement of illegal circulation of narcotic and psychotropic substances and precursors thereof**

**Organized Crime Enforcement Department, Unit 3 – Enforcement of human trafficking and various forms and risks thereof**

**Economic Crime Enforcement Department, Unit 1 – Fight against use of financial system for money laundering and financial system of crimes**

**Economic Crime Enforcement Department, Unit 2 – Fight against fraud, manufacture and distribution of counterfeit money, malfeasances in private sector, illegal circulation of excise goods in the internal market and crime against the environment**

**Economic Crime Enforcement Department, Unit 3 – Fight against cybercrime, criminal offences in the field of electronic means of payment, criminal offences in the field of protection of intellectual property (including distribution of illegal audiovisual content), as well as violation of circulation of pornographic materials online**

**Criminal Investigation Department, Unit 1 – Solution of murders and search of persons**

**Criminal Investigation Department, Unit 2 – Enforcement of crime against property**

**Criminal Investigation Department, Unit 3 – Enforcement of criminal offences against morality and sexual inviolability (including children's)**

**International Cooperation Department, Unit 1 – Operational cross-border cooperation (24/7) and cooperation in the field of SIS/SIRENE**

**International Cooperation Department, Unit 2 – Cooperation with the law enforcement institutions of Latvia within the framework of the competence of Europol or Interpol**

**International Cooperation Department, Unit 3 – Provision of criminal legal cooperation**

## **Increasing Efficiency of the Institutions of the Interior Sector in Latvia EU funded Project**

### **Annex 5. Description of Police structures and resource models in Finland**

#### Summary of the Finnish Police structure and police reforms (PORA I-III)

The Ministry of the Interior is responsible for guiding and supervising the police in Finland. The National Police Board directs and guides operational police activities. It directly supervises the local police departments, the national police units, the Police College of Finland and the Police Technical Centre.

#### The reforms made in the Finnish Police 2008-2009 and 2014 (PORA I-III)

During the past ten years the Finnish Police has experienced several reforms implemented under the national structural reform programme of the Police, PORA, which has had altogether three phases. The most essential changes were related to reforms concerning the top management and reorganization of the police departments.

PORA I started in 2008 and it reduced the former 90 local police departments to 24 police departments. This reduction in the number of police departments was seen necessary in order to improve efficiency within the administration and also to fine-tune the processes within the police organization. Streamlining the organization was necessary due to the diminished amount of resources and the regressive economy.

PORA II was part of an administrative reorganization of the Finnish Police: the former county administrative police departments were dismantled and their tasks were integrated with those of the local police departments. Helsinki Police Department's organizational structure was also reorganized.

Furthermore, PORA II divided the strategic and operative tasks of the management into a two-tier organization: the police department of the Ministry of the Interior is responsible for the strategical development and legislation, while the National Police Board is responsible for operational guidance since 1.1.2010.

PORA III further reduced the former 24 local police departments to 11 police departments. This was seen necessary in order to further improve efficiency within the administration and also to further fine-tune the processes within the police organization. Streamlining the organization was necessary due to the diminished amount of resources and the regressive economy.

Overall, this reform decade was characterized by organizational changes, procedural changes and the integration of several police departments under the National Police Board. It was also characterized by the transition phase from the old organization to the new organization and by the new responsibilities and tightly integrated organization of 24 police departments versus previous 90 police departments, ending up with 11 police departments. Efficient planning seemed to be one of the key success factors in this transition: preparedness plans for the future challenges, planning of coordination and planning to reach the strategic goals with fewer resources<sup>6</sup>.

---

<sup>6</sup> Arla Juntunen: strategy development, planning and performance – a case study of the Finnish Police: Conference Paper, November 2014

## Increasing Efficiency of the Institutions of the Interior Sector in Latvia EU funded Project

### Current resource distribution model and the development needs in Finland

The current local police resource model was confirmed in autumn 2013. The model has not been applied in full (the given numbers have not been applied as such, but rather as an estimation for reductions) and, in practice, need-judgement has been used to allocate the resources. The local police resource model has thus been applied in different contexts when allocating money for specific needs; e.g. the allocation of funding for the Asylum seeker process.

