

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



**RECOMMENDATIONS**

**FOR INTRODUCING EFFICIENT PERFORMANCE MEASUREMENT  
SYSTEM**

**IN THE STATE POLICE OF LATVIA**

*REPORT OF ACTIVITY 2*

<b>Project Title:</b>	Increasing Efficiency of the Interior Sector Institutions 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 of Latvia
<b>Country:</b>	Latvia
<b>Lead MS Partner:</b>	HAUS Finnish Institute of Public Management

*This publication 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 Interior Sector Institutions in Latvia, Phase 1  
EU funded Project**

## **Table of Contents**

<b>1. Introduction.....</b>	<b>4</b>
<b>2. Background Information.....</b>	<b>6</b>
<b>2.1. General Background Information.....</b>	<b>6</b>
<b>2.2. Main challenges in strategic planning and performance management .....</b>	<b>6</b>
<b>3. Overarching recommendations regarding strategic planning and performance management.....</b>	<b>11</b>
<b>4. Recommendations for setting KPI-s in the State Police.....</b>	<b>22</b>
<b>4.1. Recommended examples of KPI-s on the State level.....</b>	<b>24</b>
<b>4.2. Recommendations for KPI-s on operational level .....</b>	<b>27</b>
<b>4.2.1. Provision of public order .....</b>	<b>27</b>
<b>4.2.1.1. Patrolling, ensuring road safety.....</b>	<b>27</b>
<b>4.2.1.2. Responding to events .....</b>	<b>29</b>
<b>4.2.1.3. Prevention.....</b>	<b>29</b>
<b>4.2.2. Investigations .....</b>	<b>31</b>
<b>4.2.2.1. Pre-trial investigations.....</b>	<b>31</b>
<b>4.2.2.2. Administrative offences .....</b>	<b>32</b>
<b>5. Conclusion .....</b>	<b>33</b>
<b>Annex 1. Report of the State Police Regional Departments on Public Order and Traffic Control Activities .....</b>	<b>35</b>
<b>Annex 2. Present performance indicators of State Police in the area of combating crime .....</b>	<b>36</b>
<b>Annex 3. Present performance indicators of State Police in the area of prevention.....</b>	<b>37</b>
<b>Annex 4. Description of performance measurement system in Finland.....</b>	<b>42</b>
<b>Annex 5. Description of performance measurement system in Estonia .....</b>	<b>51</b>
<b>Annex 6. Description of performance measurement system in Lithuania .....</b>	<b>55</b>

## **Increasing Efficiency of Interior Sector Institutions in Latvia, Phase 1 EU funded Project**

### **Annexes**

Annex 1. Report of the State Police Regional Departments on Public Order and Traffic Control Activities

Annex 2. Present performance indicators of State Police in the area of combating crime

Annex 3. Present performance indicators of State Police in the area of prevention

Annex 4. Description of performance measurement system in Finland

Annex 5. Description of performance measurement system in Estonia

Annex 6. Description of performance measurement system in Lithuania

# **Increasing Efficiency of Interior Sector Institutions in Latvia, Phase 1 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 - State Police).

The report was requested by the Ministry of Interior of the Republic of Latvia (hereinafter - Ministry of Interior) and financed by the European Commission (hereinafter - EC) Structural Reform Support Service (hereinafter - SRSS) - an European Union (hereinafter - EU) programme that provides tailor-made support to all EU countries for their institutional, administrative and growth-enhancing reforms.<sup>1</sup>

The goal of this report is to recommend effective performance measurement system for the State Police. This includes recommending examples of performance measurement indicators in the following working areas of the State Police:

A. Provision of public order:

- Patrolling, ensuring road safety;
- Responding to events;
- Prevention.

B. Combating crime:

- Investigations (pre-trial investigations and administrative offences cases).

For each key performance measurement indicator (hereinafter - KPI), the following has been described in the report:

- Title of the KPI;
- Definition for the KPI;
- Formula for calculation of the KPI;
- Recommendations for gathering the data for calculation of the KPI.

This report contains:

- Background information describing current main challenges in strategic planning and performance management of the State Police as seen from perspective of experts;
- Overarching recommendations for the necessary changes in the strategic planning and performance management of the State Police;
- Specific recommendations with KPI's and success indicators for specific working areas of the State Police;
- Conclusion part (summary of recommendations);
- Description of performance measurement system in Finland;
- Description of performance measurement system in Estonia;

---

<sup>1</sup> [https://ec.europa.eu/info/funding-tenders/funding-opportunities/funding-programmes/overview-fundingprogrammes/structural-reform-support-programme-srsp\\_en](https://ec.europa.eu/info/funding-tenders/funding-opportunities/funding-programmes/overview-fundingprogrammes/structural-reform-support-programme-srsp_en)

## **Increasing Efficiency of Interior Sector Institutions in Latvia, Phase 1 EU funded Project**

- Description of performance measurement system in Lithuania.

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

- Mr. Kaj Björkqvist – Detective Chief Inspector (Finland);
- Mr. Timo Saarinen – Chief of Police (Finland);
- Mr. Markku Ranta-Aho – Head of Financial Crime Division (Finland);
- Mr. Ari Lahtela – Detective Superintendent (Finland);
- Ms. Tiina Ferm – Head of Countering Hybrid Threats of Ministry of Interior (Finland);
- Ms. Žaneta Rudaitiene – Head of the Activity Analysis and Control Board at the Lithuanian Ministry of Interior (Lithuania); and
- Mr. Vallo Koppel – Prefect of the South Prefecture at the Estonian Police and Border Guard Board (Estonia).

The expert group conducted extensive review of the State Police during the period of September, 2018 – September, 2019 by using different methods, including interviews, telephone calls, Skype conferences, workshops. Background material was also used, including strategies and plans, which were provided by the Ministry of Interior and the State Police.

The finalization of this report has been done in cooperation with Mr. Vallo Koppel, HAUS and the Ministry of Interior.

*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 Interior Sector Institutions in Latvia, Phase 1 EU funded Project**

## **2. Background Information**

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

The Ministry of Interior has approached the SRSS in 2018 with a request to support the State Police in developing effective and efficient performance management system through the help of the EU Member State experts.

It was requested by the Ministry of Interior that measurable, useful, easy-to-understand, controllable in time, cost-effective, motivating and easy-to-track performance measurement indicators are recommended for each working area of the State Police (patrolling, ensuring road safety, responding to events, prevention, pre-trial investigations, administrative offences cases).

It was requested by the Ministry of Interior that not only performance measurement indicators are suggested, but also mechanisms are recommended to Latvia on how it is possible to compare Regional Departments between each other and Police Stations between each other in terms of efficiency.

In addition, it was requested by the Ministry of Interior, that during the course of the project, the EU Member State experts outline to Latvia the main issues which they see as biggest challenges in existing strategic planning and performance management in the State Police.

The recommendations to improve strategic planning and performance management, which are provided in this report, are created by using experience of Estonia, Finland and Lithuania that have implemented several strategic and performance-related reforms in their police organizations. The report shares the best practices of these countries in terms of measuring performance of their police organizations and proposes specific recommendations for the State Police.

### **2.2. Main challenges in strategic planning and performance management**

The project experts concluded after analysis phase, that the interior sector as such faces noticeable challenges in strategic planning and performance management. A lack of strong basis for strategic planning and performance management is seen.

Having studied various data collected on the State Police activities and practices for evaluating the effectiveness of the State Police activities, the experts involved in the project have concluded, that it is not possible, at present, to have a good overview of the impact of the State Police activities on security or the cost effectiveness of different police services.

The project experts have also concluded that there is a lack of an ambitious long-term, result oriented overall vision, lack of clear goal statements and KPI's for each of the working areas (i.e. services) of the State Police.

Additional conclusion - lack of the IT performance systems/dashboards hinder the possibility of the Ministry of Interior to properly monitor the efficiency and effectiveness of the State Police operations.

In this chapter of the report, the project experts will explain deeper the main problems by identified in the strategic planning and performance management of the State Police.

## **Increasing Efficiency of Interior Sector Institutions in Latvia, Phase 1 EU funded Project**

### ***Challenge No. 1: Bottom-up approach to strategic planning***

The current practice of drafting the strategy of the Ministry of Interior is based on the bottom-up approach. It means that currently it is not the Ministry of Interior that defines the main goals and KPI's for the State Police, but it is the State Police that sets the goals for itself. The problem here is that such goals can be achieved relatively easily because the defined goals and KPI's may lack ambition.

According to current practice when the planning year ends and some of the targeted performance indicators have not been met by the State Police, a downgrade in performance measurement indicator is proposed by the Ministry of Interior for the next planning year. There is no practice for conducting in-depth analyses to explain the reasons for failure to meet the defined goals. From the point of view of the experts, the above mentioned is one of the gaps in the planning and implementation of strategic goals.

*The group of experts has provided recommendations to address this challenge (see recommendation No. 1 and 2 of this report).*

### ***Challenge No. 2: No linkage between financial planning and strategy and performance management***

If the goal of the institution is to increase efficiency, then ultimately the goal is to make sure that there is a perfect linkage developed between the budget and strategic plan. Having studied the current practice in the State Police, the experts have concluded that there is currently no such clear link in the State Police.

One of the root causes of this situation is obviously the fact that the State Police has not yet reached a clear description of their work processes and determination of the price/cost of services.

For example, if new targets are to be set for the results of traffic monitoring and additional financial resources are to be allocated, it is currently unclear which activities and subdivisions should be targeted in order to achieve maximum impact. Without knowing the resources requirements of the processes, it is not possible to establish a balanced relationship between budget and objectives and indicators of their fulfilment. These relationships must be known at the strategic management level in order to make smart management decisions.

The problem described above is probably the cause of practice in which during the validity of the Ministry of Interior strategy some additional program or development plan is adopted at the state level, which also sets some strategic goals for the State Police. However, it has not been customary to integrate these objectives into the strategy of the Ministry of Interior or to provide activities for the annual operational work plan of the State Police, since there is usually no additional funding for the implementation of these programs. It is understood that without knowing the cost of specific processes / services, it is not possible to make proposals for funding additional tasks. There are currently several such programs in force.

## **Increasing Efficiency of Interior Sector Institutions in Latvia, Phase 1 EU funded Project**

*The group of experts has provided recommendations to address this challenge (see recommendation No. 3 of this report)*

### ***Challenge No. 3: Lack of simplicity, constructivism and sharpness in strategic planning documents and outdated system of performance measurement in use***

After having studied strategic planning documents (e.g. Operational Strategy of the Ministry of the Interior for 2017-2019, and State Police Operational Strategy for 2017-2019), the experts have concluded that currently for each of the duties (possible to name also as services) of the State Police (i.e. patrolling, ensuring road safety, responding to events, prevention, investigations) there is a lack of ambitious long-term vision, as well as real KPI's and supporting success indicators to reach these KPI's.

The current formulation of the strategic objectives can be summarized as follows. The overall objective (or value) that the police work is intended to create security for the people of Latvia is missing. In the absence of the aforementioned strategic objectives, the key indicators determining their level of achievement have not been defined.

When comparing the strategies and annual operational work plans of the neighbouring EU Member States, the strategy and annual operational work plan of the Latvian State Police is quite complex and fragmented. The strategy and annual operational work plan is too voluminous and is lacking clarity and simplicity in its statements.

*The group of experts has provided recommendations to address this challenge (see recommendation No. 4 and 5 of this report).*

Another challenge – performance measures in each of the particular duties (i.e. services) are not cascaded smartly down to the Central and Regional Departments and to their sub-units. In recent years, initial attempts have been made to divide the sum of the achievement levels of the target activity indicators between central units and regions, but this has not been successful. There are some fields of duty (i.e. services) where no performance metrics appointed to structural units. In such cases, the Excel table only reflects some factual figures that can be numerically counted after completing the tasks. In fact, it is impossible for these entities to give feedback on whether they have been successful or not. The assignment of state-level performance indicators to sub-units within central units and regions has so far been coincidental, and depended on the experience and desire of police chiefs.

*The group of experts has provided recommendations to address this challenge (see recommendation No. 2, 4 and 5 of this report).*

A good example of how during the last two years efforts have been made to formulate the desired goals by involving the members of the organization, is the police summit conference at the national level. The focus was not on numbers, but on how to improve next year. At these conferences, agreements have been reached only on some of the topical issues. For example, the following performance indicators to be achieved by the State Police in 2019 (according to the supplement to the performance indicators defined in the State Police Strategy for 2017-2019) were agreed in abovementioned summit conference:

- application of simplified criminal proceedings;
- suspension of criminal proceedings;

## **Increasing Efficiency of Interior Sector Institutions in Latvia, Phase 1 EU funded Project**

- reconciliation;
- investigation of money laundering is performed alongside the primary proceedings;
- implemented practice for recovery of presumed proceedings of crime.

### ***Challenge No. 4: Lack of centralized approach to data collection and analyses***

The current approach to strategic planning and performance management is not based on the data collection, analysis and public surveys originating from the Ministry of Interior itself. Instead, it has been built up piecemeal by the subordinate institutions of the Ministry of Interior, which, upon necessity, provide required information to the Ministry of Interior.

From the perspective of experts, the main problem with such practice might be:

- 1) It hampers the ability of the Ministry of Interior to define broad cross-sectoral goals in strategically important areas;
- 2) It slows down the possibility of actually monitoring what is happening in reality within the subordinate institutions of the Ministry of Interior.

*The group of experts has provided recommendations to address this challenge (see article 4.1.1. of this report).*

### ***Challenge No. 5: Collection of useless data and lack of IT system/dashboards to control performance***

On daily basis, considerable amount of data needs to be collected/registered by the police to calculate different performance measurement indicators, etc. However, after reviewing the actual situation in the State Police, the experts have concluded that there is a considerable amount of data that is being collected simply because it is an *old tradition*. It means that there are many useless data sheets being filled out, but are not used for analyses or interpretation afterwards. As a consequence, considerable amount of human resources and time is spent on providing unnecessary and/or unused data.

In addition, there is a huge amount of Excel-based data that is being collected mainly by hand. The head of each Regional Department/Central Department organizes the collection of data and transmits this data to the Planning and Control Unit of the Cooperation and Development Bureau of the Central Administrative Department of the State Police. Later, the Planning and Control Unit compiles an overall view/picture of the whole country based on the collected data. There is a widespread opinion among the police chiefs that this kind of data is actually of little use.

One example of such routine is provided in Annex 1. It can be seen that the police officers must fill out the Report of State Police Regional Departments regarding the results of the performance of service duties in the field of public order provision and traffic monitoring. Data is collected manually and each manager according to his or her own subjective interpretation draws up a summary of results. The question is – why such reports are needed?

## **Increasing Efficiency of Interior Sector Institutions in Latvia, Phase 1 EU funded Project**

That kind of data collecting practice is rather useless and has to be eliminated as soon as possible. Only such useful data, which will be used later for analysing etc., must be collected.

*The group of experts has provided recommendations to address this challenge (see recommendation No. 8 of this report).*

During one of the workshops, the experts requested to provide a list of the performance indicators for the strategy of the State Police, for which the data is being collected manually, and for which the State Police has the IT system for data collection and performance overview. This information has been prepared by the State Police. Please refer to Annex 2 and 3, where it is indicated, what kind of data is collected manually and what kind of data is retrieved from the IT system.

From the perspective of experts, it is a dramatic problem in this modern computerised world that:

- too many performance measures and too much data in the State Police are/is currently being written and collected manually by using Excel worksheets by the police officers and other employees of the State Police; and that
- there is still a lack of IT system/generated dashboards in the State Police to make qualitative overview on daily basis in each of the operational area of the State Police.

Although already in 2011 an IT system was made available to investigators to enable them to see, for example, how many cases are in the hands of investigators, how many cases have been sent to the prosecutor, etc., it is still the daily practice of many police chiefs to keep on collecting the data recorded in the database manually.

One of the key reasons supporting this practice is probably the lack of IT solution with data visualization capabilities. Neither the police officers, nor chiefs perceive the need for digital and high-quality data processing, as there is no tangible positive result for them.

The following main concerns can be identified in case of such data collection practice:

- 1) it takes a considerable amount of valuable time;
- 2) it inevitably creates mistakes and leads to inaccurate and useless information;
- 3) police chiefs regardless of their level (e.g. strategic, middle or first level) have almost no possibility to have a real control over what happens in reality in their field of responsibility.

*The group of experts has provided recommendations to address this challenge (see recommendation No. 8 of this report).*

### ***Challenge No. 6: Creation of overlapping, long and low-added value performance reports***

The State Police prepares its performance reports every year. These reports are part of a historical tradition in the State Police and for many years such performance reports have been written both at the national level in general, and by the Central Units/Regional Departments in particular. No nationwide review was written in 2018.

## **Increasing Efficiency of Interior Sector Institutions in Latvia, Phase 1 EU funded Project**

Some of the performance reports are required to be prepared according to the Latvian legislation (e.g. the Performance Report for the society use on the work of the State Police Performance). However, the majority of the reports are being created just because it is an old tradition to do so.

On average, every *performance report* consists of 30-100 pages. The experts studied the reports of the year 2017 and found out that the following documents were drawn up by the police:

- Performance Report for the society use on the work of State Police (33 pages);
- Performance Report on the work of the State Police (49 pages, excluding annexes);
- Performance Report on the work of the State Police Criminal Police Department (94 pages);
- Performance Report on the work of the Organized Crime Enforcement Department (69 pages);
- Performance Report on the work of the Criminal Investigation Department – (60 pages);
- Performance Report on the work of the Economic Crime Enforcement Department (33 pages);
- Performance Report on the work of International Cooperation Department (12 pages);
- Performance Report on the work of Riga Regional Department (87 pages); and
- Performance Report on the work on Latgale Regional Department (54 pages).

It is clear that the prepared performance reports are overlapping each other.

Each performance report requires considerable amount of human resources, working hours etc. for collecting and preparing the data on which these listed documents are based on. Considering their volume, these reports are overwhelming to read and have questionable value.

Leadership-related decisions require brief summaries outlining possible preliminary decisions, along with the strengths and weaknesses of each possible decision.

*The group of experts has provided recommendations to address this challenge (see recommendation No. 9 and 10 of this report).*

### **3. Overarching recommendations regarding strategic planning and performance management**

#### ***Recommendation No. 1: Strengthen the role of the Ministry of Interior in strategic planning***

The practice, according to which the State Police define the high-level strategic goals and KPI's for itself, is recommended to be avoided.

*Tip: The experts recommend to the Ministry of Interior to consider strengthening its own role in strategic planning. The Ministry of Interior should have a leading role on top-level planning in the State Police. The planning should also include the process of setting specific goals and KPI's for every key areas of the State Police. Additionally, it is recommended that the Ministry of Interior take the leading role in data analyses and collection, and public polling surveys.*

## Increasing Efficiency of Interior Sector Institutions in Latvia, Phase 1 EU funded Project

### ***Recommendation No. 2: Consider reorganizing the strategic planning processes in State Police***

The strategy of the Ministry of Interior, preferably based on the objectives formulated by the Government of the Republic of Latvia for the Latvian community, is the starting point for the preparation of the Strategy and the annual operational work plan of the State Police. Undoubtedly, the State Police must also take into account communications, technology, security (incl. cyber security), population and economic trends in developing its strategy and annual operational work plan. In summary, external environmental factors must be considered.

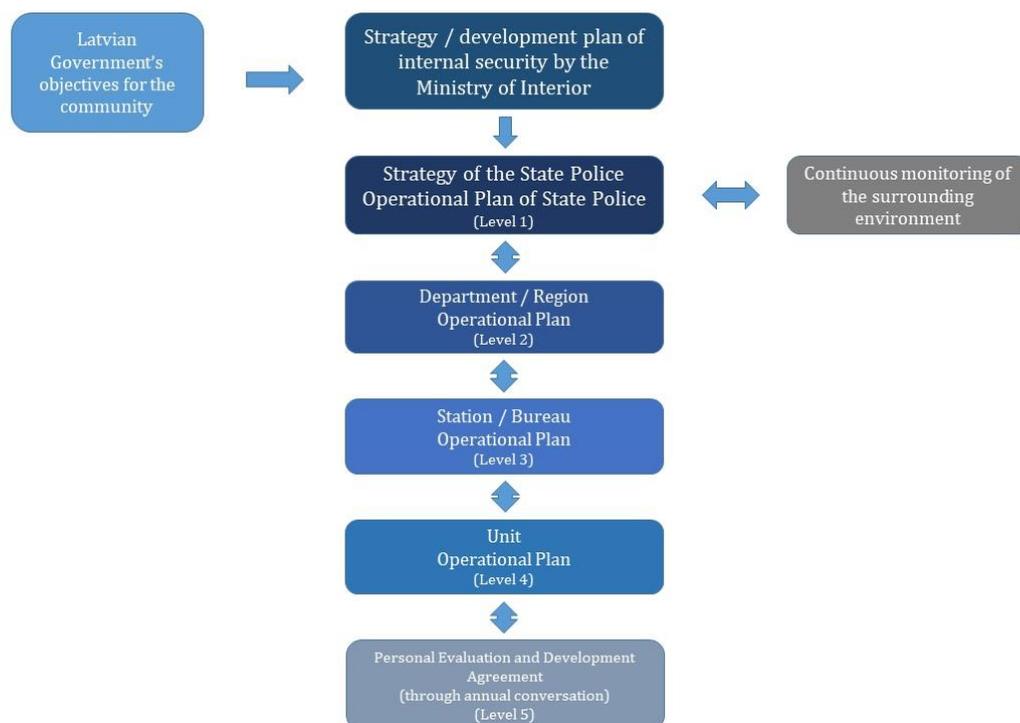
When focusing on the goals set by the Ministry of Interior and on the expectations of the Latvian community, the State Police, as an organization, must agree on its future goals, and determine the best way to move forward in a given situation (i.e. making strategic choices). It would be reasonable to update the strategy in the same pace with the budget planning and annual operational work plans.

The value of the strategy and the agreements and choices it contains lies not so much in the existence of a document, but rather in the process of drawing it up, and subsequently in regular reviews (preferably annual) and updates. Agreeing on a strategy is crucial and it will help the State Police officials to work in the same direction. Moreover, implementing a practice of planning and continually improving necessary activities at all management levels has the highest value.

Next, it is important to agree on how the logic of strategy planning reaches even to the lowest levels of management, and how each employee's performance is going to be linked to the achievement of the set strategic goals.

Various levels within the State Police should prepare annual operational work plans to reflect actions to be undertaken at each level as these levels relate to the strategic direction established through the Strategic Plan (see Chart 1).

**Chart 1. Recommended model of planning for State Police**



## **Increasing Efficiency of Interior Sector Institutions in Latvia, Phase 1 EU funded Project**

Planning documents should be easy to read and should relate to each other in order to help to achieve the organization's goals. It is also important to avoid producing duplicating documents and unnecessary administrative burdens.

The policing environment is dynamic and that is why the willingness and readiness to change our activities is much needed. Annual operational work plans should be living documents and continually reviewed. Therefore, the changes should be implemented into annual operational work plans after every three or four months.

### ***Recommendation No. 3: Consider introducing process-based management system***

One of the prerequisites for measuring efficiency is knowing the cost of services and the processes of the service. It is therefore recommended that the State Police starts describing its services and processes. Next, the services must be linked to the resources needed to provide these services. And finally, possible service levels corresponding to the available resources can be defined. Without the activities described above, the accuracy of assigning tasks in the annual operational work plan of the State Police will remain at the level of random prediction.