The current model's variables and their weightings are: population 45%, area 5%, AB-tasks (i.e. two most urgent alert task categories) 16%, criminal offences 16%, criminal offences solution level 8% and the number of personal injury accidents (traffic) 10%. In addition, there are some additional specialised factors such as management (alarm/response) centres, road safety centre, needs for man power to economic crimes and foreign Affairs, airport and security functions in the capital area, which are to be taken into consideration.

**Table 3. Resource distribution model of the Finnish Police**

<b>Variables</b>	<b>Population</b>	<b>Area</b>	<b>AB-tasks</b>	<b>Criminal offences</b>	<b>Criminal offences solution level</b>	<b>Traffic Accidents with victims</b>	<b>Total</b>
<b>Weighting</b>	45%	5%	16%	16%	8%	10%	100%

The financial framework of the budget of the police sets a certain numerical ceiling for the number of police officers, which has been declining for several years. For this reason, the resource allocation model is not fully complied with. The personnel reduction needs would have caused unreasonable situations for police units to reduce staffing levels according to the model. In addition, changes in the operational environment (e.g. asylum seeker crisis) have led to a lack of full compliance with the resource model. These developments have also affected the resources of the national units.

### The development needs of the Finnish current police resource distribution model

All police units have contributed by presenting their views on the development needs of the current resource distribution model. The main development needs or current practical problems are as follows:

Resource allocation should be developed in the direction of an overall resource, so that other staff, including civilians working for the licensing services, would be included in the distribution model.

## **Increasing Efficiency of the Institutions of the Interior Sector in Latvia EU funded Project**

Consideration should be given, whether there is any need to set HTV (i.e. staff working year) targets for police units at all.

Consideration should be given to the duration of the funding period. Long-term use of funding should be considered. The police services are implementing one-year financing practice at the moment. For this reason, it is impossible to make contracts of employment and staffing arrangements over the year beyond the funding period.

In some units (e.g. Lapland PD) the basic population is relatively small and the current model for allocation of resources takes population to a high proportion into account (45%). The area is a strong tourist area and especially foreign tourism is on the rise. Tourism is seasonal and increases during the season the number of people in the region, but the number of police does not rise. However, the police unit has to be prepared for fluctuations such as the one described above, which should be considered in the resource allocation e.g. Special factors.

The service demand variables used in the local police resource model (population, surface area) are not suitable for Helsinki, where population highly impacts the need for police services. The impact of population growth and, in particular, the concentration of a migrant population in the Capital region should be better reflected in the resource allocation. The population growth forecasts and the demand for police services should be taken into account more strongly in the reform of resource allocation, including the socio-economic situation in the region, because it is reflected directly in the police work.

The exceptional construction boom in the capital region should also be taken into account in the resource allocation. The construction of large commercial centres and the West Metro, as well as residential construction, will cause movement of the population to municipalities in the metropolitan area, thereby increasing demand for police services. Rail, transport routes, nuclear power plant, oil refinery, population growth, and in particular the rapid growth of foreign backgrounds, are also considered as special factors.

Organised and mobile crime and their investigation will continue to focus more on the Metropolitan Police units, which should be considered in the resource allocation.

The increasing costs of a large foreign-language population should be taken into account in the resource allocation. The costs are increased by the need for translation and interpretation services, for example. Additionally, assignment affiliations (e.g. response time) are increasing in dealing with a foreign-speaking population.

The area and the service network of the police are issues that the police department cannot influence. These are, however, affecting greatly to the challenges of the organisation of the daily activities. The resource distribution model should take into account the needs of permanent structures or geographic factors, which have influence to the duration of the patrol's tasks, the number of vehicles and their associated costs.

### [Advantages why there is separate National Bureau of Investigation in Finland:](#)

Nationwide area of operation

Centralized functions like communication systems (SIENA, INTERPOL etc.)