A summary of why a process management model should be preferred to a traditional management model can be read here: <https://www.businessmapping.com/blog/traditional-management-vs-business-process-management/>

*Tip: The State Police urgently needs a comprehensive knowledge of the cost of the processes and services. The underlying models for resource accounting need to be developed. The distribution of costs between different police services needs to be as accurate as possible. For police services, it is advisable to set up resource kits. Service-based costing provides an opportunity to start measuring economic cost-effectiveness. In addition, it is a good tool in terms of management, i.e. it gives an overview of the possibilities of reallocating resources between services.*

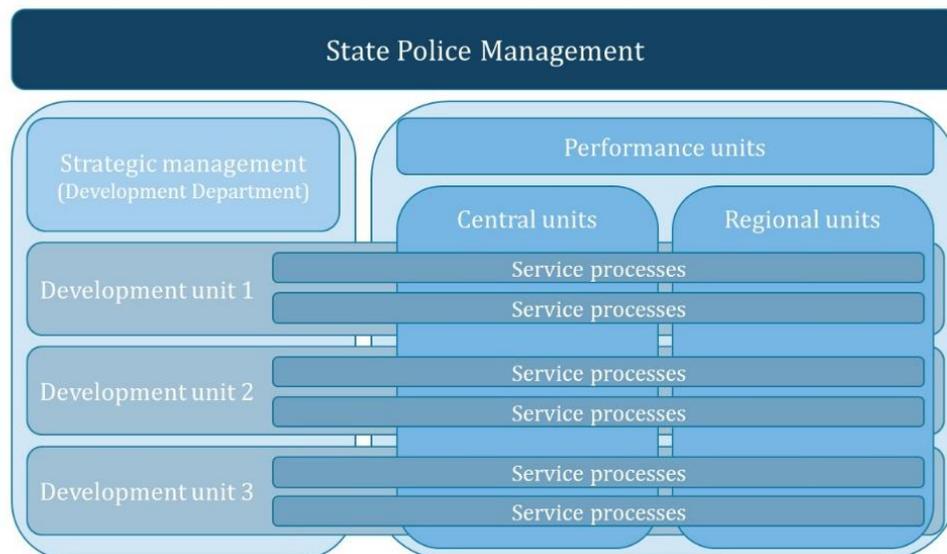
Resources are the resources needed to carry out the processes (e.g. employees, tools, etc.). In order to facilitate the management of resources and to link them to these processes, the sets of resources are to be created (e.g. human resources, training, and vehicles). Creating human resources sets is the most basic work. Planning resource is based on models consisting of different components (e.g. process time, fuel consumption, etc.) and their interactions.

*Tip: In the public sector, budget constraints are the most permanent, and often the capabilities of the service provider and the expectations of the recipient of the service vary. In order to meet the set objectives and legally binding obligations, it is necessary to agree at the strategic level what and at what level is offered. Using a service-based management model is a meaningful method of linking work within an institution to the value offered to the interest groups, and analysing effectiveness by linking costs with activities.*

The use of necessary digital solutions (i.e. software) is also a prerequisite for service-based management.

## Increasing Efficiency of Interior Sector Institutions in Latvia, Phase 1 EU funded Project

Chart 2. Recommended services-based matrix management



Process- and service-based management takes the issue of comparing the performance of police regions and police stations to a new level. Service-based management enables to set tasks to units in correlation with the resources are given to them. Because of that it is essential to evaluate the performance of each unit against the objectives assigned to it. Comparison of unit results cannot be an end in itself. This becomes important if there is a significant difference at the level of performance of the tasks of the units in terms of resources shared equally (on the same basis). In this case, the circumstances that led to a better than expected performance or a correspondingly lower than expected performance can be investigated.

### ***Recommendation No. 4: Consider adopting a Balanced Scorecard methodology for strategic planning and performance management***

The quality of planning in the State Police needs to be improved and the system for drawing up work plans needs to be changed. The work plans should firstly set ambitious goals that can be directly influenced by the State Police. Metrics should measure the satisfaction of all relevant interest groups (i.e. customers) with the provision of police services. The purpose of the service is to create value for the interest groups. Unless it is clear to whom and what value is created, it will not be possible to provide the best service.

An interest group is a group or groups of people who are interested in or potentially affected by the service delivery process. Interest groups are located both inside and outside the institution. Based on the needs of the interest groups and the capabilities of the service provider, service quality indicators/metrics are set up to achieve these processes, based on the capabilities of the service provider.

*Tip: The experts recommend that the State Police considers adopting a Balanced Scorecard (hereinafter BSC; see Chart 3) methodology for strategic planning and management, which is widely used by private companies and industries, government agencies and non-profit*

## Increasing Efficiency of Interior Sector Institutions in Latvia, Phase 1 EU funded Project

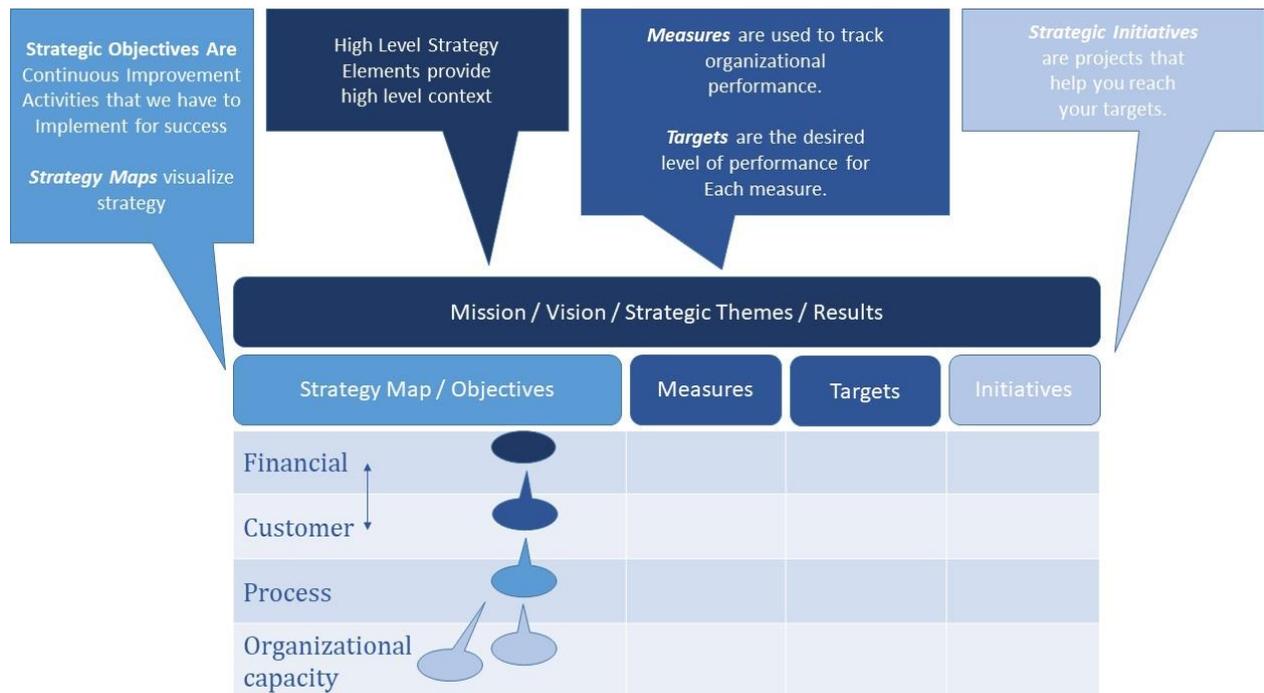
organizations. The Finnish Police took the BSC into use in 2002<sup>2</sup>, and it has been used by the Lithuanian Police for several years already, and it is currently being implemented in the Estonian Police.

The BSC is a system that organizations use to:

- communicate what they are trying to accomplish;
- align the day-to-day work that everyone is doing with strategy;
- prioritize projects, products, and services;
- measure and monitor progress towards strategic targets.<sup>3</sup>

The system connects the dots between big picture strategy elements such as mission (our purpose), vision (what we aspire for), core values (what we believe in), strategic focus areas (themes, results and/or goals) and the more operational elements such as objectives (continuous improvement activities), measures (or key performance indicators, or KPI's, which track strategic performance), targets (our desired level of performance), and initiatives (projects that help you reach your targets).<sup>4</sup>

**Chart 3. Balanced Scorecard<sup>5</sup>**



<sup>2</sup>

<http://citeseerx.ist.psu.edu/viewdoc/download;jsessionid=1DC6B377393ED75C5563F7FA3BF06B60?doi=10.1.1.618.4078&rep=rep1&type=pdf>

<sup>3</sup> <https://www.balancedscorecard.org/BSC-Basics/About-the-balanced-scorecard>

<sup>4</sup> <https://www.balancedscorecard.org/BSC-Basics/About-the-balanced-scorecard>

<sup>5</sup> <https://www.balancedscorecard.org/BSC-Basics/About-the-balanced-scorecard>

## **Increasing Efficiency of Interior Sector Institutions in Latvia, Phase 1 EU funded Project**

Measurement of services and processes is mainly necessary because, in the absence of measurement, there is no information as to whether the set objectives are being achieved or not. Moreover, with the help of metrics it is possible to identify or reward failure, and also consciously handle the causes of failure. The service metric must be relevant and measure the purpose of the service.

### ***Recommendation No. 5: Link the vision of the State Police with the objectives needed to achieve the vision to the operational work plan using the S.M.A.R.T. method***

By using performance indicators, organization and its leaders are able to show how efficiently the organization is fulfilling its tasks, how it is targeting its operations and actions, how it should guide performance in the future, to assess what is essential (and what is less essential), and to monitor that all activities are financed in proper manner.

Goals and their achievement indicators should be derived from the strategy of the State Police. It is vital to formulate indicators already when forming the strategy in order to guarantee that the strategy and indicators are in line and targeted to the same direction.

Goals and their indicators may be defined in a way that on the strategic and central level (State Police) more general expressions are used (i.e. to increase motivation and the employees' work duty performance quality), and on operational level more practical indicators and goals are formulated.

It is recommended that all indicators should be formulated so that it is possible to express clearly how well the desired objectives are achieved (or *vice versa*). Generally it can be done by using figures or short qualitative expressions, or by using index figures. With numerical figures, it is quite simple to show trends and historical variation. More challenging, however, is to create qualitative, simple and univocal indicators. Therefore, most of the indicators are expressed numerically or by index figures.

The majority of the indicators derives from goals based on national needs and norms. Nonetheless, some indicators are common and used widely in different countries and jurisdictions (e.g. the number of filed crime reports, the number of investigated crime cases, time spent on investigation, the number of traffic accidents, etc.). It is important to notice that indicators are rather stable, so they do not vary from year to year unless the strategy is reformed. Instead of altering the indicators, the desired goals may vary and depend on many factors. There might be changes in financing, crime situation, demographic situation, organization and operational environment, and all these factors pursue organization to rethink and renew its goals regularly.

At the moment, there is a lack of goals for each of the services of the State Police (i.e. patrolling, ensuring road safety, responding to events, prevention, pre-trial investigations, and administrative offences cases). Therefore, it is highly recommended to use the S.M.A.R.T goal setting approach system for developing goals from the point of view of the interest groups, processes, organizational capabilities and finances.

## Increasing Efficiency of Interior Sector Institutions in Latvia, Phase 1 EU funded Project

Acronym S.M.A.R.T stands for<sup>6</sup>:

- SPECIFIC – when setting a goal, you have to define exactly what you want to achieve;
- MEASURABLE – measurability makes it possible to measure progress towards the objectives set;
- ACHIEVABLE – it focuses on how important a goal is and what can be done to achieve it;
- RELEVANT – relevance refers to the ability to achieve a goal, with some effort;
- TIME-BOUND – if there is no realistic timetable for achieving the objectives, it is likely that they will not be achieved. Providing a target date for deliverables is imperative.

An example of the S.M.A.R.T. approach *goal statement* template, which could be used in the annual operative plan of the State Police, is given below (see Chart 4).

**Chart 4. Recommended template of goal setting map for State Police**

Beneficiaries: how State Police stands out to groups of interest				
Goal	Measurers	2019	2020	2021
Example based on the information provided on SP website: criminal and other illegal threats to the lives, health, rights and freedoms, property, public and national interests of individuals have been prevented and responded to.	Example 1: registered offences per 100,000 residents			
	Example 2: the proportion of juvenile offenders in the juvenile population			
	Example 3: Percentage of the total number of registered crimes committed by the person previously convicted of the crime.			
Goal no 2: ...	Measurer 1 for goal no 2			
	Measurer 2 for goal no 2			
	Measurer 3 for goal no 2			
Goal no 3: ...	Measurer 1 for goal no 3			
	Measurer 2 for goal no 3			
	Measurer 3 for goal no 3			
Processes: what are the key processes needed to achieve important goals for interest groups				
Goal	Measurers	2019	2020	2021
Example: procedures are carried out quickly and with high quality	Example 1: the time in days to reach a final decision in the proceedings			
	Example 2: the number of decisions annulled			
	Example 3: the number of proceedings of the same nature with persons in the same case			
Goal no 2: ...	Measurer 1 for goal no 2			
	Measurer 2 for goal no 2			
	Measurer 3 for goal no 2			
Goal no 3: ...	Measurer 1 for goal no 3			
	Measurer 2 for goal no 3			
	Measurer 3 for goal no 3			

<sup>6</sup> <https://www.smartsheet.com/blog/essential-guide-writing-smart-goals>

## Increasing Efficiency of Interior Sector Institutions in Latvia, Phase 1 EU funded Project

Organizational capacity: what are the key capacities needed to achieve important goals for interest groups				
Goal	Measurers	2019	2020	2021
Example: good analytical capabilities based on digital data generated by front-line employees	Example 1: number of input errors detected			
	Example 2: activity of using automatic data processing system			
	Example 3: satisfaction of users of the analytical system			
Goal no 2: ...	Measurer 1 for goal no 2			
	Measurer 2 for goal no 2			
	Measurer 3 for goal no 2			
Goal no 3: ...	Measurer 1 for goal no 3			
	Measurer 2 for goal no 3			
	Measurer 3 for goal no 3			
Finances: what is the cost to achieve the strategic goals, what investments are needed				
Goal	Measurers	2019	2020	2021
Goal no 1: ...	Measurer 1 for goal no 2			
	Measurer 2 for goal no 2			
	Measurer 3 for goal no 2			
Goal no 2: ...	Measurer 1 for goal no 2			
	Measurer 2 for goal no 2			
	Measurer 3 for goal no 2			
Goal no 3: ...	Measurer 1 for goal no 3			
	Measurer 2 for goal no 3			
	Measurer 3 for goal no 3			

***Recommendation No. 6: Cascade goals and success indicators to Police Departments and Police Units for each service, as well as set individual goals and success indicators to each police officer***

There should be goal statements, KPI's and success indicators to reach certain KPI's - developed for each of the area (i.e. service) of the State Police.

*Tip: Success indicators within each working area (i.e. service) of the State Police need to be created not only for the State Police as such. These indicators have also to be divided/assigned (or cascaded) in correlation with resources to the Central and Regional Departments. This is the basis of strategic planning. Unfortunately, this is currently not quite the case in the State Police.*

Every Head of the Central and Regional Department must have a clear understanding of the set goals and performance measurement indicators to be reached within each year. It is the responsibility of Central Development Department of the State Police to make sure that the desired goals and performance measurement indicators are communicated and assigned.

## **Increasing Efficiency of Interior Sector Institutions in Latvia, Phase 1 EU funded Project**

The next step is to subdivide the annual operational plan at the department level down to the smallest units as shown in Chart 1 (see page 12). The Police Department annual operational plan's aim is to implement respective activities of the State Police and other definite tasks at the department level for the period of one year. The structure of the Police Department internal annual operational plan consists of the following elements:

- specific activities;
- responsible units;
- performance indicators;
- deadline for execution.

The operational plans for sub-units should be worked out on the basis of the department's operational plan.

Finally, it is advisable that the first level chiefs negotiate with each employee and discuss the role of the employee in achieving the unit's, and thereby - the strategic objectives. This plan's aim is to implement respective activities of the State Police and other specific tasks at the police units' level for the period of one year. It can be based on the same structure as the department annual operational plan.

*Tip: It is the ultimate responsibility of each Head of Police sub-unit to communicate with their own staff, set their individual goals, and assign success indicators. This will encourage police officers to feel the importance of their roles within the State Police even more. Additionally, the employees will feel more engaged when they know and truly understand how their job matters, and how they can contribute to reaching the overall goals of the State Police.*

In most desirable scenario, individual goal setting within each unit should be a collaborative process between the first level chiefs and their employees. The goal setting process should involve regular meetings with employees and communicating overall goals and KPI's of the services, directions and obstacles in order to reach the set goals. During such meetings, it is possible to discuss and inform every employee about the progress of reaching the desired goals and KPI's. Armed with this information, police officers can express their ideas and determine their goals for the following period, which contribute towards achieving organizational goals. When the front line employees are allowed to participate in goal setting (i.e. before being approved by their chief), they experience a higher sense of autonomy and ownership over their work. Finally, this will, without a doubt, improve work performance.

### ***Recommendation No. 7: Ensure simplicity and constructivism in strategic planning documents***

Simplicity, constructivism and easy-visual-perceivable in written strategic planning documents is very important for all parties in the police organization.

*Tip: The State Police needs to make sure that strategies and operational plans are written in as simple and understandable language as possible (vs. complex and ambiguous text). Adding some simple graphics, charts, pictures, etc. could very conveniently support the comprehensibility.*

## **Increasing Efficiency of Interior Sector Institutions in Latvia, Phase 1 EU funded Project**

### ***Recommendation No. 8: Ensure digitized solutions for performance measures – digitize work processes (incl. analyse system) and make the data widely usable and simply visualizable***

It is advised by the experts, that all efforts must be used to transfer performance measurement system into digitized format. It is a serious problem that so many performance measures are still being prepared manually by the police officers in the State Police. Firstly, it is too time-consuming. Secondly, it may inevitably create mistakes and lead to inaccurate data. Thirdly, the management has no possibility to have a real control over what is happening in reality.

There have to be *online performance measurement dashboards* in use to allow the management of the State Police and the Ministry of Interior to keep track (and understand) on progress the State Police is making in reaching various performance measurement indicators. Besides the police management, these dashboards are needed by the society as well. On vitally important aspects of the State Police functions, the society also must have a clear understanding to what extent the State Police is making a progress towards reaching specific performance measurement indicators.

The creation of the online dashboards will help not only to influence the police management's decisions, but it will also help the Latvian society to better see what the State Police is doing on daily basis.

*Tip: Internal (for internal use only) and external (for society) online performance measurement dashboards should be created. Examples can be obtained throughout the consultations with other best practice EU Member Countries.*

Although in 2011, an IT system was made available to investigators to enable them to see, for example, how many cases are in the hands of investigators, how many cases have been sent to the prosecutor, etc., the digitalization process must continue. It is important to bear in mind that digitalization cannot be an end in itself, but must fully support the implementation of key activities, the evaluation of police activities at different levels, but also serve as a major source of planning (incl. both police activities and resources).

When establishing a digital data collection system, the organization agrees that the data used as the basis for all assessments and police planning shall be retrieved from the information system and the same manual data shall not be taken into account. This will help to ensure overall data quality. This is how chiefs focus their energy on ensuring the accuracy of digital data, rather than keeping Excel spreadsheets.

For example, in the case of a pre-trial investigation, it is possible to create a common or linked database with the justice system, in which data on all or the main investigative activities is entered. Such an information system can serve as a basis for estimating the workload from an individual employee to the entire police organization. For example, it may be possible to ascertain the volume of interrogations, both between individual investigators and units, without anyone having to manually record or make comparisons.

When designing the information systems, the process in which data is generated during the work process and will be used by the analytics tool must be preferred from the economic point of view. Regarding cost efficiency, it is important that nobody has to deal with just data entry.

## **Increasing Efficiency of Interior Sector Institutions in Latvia, Phase 1 EU funded Project**

Nowadays, it is wide spread that patrols, for example, make a fine decision digitally, transfer data directly from the patrol car's computer to a central data warehouse, and make it usable by an analysis tool. The same applies, for example, to data checks by patrols.

At the present time, the ability of any police chief to obtain visualized data (i.e. drawings) from an analysis information system, for example, by recording offenses by different qualifications, time periods, administrative units, and police units, could be considered a basic necessity. This includes the possibility of generating different *heat maps* to plan the police work wisely.

### ***Recommendation No. 9: Eliminate data collection which is not used for analyses or interpretation***

There is no point in collecting data that is never being used for analyses or interpretation.

*Tip: There could be carried on an internal or external audit on performance measurement data collection process, and upon the results of the audit, conclusions must be made. Eventually, it must be understood, what kind of data is or is not needed to be collected.*

### ***Recommendation No. 10: Avoid duplications in developing performance reviews. Moreover, make them simple and short***

An important role in monitoring impact of strategic choices and the achievement of objectives must be played by the analytical units of the State Police, whose analytical products must be linked to what is agreed in the strategy.

The duplication between the national level performance reports and the central units/ regions performance reports should be avoided.

There is no need to produce so many voluminous *performance reports*. It is a waste of valuable time and human resources, which both should be used for more important tasks, etc. There should be only the essence provided in the reports in order to allow the highest management of the State Police to make the decisions on further actions. The essence might as well be written on 5-6 pages. Performance reports should be well-structured, short and concise, easy to read and comprehensible. These reports should clearly indicate the main issues, and provide the analysis of the current situation and recommendations for future actions.

An overview of the most up-to-date developments, summarizing both the overall picture and the central units/regions situation, should consist of up to 25 pages. This document should include the most important results, conclusions and suggestions presented at the outset on a single A4 page.

A centralized analysis unit could create such review/analysis at most three times a year (i.e. every four months). Instead of the usual quarterly summary, experts dare to recommend a four-month interval because it will save resources. Namely, a quarterly summary with a traditional interval would be completed in the summer at the height of the holiday season and therefore would not find its maximum use. The four-month summary is completed before the start of the main summer holidays and gives chiefs at all levels the opportunity to make organizational

## Increasing Efficiency of Interior Sector Institutions in Latvia, Phase 1 EU funded Project

changes before the summer, and then receive feedback on summer activities already in September.

*Tip: Based on the size of the State Police organization, it is recommended to bring strategic analysis capability into a single unit that is able to provide more than numerical overview to the police leadership. In addition to analytical skills, a police organization needs sociological and anthropological competence to see behind the numbers. Only by considering processes outside the police organization can it be possible to assess the real impact of police work.*

### 4. Recommendations for setting KPI's in the State Police

It is extremely challenging for external experts to make specific recommendations to the State Police for measuring performance, since it is first necessary to know the organization's overall priorities and objectives. Therefore, it would be essential to firstly decide on the implementation of the proposals made in the Overreaching Recommendations chapter in the State Police. Next, it is necessary to carry out the recommended actions and restructuring. And later to determine the best possible performance indicators for the police work. In this chapter, experts can only give examples of possible key performance indicators that other police organizations in other countries have found useful. However, these indicators should only be considered strictly as examples, the applicability of which to the State Police needs to be carefully considered after implementing the suggestions made in the Overreaching Recommendations chapter into reality.

In short, indicators are tools that help the organization to understand, control and develop its performance. Relevant indicators will show how the organization is achieving the set goals, whether the customers are satisfied, how well the organization is controlling its processes and what has to be improved.

Once the priorities and objectives have been described and the plan for achieving them has been identified, it is essential that data what will be used to assess the success rate of achieving them should be immediately determined. Establishing performance indicators is a standard practice.

There is described the Chain of Results that provides a theoretical model for defining the interrelated components of a project that are required for its success (inputs, activities, outputs, outcomes and impacts).<sup>7</sup>

According to the above classification, the definitions are as follows:

- **Inputs** – the raw materials that provide a basis for security and justice programs. Inputs can include money, technical expertise, relationships and personnel;
- **Activities** – the actions of employees and their partners that are designed to meet a objectives. Example activities include hiring employees, purchasing equipment, constructing prisons or other facilities, commissioning legal guidelines, and providing other forms of technical assistance;

---

7

[https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/304626/Indicators.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/304626/Indicators.pdf)

## **Increasing Efficiency of Interior Sector Institutions in Latvia, Phase 1 EU funded Project**

- **Outputs** – the tangible and intangible products that result from project activities. Outputs may include police officers vetted by an oversight project, cases heard by a new mobile court program, or lawyers trained as part of a legal education initiative;
- **Outcomes** – the benefits that a project or intervention is designed to deliver. For example, a community policing project may be designed to improve confidence in the police or increase the willingness of crime victims to assist in investigations;
- **Impacts** – the higher level goals to which you hope your project will contribute, such as increased access to justice for the poor or improvements in public safety.