## **Increasing Efficiency of the Institutions of the Interior Sector in Latvia EU funded Project**

Strong capability for strategic, tactical and operational analysis in order to provide solid and concrete information to the SP High Command and political decision makers

Capability to react in real time (flexibility)

Capability to focus on major threats, reveal threats and react accordingly

Free of any attempts to unduly influence in its functions

Capability to develop new investigation methods and techniques

Cost effective (some costly investments may be initiated by the NBI)

Uniformity (i.e. all technical equipment, software etc. can be tested before delivered to police stations)

Certain operations should be under centralized supervision like undercover operations, handling of informants etc. in order to ensure real time exchange of information and legal aspects

Releases resources of the main and sub police stations to focus on their daily operations instead of investigating cases which take a lot of resources and are time consuming

Enough experts and skilled staff to handle internet and cybercrimes

Enough experts and skilled staff to carry out effective intelligence

Can take care of crime cases when police officer is suspected

### **Forensic Laboratory**

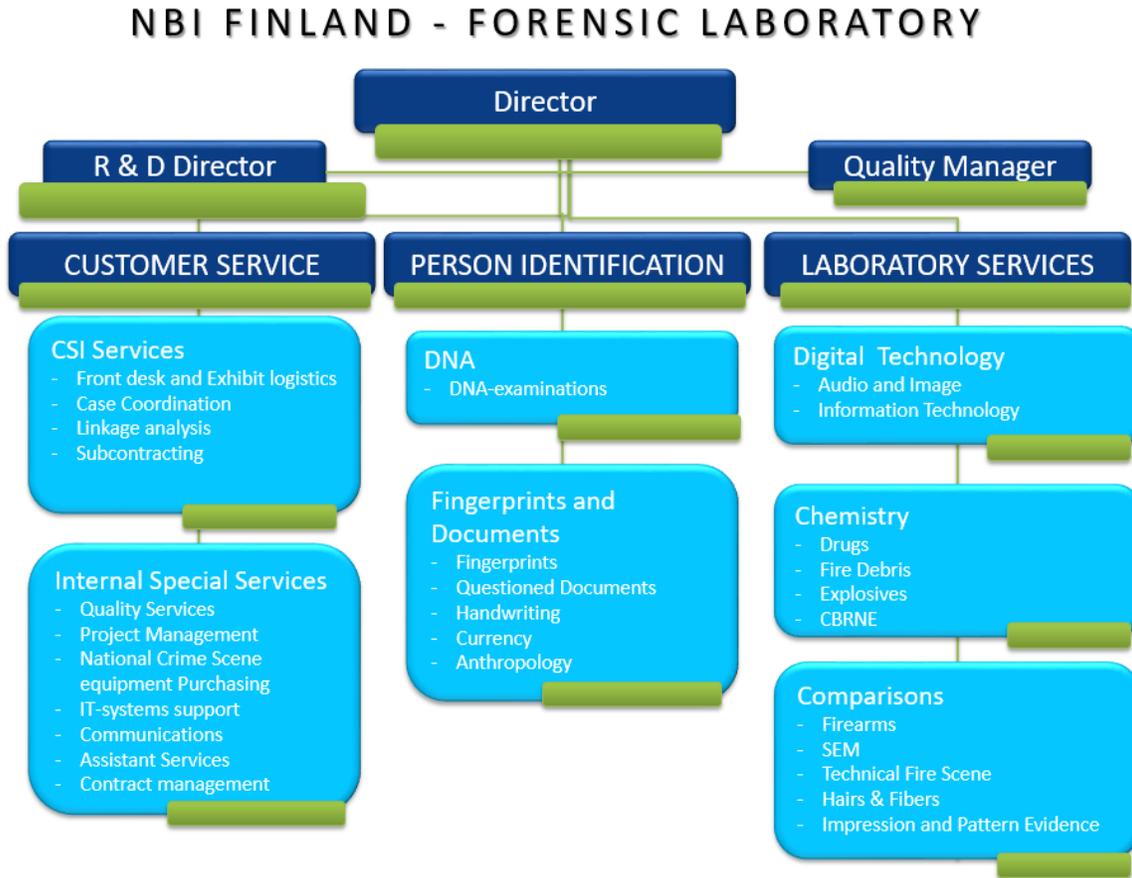
NBI Forensic Laboratory (FL) serves police and also other investigative (Law Enforcement Authorities) authorities like Customs, Defence Forces and Border Guards and other relevant authorities like Immigration Service. In practice, most of incoming requests are related to pre-trial examinations. Most of the forensic services are centralized to NBI FL, but some are acquired from subcontractors. The NBI FL is not a commercial laboratory so it is not possible for private sector to buy any services from the laboratory. One of the main objectives of the NBI FL is to improve and develop methods, efficiency and quality of a pre-trial process.

Because vast majority of ordinary crime scene investigations are carried out by police patrols and only demanding crime scene investigations are carried out by specialized Crime Scene Investigation units of the NBI FL, all methods and equipment are to be accepted by the NBI FL and all methods must be uniform. Purchasing crime scene investigation equipment and delivering them to police districts is tasked to the NBI FL. Police University College is responsible for arranging basic and expert training for crime scene investigations, but the NBI FL offers its expertise also for training purposes.

In order to guarantee consistent quality of chain of evidence, the whole process of Crime Scene Investigation work in the field and laboratory examinations are audited and accredited using relevant ISO standards for the European Forensic Science Areas requirements to be fulfilled.

**Increasing Efficiency of the Institutions of the Interior Sector in Latvia  
EU funded Project**

**Chart 7. NBI Finland Forensic Laboratory**



**Special Operations**

Special Operations is part of the Criminal Intelligence Department at the NBI. As widely around the Europe, it includes the undercover, informant handling, backstopping and witness protection functions. It is also tasked to be in charge of protection of threats against the civil servants (law enforcement, prosecutors) and tactical analysis functions at the Finnish NBI.

Undercover function is in charge for both physical and internet activities. It supports not only the NBI, but also all the police districts and other law enforcement authorities. It is the national point of contact in this very international operations environment.

Due to the present operational environment and increasing need for under cover actions at the police districts the task is shared in the internet section. The Police Districts are in charge for majority of the covered Internet operations. Yet, NBI should have the national expertise and responsibility in the field.

Undercover operations should be monitored carefully by the NBI’s director and depending of the legislation the decision process includes inter alia the connection to this level. Beneficial for the situation picture is when the unit has the tactical analysis function. This can support both the operations and strategic level analysis.

## Increasing Efficiency of the Institutions of the Interior Sector in Latvia EU funded Project

Chart 8. Tasks of the Special Operations



### Cooperation between the Police and Prosecutors

In most European countries prosecutor is leading crime investigations or there is a system that the court will decide if investigation will be opened. Finnish model differs from those due to the fact that the police is responsible for opening the cases and investigation.

Cooperation between the police and prosecutors is regulated by law. In very early stage of the investigation prosecutor will be informed and case will be prepared together in order for the prosecutor to have all relevant material when he or she goes to the court.

Some measures are used only by the prosecutor (e.g. European Freezing Order and European Arrest Warrant) and/or prosecutor will sign certain measures like European Investigation Order. Investigation leader in crime cases is commanding officer i.e. Chief Inspector or higher.

When police officer is suspected prosecutor is on charge of the whole investigation. The division of the tasks and roles of the police and prosecutors is very much pending on local legislation of each country.

### Valtori

The name of the Finnish Government ICT Centre is Valtori<sup>7</sup>. It provides information and data communication technology services for the central government and its authorities in high preparedness and security areas. Police and other security organizations are supported by Valtori. One of the aims is to achieve savings through the harmonisation of processes and services. Valtori arranges bidding competitions for high-volume purchases.

### Palkeet

The name of the Finnish Government Services Centre for Finance and HR group services is Palkeet. It is very much focused on digitalisation in its supporting tasks, which are:

1. Expense processing
1. Revenue processing
2. Accounting
3. Travel management

<sup>7</sup> <https://valtori.fi/en/information-on-valtori>

## **Increasing Efficiency of the Institutions of the Interior Sector in Latvia EU funded Project**

Valtori and Palkeet are two Finnish examples of centralization of Support Functions for the Police administration in Finland. Although they are decided at the governmental level and guidance is that high, it shows the possibilities that can be followed by the authorities based on their own visions. Centralisation of the supportive tasks delivers resources to the basic tasks at the administrative branch.