*Tip: A minimum number of indicators must be used to understand performance so as not to overwhelm their users. For example, if the process is only to be monitored for the impact assessment of the outcome, it may be sufficient to select a couple of lead indicators per process. A combination of qualitative indicators (e.g. survey comments) and quantitative indicators (e.g. the number of emergency calls to the police) should be used.*

The most common metrics used in many police organizations are:

- 1) incident response time;
- 2) a decrease in the number of crimes compared to the previous period;
- 3) a decrease in the number of serious crimes compared to the previous period;
- 4) the number of detection of crimes as a proportion of registered crimes.

The first metric is useful to indicate that the police are responding quickly, but this metric does not provide any feedback on whether the police professionally solved the incident using appropriate methods, or whether the police intervention had a positive effect.

The crime detection rate is usually difficult to measure in a standardized and objective way, so it does not always tend to get full attention.

Aside the above, the number of crimes reported (i.e. crime records) tends to be one of the closest to the best possible and available measures for crime control outcome.

When setting metrics, it must be borne in mind that when focusing on reducing the numbers without simultaneously focusing on the functioning of the crime reporting process and the legitimate handling of the procedural information system, increases the risk of manipulating crime statistics.

The pressure to reduce the numbers may have the opposite effect in combating with crime traditionally low reporting rate (e.g. domestic violence crimes, drug crimes, etc.). For the above-mentioned crimes, a successful community awareness campaign may lead to an increase rather than a decrease in initially registered crimes.

## **Increasing Efficiency of Interior Sector Institutions in Latvia, Phase 1 EU funded Project**

### **4.1. Recommended examples of KPI's on the State level**

#### **4.1.1. Consistent and regular measurement of police confidence**

Like in Finland, Lithuania and Estonia, the level of trust in police could be used as a key performance indicator at the State level of police action in Latvia. This indicator answers the question of what percentage of the Latvian population trusts the police.

People are asked about their trust in the police and given a choice between possible answers:

- yes, I have full confidence;
- yes, rather, trust;
- no, tend not to trust;
- do not trust at all;
- can't answer.

The recommendation is to conduct a survey by using a specialized, professional survey company. The chosen company will help to determine the appropriate size and methodology of the survey for Latvia. Such a relatively small survey could be conducted twice a year to gain insight into short-term trends that may have been influenced by some of the events towards which there is a heightened public interest. It is recommended that the survey is conducted in such a way that, in addition to the overall confidence level, answers could be analysed primarily by regions basis, but also by location (country / city), gender, age, income and social status (e.g. unemployed, pensioners, students, workers, intermediate specialists, high level specialists, chiefs). Such additional data will provide a better understanding of the possible causes of the change in confidence level. As the police represents the State in its activities, the level of trust in police may have influenced by factors that are actually not related to the activities of the police itself.

#### **4.1.2. Public opinion survey about public security**

When evaluating the results of policing in societal perspective, the aspect of sense of security must be taken into account. The development of security is assessed on the basis of statistics. A sense of security describes the security people experience. This may be in line with statistical developments. However, it is often the case that the level of security people experience increases or decreases, irrespective of the development of the safety shown by the statistics. Police can influence the development of security shown by statistics by setting priorities or targets for action. However, it must be remembered that the feeling of security is influenced also by many factors that are independent of the police.

The recommended survey about public security could cover the following topics:

- the sense of security of the Latvian population in the community and Latvian society;
- activities, opinions, attitudes and intentions related to the security of oneself and the community;
- attitudes and willingness to engage in security-related volunteering.

## **Increasing Efficiency of Interior Sector Institutions in Latvia, Phase 1 EU funded Project**

By conducting the survey, the opinion of the Latvian residents on the following issues could be obtained:

- whether the neighbourhood of home is safe;
- whether Latvia is a safe country to live in;
- whether the police respond activities are fast enough.

To answer these questions, it is appropriate to use the following scale:

- yes, fully agree;
- yes, rather agree;
- no, tend not to agree;
- do not agree at all;
- can't answer.

It is recommended that the survey is conducted in such a way that, in addition to the overall results to the aforementioned three questions, answers could be analysed also by region, location (country/city), gender, age, income and social status (unemployed, pensioners, students, workers, intermediate specialists, high level specialists, chiefs). By analysing the results by such groupings, it is possible to gain a better understanding of the various non-police influences on these topics.

With the same survey, it is recommended to examine how people perceive the threat to themselves or their family members by specific crime (e.g. traffic accidents, home and car theft, street theft, violence in a public place, domestic violence, identity theft, cyber fraud, etc.). It is reasonable to measure this perception on a wider scale than just 1-5.

It is also appropriate to examine the views of the population on potential threats in the near future (e.g. migration, major traffic accidents, environmental pollution, corruption, increase in organized crime, etc.) on a scale more than 1-5.

In Latvia as well the issue of greater involvement of people as volunteers is also a topical issue, it would be appropriate to ask people also about their willingness to volunteer (e.g. assistant police, neighbourhood watch, etc.). Getting answers to these questions can provide valuable information for choosing measures to involve volunteers and offering relevant opportunities.

The recommendation is to conduct the survey by using a specialized, professional survey company. These professionals will help determine the appropriate size and methodology of the survey for Latvia. Such complexed survey could be conducted once every two years to gain insight into long-term trends.

### **4.1.3. Crime victim survey**

The data reflected in official statistics can be affected by various factors that make it difficult to compare data over time. An example of this is changes in local legislation, in the practice of recording offenses, in the priorities and resources of law enforcement agencies, and in how actively people report crimes to the police. For this reason, it is very important to obtain

## **Increasing Efficiency of Interior Sector Institutions in Latvia, Phase 1 EU funded Project**

additional *control information*. One relevant form of obtaining additional information is victim research. However, it must be remembered that research data and official statistics cannot be directly compared, because, for example, the case perceived by the respondent as a crime may not be a criminal offense under substantive law.

The crime victim survey provides an opportunity to obtain a realistic picture of the possible total number of crimes, as the reporting of crimes to the police should also be asked. In Estonia, for example, the fact that only about half of thefts are reported to the police, has been confirmed.<sup>8</sup>

Although statistics and victim survey results are not one-to-one, there should normally be a correlation between changes in official statistics and changes in victim surveys. In other words, it should be possible to obtain results from victim surveys that confirm the relevant trends in official statistics. And if there is no such correlation, the police has an indicator to start identifying the reasons behind the differences.

As the survey can confirm trends in official statistics, it is appropriate to conduct the survey once a year at the beginning of the new year.

It is recommended that with the help of victim surveys, the following should be studied:

- Has the respondent been the victim of any crime in the last 12 months? This means, for example, being attacked or stolen, robbed or cheated. (Additional questions may be asked here per specific crime type.)
- For each of the above questions, the question whether the incident was reported to the police or not, has to be investigated. In addition, questions may be raised about the reasons for non-notification.
- Customer satisfaction rate for those who have been in contact with the police in the last 12 months.

It is recommended that the survey is conducted in such a way that, in addition to the overall results could be analysed also by region, location (country/city), gender, age, income and social status (unemployed, pensioners, students, workers, intermediate specialists, high level specialists, chiefs). By analysing the results by such groups, it is possible to gain a better understanding of the various non-police influences on these topics.

---

<sup>8</sup>

[https://www.kriminaalpoliitika.ee/sites/krimipoliitika/files/elfinder/dokumentid/kuritegevus\\_eestis\\_2018\\_vii\\_detega\\_lisadele.pdf](https://www.kriminaalpoliitika.ee/sites/krimipoliitika/files/elfinder/dokumentid/kuritegevus_eestis_2018_vii_detega_lisadele.pdf)

## Increasing Efficiency of Interior Sector Institutions in Latvia, Phase 1 EU funded Project

### 4.2. Recommendations for KPI's on operational level

The indicators presented in this chapter demonstrate the level of achievement of the objectives primarily set at the first and second level of operational planning (see chart 1, on page 12). To achieve these objectives, there is a need to set specific milestones at Operational Planning Levels 2-5, identify actions needed to achieve them, and measure performance success in achieving them.

Measuring effectiveness with indicators varies at different levels and units. Central Criminal Police should have their own indicators, which reflect tasks given to them. In addition, different sectors should have their own goals and indicators. Central administration, crime investigation, road safety, public order etc. differs from each other, so that it is not possible to create general and common indicators for measuring their effectiveness and performance.

It is advisable to use temporary metrics if necessary, and to get rid of them once they have met their purpose.

#### 4.2.1. Provision of public order

##### 4.2.1.1. Patrolling, ensuring road safety

Proposed key performance indicators: patrolling and ensuring road safety			
Title of indicator	Definition for the indicator	Formula for calculation	Recommendations for gathering the data
<b>Street safety index (SSI)</b> - even applicable only to densely populated areas indicates social impact of police activities	SSI comprises the weighted number relative to population, of robberies, assaults, vandalism and drunk driving cases that occurred in public places and were reported to police. The higher the index value is, the better is the security.	Please see page 46.	Proceedings information database
<b>Traffic safety index (TSI)</b> - indicates social impact of police activities	TSI expresses the level of road safety	Number of registered cars and motorcycles divided by the weighted number of fatalities and injuries in traffic. Please see page 47.	Motor vehicle register; Proceedings information database
<b>Volume* of patrol work</b> - indicates input	Displays how many man-years have been spent on patrol service	Hours spent on patrol service divided by the standard hours of one police officer's working year	Operational Resource Database
<b>Volume of traffic control</b> - indicates input	Displays the number of man-years spent on traffic control service	Hours spent on traffic control service divided by the normal working hours of one police officer per year	Operational Resource Database

## Increasing Efficiency of Interior Sector Institutions in Latvia, Phase 1 EU funded Project

<b>Need-based patrols Planning**</b> - indicates processes / activities	Expresses the relevance of planning patrol work	Stability of correlation between patrols in duty and number of emergency calls to police on an hourly basis	Operational Resource Database
<b>Proportion of drink drivers</b> - indicates output	Expresses the number of drivers exceeding the legal alcohol limit	Number of drivers subject to alcohol control by the police divided by the number of drivers exceeding the alcohol threshold	Proceedings information database
<b>Proportion of intoxicated drivers</b> - indicates output	Expresses the number of drivers driving a vehicle while intoxicated	Number of drivers subject to drug control by police divided by number of drivers under the influence of drugs	Proceedings information database
<b>Road fatalities</b> (excluding suicides) - indicates outcome	Expresses the number of traffic accidents with the most serious consequences	Number of deaths in traffic accidents per 100 000 inhabitants	Proceedings information database
<b>Number of serious injuries in traffic</b> - indicates outcome	Expresses the number of traffic accidents with the very serious consequences	Number of seriously injured in traffic accidents per 100 000 inhabitants	Proceedings information database

\* Requires a description of the service and its processes, including associated resources (in this case, human resources)

\*\* As all police services must be available 24/7, it is imperative that the number of patrols at work is planned dynamically. For example, it is necessary to avoid situations where all patrols are engaged in response activities and lack the capability to provide a traffic control service.

In addition to the key performance indicators mentioned above, the following performance indicators may also be used in practice:

- Volume of different forms of traffic control;
- Number of tasks caused by a traffic accident or traffic;
- Successful interventions in cases of domestic violence;
- Number of cases where a drug is detected by patrols;
- Ratio of praise and complaints about patrols activities.