## **Increasing Efficiency of the Institutions of the Interior Sector in Latvia EU funded Project**

### **Annex 6. Description of Police structures and resource models in Sweden**

In Sweden, the budget frames for the coming year are based on the budget lines of the previous year. The financial allocation will take into account possible future priorities and other specific factors and cost increases. In the first phase, the model finances the operational departments or other common activities at national level (e.g. IT Department, National Forensic Centre or education). The next step is to devote resources to police units in the priority areas. The third stage shows the weighting of resources at different levels of activity. These sections are services (16%), investigation/prosecution (55%) and preventive work (29%). These sections are still divided into different subcategories with their respective percentages of share ratios. The model is a global resource model that divides economic factors (€) into non-personal working years. In determining the different weight coefficients, the working hours are utilised, despite of the weaknesses identified. The model has been found to be sufficiently precise at group level. The final result of the model allocation criteria can also be adjusted to refine the weightings.

## **Increasing Efficiency of the Institutions of the Interior Sector in Latvia EU funded Project**

### **Annex 7. Description of Police structures and resource models in Denmark**

The definition of the Danish police framework and the performance control is very similar to that in Finland. Of course, the Danish police have organisational functions which are not part of the police organisation in Finland (e.g. local/regional prosecution Service). As part of a broader police organization reform in Denmark, also police performance steering and funding was renewed 2007. This meant reforming local police services. The allocation of resources is based on objective criteria, which are supported by empirical data and describe the operating environment of individual police departments. The model aims to guarantee the same level of service in all police units. The model is transparent and understandable. Regional special factors are also considered (e.g. airports).

The Danish model is divided into three categories: bottom-Division, activity-based distribution and the division of regional specific factors (e.g. airports, border-related tasks or emergency call centres). For the 10 comparable police units, 100 person working years will be allocated as a basis for crime prevention and alert action. The Copenhagen police is given a corresponding 300 person-years of work.

The activity-based entity model is divided into crime prevention and alarm operations. The weighting in the model is crime prevention (67%) and alarm action (33%). The deliverable tracking at the bottom of the calculation is based on a moving average of 3.5 years. In the Crime prevention package, the average functionality is calculated and a weighted number of 11 different types of crime. The weighting is based on average working time. The Crime prevention component is based on the assumption and on the requirement that all police units should achieve the same productivity. Certain selected categories of offences also account for the demographical elements of each area of the police unit, which corrects the productivity figure.

Alarm assignments represent the functionality of the alarm functions. For these, as well, a three-year sliding average is applied, weighted by regional factors (e.g. journeys, urbanity/urban modesty). The objective is to achieve equal levels of service or availability in all regions.

The third aspect of the model are the regional special factors. These include, among other things, the regional and supporting tasks of the main urban district, or the fight against terrorism.

The Danish police resource distribution template is a total resource model, although resources are allocated to different activities in the model. Police units have full autonomy and flexibility to allocate the total amount of money allocated to the various activities of the police unit locally as long as they are able to meet their obligations and achieve their objectives. It is important to note that in the Danish police there is no annual target number of police officers, as in previous years, but instead targets on the total wage expenses ceiling or total expenditure ceiling.

## **Increasing Efficiency of the Institutions of the Interior Sector in Latvia EU funded Project**

### **Annex 8. Description of Police structures and resource models in Estonia**

The Estonian Police has impressively improved its structure, effectiveness, public trust and respect during the past two decades. During this period reforms have been implemented several times in the area of Internal Affairs. One of the biggest reorganizations has been the unification of Border Guard and Police. The most recent renewal took place five years ago.

#### **Unification of different professions and profession lines**

The Estonian Police has transferred from the territorial and regional management into service-based leadership. It follows the national development in this purpose. Since 2016 the budget of the Ministry of Interior has been built in service-based point of view (VAAK2014-2017).

How the renewal has been organized at The Estonian Police today?

One Headquarters - the common use for services and administration - will reduce the need for interaction and agreements. There will be less need for alignments and it has enabled to unite know how in many competencies e.g. IT and legal affairs. Services are administered and budgeted commonly and legal analysis is centralized. Centralized functions can be effectively measured by the information collected when the resources are also available cross-administratively.

#### **Regional Police**

The purpose and aim have been intensification of the regional police which still exists from the public point of view. The new model enables the use of recourses and making decisions whether to focus on foreseeing or reacting. It gives possibility to focus on regional problems and at the same time acknowledge national challenges and priorities.