## Increasing Efficiency of Interior Sector Institutions in Latvia, Phase 1 EU funded Project

### 4.2.1.2. Responding to events

Proposed key performance indicators: responding to events			
Title of indicator	Definition for the indicator	Formula for calculation	Recommendations for gathering the data
<b>Operational efficiency I</b> (from police perspective): - Urgency category A - Urgency category B  - indicates output	Operational readiness time, average in minutes (from police perspective)	Operational readiness time comprises the assignment waiting time, patrol delay and the minimum driving time to the scene. The time spent in processing the assignment by the emergency rescue services is not included.	Operational Resource Database
<b>Operational efficiency II</b> (from client perspective): - Urgency category A - Urgency category B  - indicates output	Operational readiness time, average in minutes (from client perspective)	Operational readiness time (client perspective) measures the time from when a citizen's emergency call is answered to the arrival of a police patrol at the scene, including all delays.	Operational Resource Database
<b>A and B-category emergency response duties maximum</b> -  indicates output	Operational readiness time, maximum in minutes	Operational readiness time measures the maximum time from when a citizen's emergency call is answered to the arrival of a police patrol at the scene, including all delays.	Operational Resource Database
<b>Volume of operational information and resource management</b> - indicates input	Displays how many man-years have been spent on operational information and resource management service	Hours spent on operational information and resource management service divided by the standard hours of one police officer's working year	Service Planning Information System

In addition to the key performance indicators mentioned above, the following performance indicators may also be used in practice:

- Number of emergency response duties related to domestic violence offences;
- Police response to incidents time (the same or decreased in comparison to the previous year, minutes/seconds).

### 4.2.1.3. Prevention

As a preventive objective, it may be appropriate to set the task of "Supporting the establishment and operation of neighbourhood watch sectors", which may be measured by the number of watch sectors compared to the previous period. The aim is to increase active citizenship and to raise the community's awareness of security issues. The role of the police is to be supportive and advisory, empowering communities so that communities themselves can provide first line security.

## Increasing Efficiency of Interior Sector Institutions in Latvia, Phase 1 EU funded Project

Proposed key performance indicators: prevention			
Title of indicator	Definition for the indicator	Formula for calculation	Recommendations for gathering the data
Registered crimes – indicates outcome	Number of crimes reported to the police	Number of crimes reported to the police	Proceedings information database
Registered administrative offences (excluded traffic offences) - outcome	Number of administrative offences reported to the police	Number of administrative offences reported to the police excluded traffic offences	Proceedings information database
Rate of crime victims - indicates outcome	Displays how many persons have suffered through the crimes committed	Number of people identified as victims in criminal proceedings	Proceedings information database
Rate of youth reoffending - Indicates outcome	Displays the recidivism of juvenile delinquency	Percentage of young people under 18 who commit a new offense after a previous offense, followed by a criminal or non-punishable consequence, of all offenders under the age of 18.	Proceedings information database
Rate of youth offending - indicates outcome	Displays the proportion of minors among offenders.	Percentage of young people under the age of 18 who have committed a crime out of the total number of offenders.	Proceedings information database
Rate of reoffending - indicates outcome	Expresses the number recidivism	Percentage of registered offenses committed by a person previously convicted.	Proceedings information database
Rate of repeat victims of domestic violence - indicates outcome	Expresses the number of persons repeatedly experience domestic violence	Percentage of victims of domestic violence who re-victimize after previous police intervention in the total number of victims of domestic violence.	Proceedings information database
Involvement of volunteers – indicates input	Expresses the number of involved to police activities	Number of volunteers that are involved to police activities	Service Planning Information System
Involvement of neighbourhood watch units - indicates outcome	Expresses the number of neighbourhood watch units	Number of volunteers that are created with the support of the police	Document Management Information System
Implementation of non-punitive interventions - indicates outcome	Indicates how many regions have able to use non-punitive intervention measures	The number of areas where there are agreements with partners and where non-punitive methods can be applied	Document Management Information System

## Increasing Efficiency of Interior Sector Institutions in Latvia, Phase 1 EU funded Project

### 4.2.2. Investigations

#### 4.2.2.1. Pre-trial investigations

Proposed key performance indicators: pre-trial investigations			
Title of indicator	Definition for the indicator	Formula for calculation	Recommendations for gathering the data
Solved Criminal Code offences - indicates outcome	Crimes where the proceedings are finished by the police	The number of criminal cases that are subject to a final decision by the police (including referrals to the prosecutor's office and closure of the case)	Proceedings Information Database
Crime solving rate - indicates output	Rate of crimes (excluding traffic offences) that are solved by the police	Percentage of crimes (other than traffic) out of the total number of registered crimes where the police identifies the offender (s) and makes a final decision of the proceeding (for example, sending a criminal case to the prosecution).	Proceedings Information Database
Crime proceeding time - indicates output	Average investigation time of Criminal Code offences (excl. traffic offences) in days	Calculation of days starting from the crime registering till the final proceeding decision by the police.	Proceedings Information Database
Crime solving rate of property crimes - indicates output	Rate of property crimes that are solved by the police	Percentage of property crimes out of the total number of registered property crimes where the police identifies the offender (s) and	Proceedings Information Database
Crime solving rate of aggravated offences against the person - indicates output	Rate of aggravated offences crimes that are solved by the police	Percentage of aggravated offences crimes against the person out of the total number of registered aggravated offences crimes where the police identifies the offender (s) and makes a final decision of the proceeding (for example, sending a criminal case to the prosecution).	Proceedings Information Database
Economic crimes proceeding time - indicates output	Average investigation time of economic crimes in days	Calculation of days starting from the economic crime registering till the final proceeding decision by the police.	Proceedings Information Database
Effective investigation of domestic violence - indicates output	Rate of the pre-trial investigations related to domestic violence passed over to prosecutor's office in 48 hours	Percentage of domestic violence crimes that are passed to the prosecutors office within 48 hours out of the total number of registered domestic violence crimes.	Proceedings Information Database
Identification of criminal assets - indicates outcome	Criminal cases the criminal assets are identified and seized	Calculation of number of criminal cases the criminal assets have been identified and seized	Proceedings Information Database

## Increasing Efficiency of Interior Sector Institutions in Latvia, Phase 1 EU funded Project

<b>Preventing the distribution of drugs to minors -</b> indicates outcome	Criminal cases the distribution of drugs to minors has been identified and proven	Number of criminal cases where the suspicion in distribution of drugs to the minor is presented to the person and the case is passed to the prosecutor's office.	Proceedings Information Database
<b>Number of drug-related deaths -</b> indicates outcome	Number of deaths due to drug overdose	The number of deaths in which necropsy is considered to be the cause of death at overdose	Post-mortem reports
<b>Volume of investigation of lower priority</b> (should be defined in each state independently) <b>crime -</b> indicates input	Displays how many man-years have been spent on investigation of lower priority crimes investigation service	Hours spent on investigation of lower priority crimes investigation service divided by the standard hours of one police officer's working year	Service Planning Information System
<b>Volume of investigation of higher priority</b> (should be defined in each state independently) <b>crime -</b> indicates input	Displays how many man-years have been spent on investigation of higher priority crimes investigation service	Hours spent on investigation of higher priority crimes investigation service divided by the standard hours of one police officer's working year	Service Planning Information System

### 4.2.2.2. Administrative offences

Proposed key performance indicators: administrative offences			
Title of indicator	Definition for the indicator	Formula for calculation	Recommendations for gathering the data
<b>Solved administrative offences -</b> indicates outcome	Cases of administrative offenses (excl. traffic offenses) where the proceedings have been concluded	The number of administrative offences cases that are subject to a final decision by the police (including referrals to the court)	Proceedings Information Database
<b>Administrative offences solving quality -</b> Indicates output	Rate of final decisions made by the police that remain in force in cases of administrative offences (excl. traffic offences)	Percentage of cases where the final decision made by the police remain in force out of all registered administrative offences (excl. traffic offences) cases	Proceedings Information Database
<b>Volume of investigation of administrative offences -</b> Indicates input	Displays how many man-years have been spent on investigation of administrative offences service	Hours spent on investigation of administrative offences investigation service divided by the standard hours of one police officer's working year	Service Planning Information System

## **Increasing Efficiency of Interior Sector Institutions in Latvia, Phase 1 EU funded Project**

### **5. Conclusion**

It must be admitted that the system of planning and performance measurement, which has ensured the functioning of the State Police and helped it to reach the present day, no longer carries it forward. In this report, experts have described various tools that have been successfully deployed in other organizations. Thus, there are many opportunities open to the State Police to make a significant leap forward in the ability to provide better security to the people of Latvia in the near future. Albert Einstein has said - if there is will, there is a possibility. Therefore, the State Police should start by declaring the will to change.

The will must be strong in order to do a great job of mapping work processes and describing the resources they need. This indispensable step is the only prerequisite for the State Police to have a clear understanding of the cost of the various processes and services as a set of processes. Only then will the prerequisites for effective performance management be met.

Another ambitious effort is to reorganize today's planning system, linking the objectives of the Operational Plan to strategic objectives and defining clear priorities that are most conducive to fulfilling the police mission and pursuing the vision. The introduction of the widely recognized balanced scorecard method and the S.M.A.R.T goal setting system for developing goals would certainly support this activity.

While the previous two strands are primarily man work related, the third line of action require significant financial resources. Namely, digitalization of data and development of the necessary IT systems are also prerequisites for effective performance management. Undoubtedly, these activities at the strategic level require great willingness in the State Police and the Ministry of the Interior to find financial possibilities.

However, the prerequisite for success in performance management is not just dealing with the strategic level. Care must be taken to ensure that the tasks required to achieve the strategic objectives are planned at all levels of management and discussed by the first level chiefs with each member of organization. All of the above is very clearly related to the motivation of employees to perform tasks. There is a need to ensure that police officers and other employees at all levels as well as key police partners understand their roles and responsibilities in relation to the performance management framework.

In evaluating the results, it is crucial that the IT systems being developed ensure the capability of automated data processing and visualization of the results. Analyses should be guided by the principle of economy, which means that the analytical products should be as short in text as possible and at the same time as detailed as necessary. As the problems that police have to deal with today are very complex and involve many spheres of life, it is imperative to include outside expertise, particularly in sociology and anthropology, in future analyses.

None of the above is a one-off effort. Work on evaluating and increasing the efficiency of processes, and reformulating goals and setting new ones, should become a continuous, recurring cycle. Only in this way, the recognition of good results and the resolution of emerging problems will be ensured.

Undoubtedly, all of the above-described reorganizations are focused on people, both outside and inside the organization. After all, better service to the people of Latvia is the goal to be

## **Increasing Efficiency of Interior Sector Institutions in Latvia, Phase 1 EU funded Project**

achieved through reorganizations. At the same time, members of the organization also demand attention. Preparing for restructuring requires a variety of training and awareness raising about the purpose of the desired change. Chiefs' willingness to bring about change is one of the key factors for success. Communication management is another critical component in making changes. Undoubtedly, if the changes made for the sake of efficiency give rise to the opportunity to increase the income of all concerned, it would also contribute to the increase of internal support. However, based on the experience of neighbouring countries, this is also possible.