The regional arrangements are different comparing to the territorial needs. HQs Pärnu, Jõhvi and Tartu has a coordinative role. The North prefecture has regional departments in its organization.

#### **Centralized functions and services**

The operational situation picture and awareness is a vital function. The police departments have been organized to two main functions: preparation and reactive sections. The preparation includes licenses & permits services, criminal police and wanted persons search functions and the reactive function includes public order police, traffic police, and guard and escort duties.

## **Increasing Efficiency of the Institutions of the Interior Sector in Latvia EU funded Project**

### **Annex 9. Description of Police structures and resource models in Lithuania**

#### **Structure of the Lithuanian Police and Distribution of Functions**

There are 16 legal entities functioning in the Lithuanian Police (81 ones existed up to 2008): the Police Department under the Ministry of the Interior, 10 territorial police agencies (county police headquarters which have subdivisions – territorial police stations (66)), the Lithuanian Police School, 4 specialised agencies functioning at the national level (Lithuanian Police Forensic Science Centre, Lithuanian Traffic Police Service, Lithuanian Criminal Police Bureau and Anti-terrorist Operations Unit “Aras”).

The Police Department under the Ministry of the Interior sets priority trends and strategic objectives for all police agencies and the Police Commissioner General assigns official activity tasks for the chiefs of police agencies to be evaluated annually. Major part of functions are concentrated at the Police Department to administer the activities of all the police, namely, personnel, accountancy, supply for the functions and workplaces of officers, provision of information, HR, skill level raising, etc. In addition to that, the Police Department ensures the implementation of activity coordination and control.

Police agencies – county police headquarters – implement both tasks assigned to the police in the territory ascribed and the function of service in respect of the units functioning in their territory. County police headquarters are engaged in the implementation of priorities determined by the Police Department, measures defined under strategic and annual activity plans and account for the results achieved following the criteria set. Furthermore, certain activity functions were concentrated in county police headquarters to achieve qualitative activity results: criminal intelligence, pre-trial investigations in line with the remit outlined, licensed activity (registration of weapons, etc.), traffic safety enforcement, public safety enforcement during mass events, analytical function, coordination and management of HR of the police, implementation of special task functions, the function of control, etc. Structural subdivisions of police agencies (police stations) implement police tasks in territories ascribed.

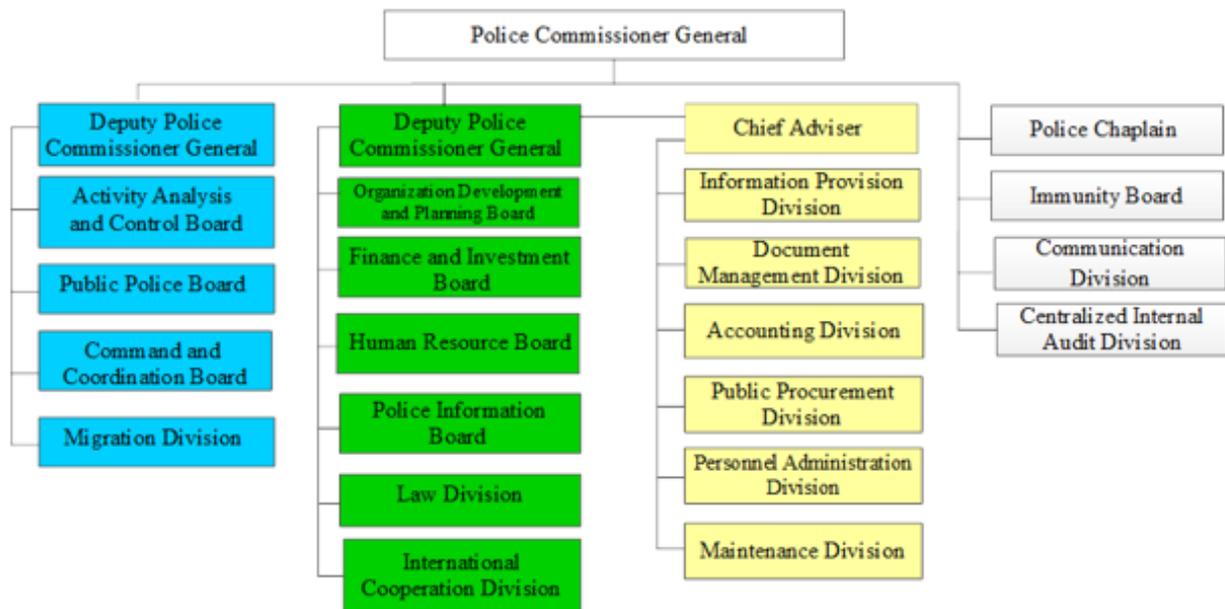
There are 16 police units in the Lithuanian police - legal entities: Police Department under the Ministry of the Interior (further - the Police Department), 10 territorial Police Units, 5 specialized Police Units and one Police Professional Training Institution. The Police Department is a highest administrative institution to which are subordinated other police units. The aim of Police department is organization, coordination and monitoring of police performance, implementation of management of police units. The Police Department ensures the implementation of the police functions ascribed to its competence, controls and coordinates the activity of subordinated police units, gives them recommendations and instructions, develops and implements common police activity and personnel policy of the subordinated police units, ensures the implementation of the state programs within the police, organizes the realization of the decisions of the Police Commissioner General as well as the control of their implementation.