## Increasing Efficiency of Interior Sector Institutions in Latvia, Phase 1 EU funded Project

### Annex 1. Report of the State Police Regional Departments on Public Order and Traffic Control Activities

		Kurzemes reģiona pārvalde	Latgales reģiona pārvalde	Rīgas reģiona pārvalde	Vidzemes reģiona pārvalde	Zemgales reģiona pārvalde	Kopā
<b>1.</b>	<b>Patruļdienesta darbinieku štata vienības (kopā)</b>						
1.1.	Sabiedriskās kārtības nodrošināšanas jomā						
1.2.	Satiksmes uzraudzības jomā						
<b>2.</b>	<b>Faktiski pilda dienesta pienākumus (kopā)</b>						
2.1.	Sabiedriskās kārtības nodrošināšanas jomā						
2.2.	Satiksmes uzraudzības jomā						
<b>3.</b>	<b>Piedalīšanās noziedzīgu nodarījumu atklāšanā</b>						
<b>4.</b>	<b>Atrasti meklēšanā izsludināti transportlīdzekļi (kopā)</b>						
4.1.	Sabiedriskās kārtības nodrošināšanas jomas amatpersonu atrasto transportlīdzekļu sk.						
4.2.	Satiksmes uzraudzības jomas amatpersonu atrasto transportlīdzekļu sk.						
<b>5.</b>	<b>Aizturēto personu skaits (izņemot administratīvi aizturētās)</b>						
5.1.	Par noziedzīgo nodarījumu izdarīšanu						
5.2.	Meklēšanā esošās personas						
5.3.	Lēmumu par piespiedu atvešanu izpilde						
5.4.	Nepilngadīgās personas						
5.5.	Atskuršanai ievietotas personas						
5.6.	Mājoklī vai patversmē nogādātās personas						
5.7.	Nelegālie imigranti						
<b>6.</b>	<b>Aizturētās personas par administratīvajiem likumpārkāpumiem (kopā)</b>						
6.1.	LAPK 46.p.						
6.2.	LAPK 167.p.						
6.3.	LAPK 171.p.						
6.4.	LAPK 175.p.						
6.5.	par Pašvaldības saistošajiem noteikumiem						
6.6.	CSN neievērošana						
6.7.	Citi LAPK						
<b>7.</b>	<b>Sastādīto administratīvo pārkāpumu protokolu skaits (kopā)</b>						
<b>7.1.</b>	<b>t.sk. par CSN pārkāpumiem sastādīto administratīvo protokolu skaits (kopā)</b>						
7.1.1.	Sabiedriskās kārtības nodrošināšanas jomas amatpersonu sastādīto protokolu sk.						
7.1.2.	Satiksmes uzraudzības jomas amatpersonu sastādīto protokolu sk.						
<b>7.2.</b>	<b>t. sk. pēc LAPK 109. panta piektā daļas (par iešanu pa sliežu ceļiem ārpus norādītajām vietām)</b>						
<b>8.</b>	<b>Nogādātas personas ekspertīzes veikšanai</b>						
<b>9.</b>	<b>Līdzdalība proc. materiālu noformēšanā</b>						
9.1.	Iesniegumi						
9.2.	Paskaidrojumi						
9.3.	Apskates						
9.4.	Citi uzdevumi						
<b>10.</b>	<b>Ieroču pielietošanas gadījumi</b>						
<b>11.</b>	<b>Speciālo līdzekļu pielietošanas gadījumi</b>						
<b>12.</b>	<b>Izsaukumu skaits (kopā)</b>						
12.1.	Sabiedriskās kārtības nodrošināšanas jomā						
12.2.	Satiksmes uzraudzības jomā						
12.3.	Izsaukumu skaits, kuros konstatēta vardarbība ģimenēs						
12.4.	Citi						
<b>13.</b>	<b>Izņemtās akcīzes preces</b>						
13.1.	cigaretes	35					
13.2.	alkohols						
13.3.	degviela						

## Increasing Efficiency of Interior Sector Institutions in Latvia, Phase 1 EU funded Project

### Annex 2. Present performance indicators of State Police in the area of combating crime

#### Operational Strategy of the Ministry of the Interior 2017 – 2019

Performance formulation	Performance indicator	Numerical values of performance indicator				IT/ Manual
		2016 execution	2017 plan/ execution	2018 plan	2019 plan	
Individual and public safety improvements in the country	Registered offences per 100,000 residents	2335	2250/ <b>2293</b>	2250/ <b>2253</b>	2200	Manual
	Recorded disclosed criminal proceedings by the State Police/ Registered criminal offences	13 788/ 20 540	13 700/ 20 500// <b>13 020/ 19 436</b>	13 600/ 20 400 13028/ 18966	13 000/ 20 000	IT

#### Operational Strategy of the State Police for 2017-2019

Performance formulation	Performance indicator	Numerical values of performance indicator				IT/ Manual
		2016 execution	2017 plan/ execution	2018 plan	2019 plan	
Prevented, detected and terminated crimes and offences	Criminal procedures sent in order to start criminal prosecution (quantity)	-	12 500/ <b>11 506</b>	12 500/	12 500	IT
	Criminal offences registered in the State (quantity)	-	47 500/ <b>44 250</b>	47 500/	47 500	IT
	Initiated criminal procedures (quantity)	43 245	44 000/ <b>42 737</b>	44 000/	44 000	IT
	Adopted decisions on refusal to initiate criminal procedure (quantity)	-	80 000/ <b>75 294</b>	73 000/	71 000	IT

#### 1. Standardisation of criminal procedure investigation at the State Police

Performance formulation	Performance indicator	Numerical values of performance indicator				IT/ Manual
		2016 execution	2017 plan/ execution	2018 plan	2019 plan	
Developed and introduced coherent with the Prosecutor General's Office standardised methodological basis for investigation of criminal offences	Developed methodological materials (quantity)	0	0/ <b>0</b>	18/	15	Manual

## Increasing Efficiency of Interior Sector Institutions in Latvia, Phase 1 EU funded Project

### 2. Development of recovery of the proceeds from crime

Performance formulation	Performance indicator	Numerical values of performance indicator				IT/ Manual
		2016 executi on	2017 plan/ execution	2018 plan	2019 plan	
To ensure identification, tracing and recovery of proceeds from crime	Involvement of the department into criminal procedures investigated by Latvian law enforcement institutions in relation to identification, tracing and recovery of proceeds from crime (number of criminal procedures)	0	15/ <b>25</b>	20/	50	Manual

### 3. Improvement of combating of criminal offences in the field of high-technologies

Performance formulation	Performance indicator	Numerical values of performance indicator				IT/ Manual
		2016 execution	2017 plan/ execution	2018 plan	2019 plan	
Provided training and qualification improvement for officials	Trained officials (quantity)	0	40/ <b>44</b>	30/	10	Manual

### 4. Implementation of cooperation between law enforcement authorities in the field of crime prevention and combating, by providing criminal intelligence central management within the National Criminal Intelligence Model (including strengthening of analytical capacities in the State Police)

Performance formulation	Performance indicator	Numerical values of performance indicator				IT/ Manual
		2016 execution	2017 plan/ execution	2018 plan	2019 plan	
An assessment of the state of crime on a national level has been provided	Developed national criminal intelligence reports with description of the current situation and development trends, as well as the preformed and to be performed measures relating crime limitation and combating (quantity).	0	0/ <b>0</b>	2/	2	Manual
Provided possibility for analysts to learn operative and strategic analysis	Developed professional education programmes for analysts (operative, strategic analysis) (quantity)	0	0/ <b>0</b>	2/	0	Manual
Provided training for specialists to work with specialised analytic software	Trained officials while improving operative analysis for combating of crime (quantity)	0	0/ <b>0</b>	10/	0	Manual

## Increasing Efficiency of Interior Sector Institutions in Latvia, Phase 1 EU funded Project

Improved implementation of criminal intelligence function	Developed methodological materials about criminal intelligence issues (quantity)	0	0/ 0	3/	0	Manual
Provided opportunity for State Police structural units to carry out secure electronic processing of information, creating prerequisites for a full implementation of the EU Council's Framework Decision 2006/960/TI, as well as improving protection for personal data and state secret objects, at the same time reducing costs for law enforcement institutions for the provision of information circulation	Information system developed for a unified information circulation (%)	0	0/ 0	10/	20	Manual
	Infrastructure developed for circulation of classified information (%)	0	0/ 0	10/	20	Manual

### 5. Strengthening of EMPACT national abilities by implementing EU Policy cycle in accordance with EU Council's conclusions on determining EU priorities for fight against serious and organised crime

Performance formulation	Performance indicator	Numerical values of performance indicator			
		2016	2017	2018	2019
		execution	plan/ execution	plan	plan
Performance indicators are not specified	Performance indicators are not specified	-	-	-	-

### 6. Improving international cooperation

Performance formulation	Performance indicator	Numerical values of performance indicator				IT/ Manual
		2016 execution	2017 plan/ execution	2018 plan	2019 plan	
Improved exchange of information between Europol and Latvian branch of Europol, other law enforcement authorities, as well as other member states and the so called "third countries" within the scope of operative cooperation agreements	Processed inquiries (quantity)	9315	9500/ <b>14 154</b>	9700/	9900	IT

### 7. Strengthening of counter-terrorism abilities

Performance formulation	Performance indicator	Numerical values of performance indicator				IT/ Manual
		2016 execution	2017 plan/ execution	2018 plan	2019 plan	
Provided professional education and qualification improvement for officials	Organised training (quantity)	43	43/ <b>47</b>	53	53	Manual

## Increasing Efficiency of Interior Sector Institutions in Latvia, Phase 1 EU funded Project

### Annex 3. Present performance indicators of State Police in the area of prevention

#### Operational Strategy of the Ministry of the Interior 2017 – 2019

Performance formulation	Performance indicator	Numerical values of performance indicator				IT/ Manual
		2016 execution	2017 plan/ execution	2018 plan	2019 plan	
Improvement of public order and order on the roads	Number of administrative notices drawn up per 100,000 residents	15 750	15 000/ <b>14 175</b>	15 000/ <b>12100</b>	13 000	IT
	Average number of traffic accident casualties per 100,000 residents	8	8/ <b>6,9</b>	7/ 7,55	7	Manual

#### Operational Strategy of the State Police for 2017-2019

##### 1. Provision of public order

Performance formulation	Performance indicator	Numerical values of performance indicator				IT/ Manual
		2016 execution	2017 plan/ execution	2018 plan	2019 plan	
Improved provision of public order and safety;	Number of public events, in which public order and safety were provided (quantity)	5289	6000/ <b>5202</b>	6000/	5300	Manual
	People detained for administrative violations (quantity)	20 006	19 950/ <b>14 103</b>	19 900/	19 850	Manual
	Number of offences by minors has decreased (number of criminal offences and administrative violations)	6332	6310/ <b>7077</b>	6290/	6270	IT
Provided police control	The amount of violations of set restrictions and prohibitions has decreased. <sup>1</sup>	1159	1100/ <b>1055</b>	1050/	1000	IT
	The number of decisions made by State Police on separation has increased.	184	200/ <b>695</b>	220/	240	IT

## Increasing Efficiency of Interior Sector Institutions in Latvia, Phase 1 EU funded Project

### 2. Field of licensing, certification and permit system

Performance formulation	Performance indicator	Numerical values of performance indicator				IT/ Manual
		2016 execution	2017 plan/ execution	2018 plan	2019 plan	
Implementation of control measures relating to weapons, ammunition, special equipment, pyrotechnic products, explosives for civil purposes and blasting devices, and security work has been provided, service quality of issue of permits, licences and certificates has been improved.	Number of identified violations has decreased	609	550/ <b>433</b>	500/	450	IT
	Number of withdrawn permits and licences has decreased	168	150/ <b>150</b>	125/	100	IT
	Issued permits, licences and certificates (quantity)	17 863	12 500/ <b>14 833</b>	12 500/	12 500	IT

### 3. Control of road traffic monitoring and freight traffic

Performance formulation	Performance indicator	Numerical values of performance indicator				IT/ Manual
		2016 execution	2017 plan/ execution	2018 plan	2019 plan	
Improvement of road traffic safety has been provided	Number of traffic accident deaths has decreased	157	131/ <b>135</b>	124/	117	IT
	Number of severe injuries in traffic accidents has decreased	4644	4444/ <b>4810</b>	4244/	4044	IT
	Detection of road traffic offences with speed cameras in the use of State Police (number of administrative reports) Detection of road traffic offences with speed cameras in the use of State Police (number of administrative reports)	-	109 161/ <b>35 738</b>	129 600/	120 000	IT
	Preventive raids in the field of road traffic (quantity)	-	20/ <b>85</b>	25	25	Manual
Carried out transportation controls	Carried out freight and passenger transportation controls (quantity)	13 457	13 500/ <b>14 307</b>	13 500/	13 550	IT
	Carried out controls of dangerous good transportation (quantity)	256	270/ <b>286</b>	300/	350	IT
	Carried out controls of actual mass of vehicles and axle loads (quantity)	310	350/ <b>296</b>	360/	370	IT
	Carried out controls of load securing (quantity)	4671	4700/ <b>5642</b>	4750/	4800	IT
	Carried out controls of load dimensions (quantity)	3154	3200/ <b>3646</b>	3250/	3300	IT