## Increasing Efficiency of the Institutions of the Interior Sector in Latvia EU funded Project

### The structure of Police department in Lithuania

The Chief of Police department (also the highest manager of all police system) is a police commissioner general. He has two deputies, one of them is responsible for the performance of direct police functions, another one – for implementation of administrative functions. Subordination of the units of Police department is organized according to the division of their responsibilities.

**Table 4. Structure of the Police Department**



In 2015 there were implemented some changes in the central police institution. Routine functions were separated from the strategic ones in the Police department. For example, the function of an employee recruitment is executed in different unit than function of formation and implementation of police personnel strategy. From 2015 there were strictly separated functions of police officers and other personnel (within police system 300 positions of police officers were replaced by civil servants). To optimise performance of police, the administrative functions (personnel, accounting, and public procurement) of all police units were centralized within the Police department, including implementation of some IT solutions for some personnel management, unification of same data bases, processes, procedures.

### Reforms in the Lithuanian Police

In order to accomplish efficient activity arrangement and resource management, a number of reforms have been made in the Lithuanian police since 2014, which were aimed at function redesigning, structure alignment, definition of clear standards for activity organisation, withdrawal of redundant functions, separation of police functions (statutory police officers)

## **Increasing Efficiency of the Institutions of the Interior Sector in Latvia EU funded Project**

from administration and supply functions, having a skilled officer, proper supply of instruments necessary for function performance, proper payment for work, consistent rebalancing of workloads, activity quality, etc.

During the period 2014-2015 specialised criminal police units in county police headquarters were established (Lithuania consists of 10 counties). Only specialised criminal police units do conduct criminal intelligence, implement activities with informants, technically-related functions, functions of surveillance and analytical activities. The remits of specialised criminal police units and territorial police stations were separated (the order of the Police Commissioner General agreed on with the Office of the Prosecutor General of the Republic of Lithuania clearly lays down which crimes are to be investigated by specialised criminal police units (all serious and grave crimes, including certain less serious but specific crimes, e.g. economic crimes, financial crimes, cybercrimes, etc.). The best HR of the criminal police were concentrated in specialised criminal police units to achieve quality and results in this field. Non-complex criminal offences the investigation of which requires no specific knowledge remained for the investigation of police stations.

Fundamental changes in the activity of territorial police stations of county police headquarters were made in 2016-2018. It was clearly standardised how to define the functions and models of officer activities. A new unified model to organise activities of police stations was introduced: territories of police stations were divided into several but smaller territories under internal orders passed where police tasks are performed by formal officer teams (a chief investigator and 5 to 7 officers under his/her authority). Detailed unit structure (position subordination in view of subunits and groups) was cancelled since practice proved that such structure did not enable efficient distribution of positions subject to situation changes.

The team under consideration is in charge of for crime situation in the territory under its supervision, restraint of criminal hot spots, individual prevention in respect of risk individuals, investigation of violations of law and criminal offences, etc. An increased number of officers implementing the functions in the territory, collecting and handling of information of police interest and being aware of hotspots and contingent in the territory was achieved through the activity changes mentioned. Organisation of work at the incident scene became possible through the introduction of IT tools (filling out documents in information systems, working in mobile workplaces, etc.).

This reform refused soviet division of functions according to positions (a criminal police officer, a district inspector, an inspector for the issues of minors) previously applied, switching to a universal model of activity arrangement – a team of officers know the territory under their supervision, is responsible for the performance of tasks assigned and account for the results achieved. Positions of community officers were established in the course of the reform the main mission of whom is the implementation of general prevention and intermediation between the community and the police. A separate team was established in each police station the officers of which are in charge of pre-trial investigations in cases with suspects identified. Separate positions (patrols) were created to ensure public order in the territory of a police station and positions to respond to reports on criminal offences and conduct initial actions at incident scenes.

## **Increasing Efficiency of the Institutions of the Interior Sector in Latvia EU funded Project**

Equivalent centralisation procedures of administrative functions took place in 2016-2018: centralised personnel, accountancy, supply services, etc. which led to the reduction of police costs in these fields, and introduction of new information tools which reduced the number of employees. Police officers in charge of the police task performance are not obliged to do the work that is not directly related to their activities, such functions were allocated to administrative employees.

### **Methodology for establishing the number of positions in the Lithuanian police**

The maximum number of positions in the police system (both statutory and non-statutory) is determined by the Minister of the Interior. Nevertheless, in practice there has not ever been such funding provided to police that would allow to fill all the positions available, and even more, to ensure that the employees are appropriately provided with working tools. Therefore, in HR planning, consideration is taken into the amount of assignments the state may allocate; all police activities are prioritised and major resources are allocated to rapid crime response and to the prevention and investigation of serious and very serious crimes.

The implemented reforms have led to costs savings, the implementation of means of motivation and attraction of qualified employees into the police system, that is:

“Programme 1000”, being implemented since 2015, aims at substantially increasing, until 2020, police officer salaries (in 2015, the net salary for lowest-level officers made up 428 euros, whereas presently it makes up no less than 700 euros). Moreover, after the redesign of functions, unification of positions and clear identification of position groups, certain supply standards have been approved that are necessary for the execution of a certain function. This not only facilitated the estimation of the needs of supply and procurement planning but has also enabled the assessment of position-related costs required for fulfilling a specific function. The Police Law stipulates that in case an additional function is assigned for police fulfilment, supplementary budgetary appropriations must be allocated to it.

The state budget allocated to police operation is managed by the Police Commissioner General. Each year, the budget to be allocated to police is planned with reference to the funding of the previous year predicting also additional appropriations in relation to the changes that occurred in the environment (delegating new functions, amendments to legal acts, etc.).

The Police Commissioner General annually allocates appropriations to police agencies from the general police budget. Currently there are attempts to adopt the principle that appropriations be allocated to territorial police agencies based on the number of incidents recorded by police (70%) and the size of an area overseen by a police force (30%); furthermore, supplementary funding is given to finance additional functions (e.g. to ensure the public security in recreation/resort areas in high season, etc.).

Police agencies freely dispose of the funds and plan the staffing on their own (not exceeding the maximum permissible number of positions); however, they are obliged to meet the criteria specified below:

1. not to have debts at the end of a year;

**Increasing Efficiency of the Institutions of the Interior Sector in Latvia  
EU funded Project**

2. ensure that obligations of “Programme 1000” are fulfilled (as concerns the payment of the minimum salary);
3. fulfil the criteria set for activities;
4. ensure the supply of all tools necessary for a position in accordance with the Standard;
5. ensure equal workloads to officers executing the same functions.

Additionally, the minimum (threshold) number of positions within each unit was approved in 2018 by the order of the Police Commissioner General. It established that along with the number of police officers approaching to the minimum, performance indicators and their estimated results, performance priorities, procedures, etc., must be reviewed. However, in line with the Police Law, positions are cut and created within police agencies by the Police Commissioner General; therefore, while creating and cutting posts within police agencies, the Police Department evaluates, in all cases, the obligations of police agencies and their needs provided, thus ensuring control this way.