## Increasing Efficiency of Interior Sector Institutions in Latvia, Phase 1 EU funded Project

	Carried out controls of working and leisure time accounts for drivers of vehicles (number of days)	845 454	845 460/ <b>845 773</b>	845 480/	845 500	IT
	Carried out controls of payments of motorway user charge (quantity)	10 203	10 220/ <b>12 481</b>	10 250/	10 270	IT
	Carried out controls of economic operators (quantity)	264	270/ <b>242</b>	275/	280	IT
Carried out transportation control in cooperation with the Road Transport Directorate of the Ministry of Transport	Carried out joint international permit control measures (quantity)	15	17/ <b>22</b>	18/	20	Manual

### 4. Implementation of preventive measures

Performance formulation	Performance indicator	Numerical values of performance indicator				IT/ Manual
		2016 execution	2017 plan/ execution	2018 plan	2019 plan	
Implemented set of	Measures for prevention of crime by minors and informing about safety issues (quantity)	2091	5050/ <b>5703</b>	3000/	3000	Manual
preventive measures	Number of educational institutions which participate in the School safety programme	2	2/ <b>2</b>	30/	100	Manual
	Number of stations which implement neighbourhood security programme via prevention plan of the stations	5	5/ <b>1</b>	40/	40	Manual

### 5. Implementation of physical security measures in State Police protected objects (including critical infrastructure)

Performance formulation	Performance indicator	Numerical values of performance indicator				IT/ Manual
		2016 execution	2017 plan/ execution	2018 plan	2019 plan	
Provided professional and qualitative implementation of physical security measures in State Police protected objects (including critical infrastructure)	Number of protected objects (including patrol)	78	79/ <b>79</b>	79/	79	Manual
	Provided implementation of physical security measures for protected objects and provided public order in immediate proximity of protected objects during public events (quantity)	194	180/ <b>284</b>	210 /	180	Manual

## Increasing Efficiency of Interior Sector Institutions in Latvia, Phase 1 EU funded Project

### Annex 4. Description of performance measurement system in Finland

#### In general

*The Ministry of the Interior* is responsible for internal security and migration. It steers and monitors the police service, and prepares related legislation.

*The National Police Board* operates under the Ministry of the Interior. *The Finnish Security and Intelligence Service* (SUPO) is a police unit subordinate to the Ministry of the Interior.

The police organization is two-tiered: Operating under the Ministry of the interior, the National Police Board directs and guides operational police activities.

#### Strategic guidance

The operations of the Ministry are guided by *the Government Programme* (Programme of Prime Minister Antti Rinne's Government 2019), and *the Joint Strategy for the Ministry of the Interior's administrative branch*.

The Government steers police operations through goal included in the Government Programme and through Government Resolutions. The joint strategy for the Ministry of the Interior's administrative branch is based on four priorities that support the implementation of the new Government Programme.

The four priorities are:

1. Maintaining a strong general sense of security
2. Keeping people, the environment and property safe
3. Countering threats to national security
4. Ensuring that immigration is well-managed and socially sustainable

The strategy will implemented over the 2019-2022 government term.<sup>9</sup> The strategy helps maintain a strong general security and safety. The Ministry of the Interior's administrative branch ensures high-quality services are provided, so that authorities are visible and easily accessible.

Police units (departments and national units) as well as the Ministry of Interior and the National Police Board publish yearly *an annual report* that describes activities, effectiveness, performance and results from previous year. These reports are public.<sup>10</sup>

*The Police Barometer* is an interview survey conducted to explore the views of citizens regarding police operations and internal security. The survey, commissioned by the Ministry of the Interior, has been conducted ten times during 1999-2018. For each survey, approximately one thousand Finnish people aged 15-79 and living in mainland Finland are interviewed. Citizens

---

<sup>9</sup> [https://intermin.fi/documents/1410869/3724304/Konsernistrategia\\_esite\\_en-web.pdf/0c5600ea-9a09-d791-82c4-5c0739c6cb70/Konsernistrategia\\_esite\\_en-web.pdf](https://intermin.fi/documents/1410869/3724304/Konsernistrategia_esite_en-web.pdf/0c5600ea-9a09-d791-82c4-5c0739c6cb70/Konsernistrategia_esite_en-web.pdf)

<sup>10</sup>

[https://www.poliisi.fi/instancedata/prime\\_product\\_julkaisu/intermin/embeds/poliisiwwwstructure/61693\\_Poliisi\\_vuosik\\_2016\\_englanti.pdf?5dc5016222f2d588](https://www.poliisi.fi/instancedata/prime_product_julkaisu/intermin/embeds/poliisiwwwstructure/61693_Poliisi_vuosik_2016_englanti.pdf?5dc5016222f2d588)

## **Increasing Efficiency of Interior Sector Institutions in Latvia, Phase 1 EU funded Project**

are asked to provide their views on the police and the effectiveness of police services. They are also asked to report their personal experiences of safety and crime. The Police Barometer provides citizens and the police with information that would otherwise be difficult to obtain. By supplementing crime statistics and other records, this information helps to build a better overall picture of crime. The results of the barometer can also be used to assess the extent of unreported crime.

### **Operational guidance**

The local police force consists of 11 *police departments*. *The National police units* are the National Bureau of Investigation and Police University College. The Police departments and national units report directly to the National Police Board. The National Police Board is in charge of the performance management of the police units. The National Police Board duties are to plan, develop, direct and supervise policing, cooperation between police units and guidance and resourcing.

The key functions, operating principles and powers of the police are provided for by law. In addition to Acts and Government Decrees, police operations are governed by Ministry of the Interior Decrees, instructions and guidelines. External auditing of the police is principally executed by the National Audit Office. Internal monitoring is performed by the Control of Legality division and the Internal Audit unit.

In order to find out opinions in what way staff (police and civilian) working in the police organization is experiencing their status and work, Police College University is conducting a survey, every two year. This survey is covering a large scale of different angles to daily work and includes questions of management and leadership, flow of information inside the organization, well-being, stress, sexual or other kind of harassment, training etc. Method of this survey guarantees anonymity to all those who answers the questionnaire. Results of the survey are sent back to the units to be processed and this whole process is resulting to common understanding about actions needed to be taken.

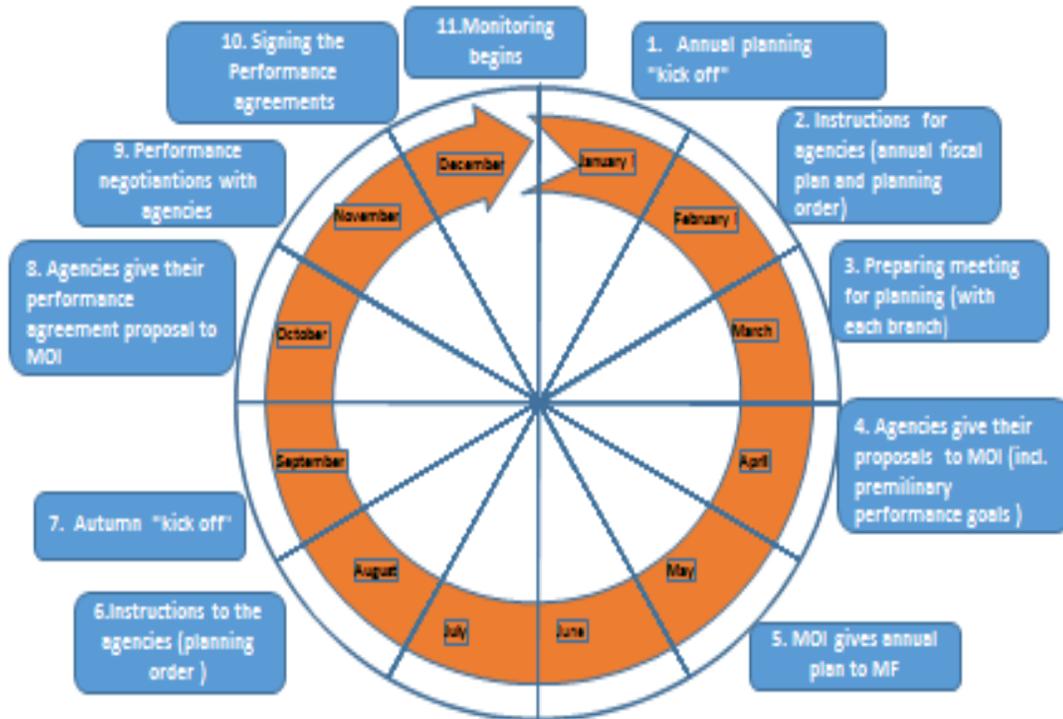
### **Yearly planning cycle**

#### **In general**

The Ministry of the Interior administrative branch's operational and financial planning is based on a four-year general government fiscal plan (incl. spending limits decisions), annual budgets and performance agreements. Measuring performance and effectiveness is ongoing process which can be describes as a yearly planning cycle.

**Increasing Efficiency of Interior Sector Institutions in Latvia, Phase 1  
EU funded Project**

## Yearly planning cycle



### **Planning cycle in police organization**

Police Departments and National Units are entitled to report their situation quarterly to the high command. This reporting enables to modify planned actions if necessary.

Planning cycle in police organization begins on March or early April, when strategy conference will take place. This conference is targeted to commander level (SP Commander, Police Department Commanders and National Unit Commanders). In April or May each police unit should have their own strategy and planning meeting for commanding officers. In June the Police High Command issues guidance for investments and procurement for coming year. After that Police Units starts their own planning process. In September all units are to submit their investment and procurement plans to the Police High Command.

In October Ministry of Interior is to issue preliminary framework for HR and financing to the Police High Command and this material is forwarded to all Police Units. In November all Police Units are to prepare first version of their agreement documents. In December final framework of financial recourses is issued.

## **Increasing Efficiency of Interior Sector Institutions in Latvia, Phase 1 EU funded Project**

In January all agreements are to be signed starting negotiations between the Ministry of Interior and Police High Command and then between the Police High Command, Police departments and National Units.

### **Key performance indicators using for policing**

#### **In General**

The use of clear metrics and key ratios is considered a basic requirement for performance reporting. They allow for accountability and provide also policy makers with an illustrative tool for examining performance. Effective police affects the security of the country.

Good indicator measures the output or achievement rather than the action. It is essential that the value of the indicator may be influenced by the Agency. The meter should describe the things that want to be achieved or that are keys to the success of operation. It must be possible to set goals for the value of the indicator. The meter should also be used relatively established way and comparisons over time. It is also important that measurement data is obtained with relatively few resources.

The meters or indicators that are chosen should be as controlling as possible, that is, they measure things from which functional conclusions can be drawn.

### **Societal impact of the police**

#### **Crimes reported to the police**

Changes in crime rates can be monitored through the number of crimes reported in different types of crimes.

<b>Number of crimes reported</b>	<b>2013</b>	<b>2014</b>	<b>2015</b>	<b>2016</b>	<b>2017</b>	<b>2018</b>	<b>Change (%) 2017- 2018</b>
Criminal law offences, maximum peaces	480,658	474,536	467,412	458,790	431,470	433,907	0.56%

#### **Public confidence in the police**

When evaluating the results of policing in societal perspective, two aspects must be taken into account: security and a sense of security. The development of security is assessed on the basis of statistics. Statistics on crimes and disturbances can be used to assess whether security has increased or decreased.

## Increasing Efficiency of Interior Sector Institutions in Latvia, Phase 1 EU funded Project

A sense of security describes the security people experience. This may be in line with statistical developments. However, it is often the case that the level of security people experience increases or decreases, irrespective of the development of the safety shown by the statistics. Police can influence the development of security shown by statistics by setting priorities or targets for action. The feeling of security is influenced by many factors independent of the police. The success of policing as a whole should be assessed by following the development of both security and a sense of security.

*Public confidence in the police* is measured by the question of the Police Barometer: "How much do you trust the police? 1 = very little, 2 = pretty little, 3 = pretty much, 4 = very much".

*Public sense of security* is measured by a question from the Police Barometer: "How serious do you think crime is in the immediate area?" 1 = very serious, 2 = fairly serious, 3 = not very serious, 4 =not at all serious.

The Police Barometer is conducted in every two year.

<b>Indicator</b>	<b>2014</b>	<b>2016</b>	<b>2018</b>
Public confidence in the police at least on a scale of (1-4)	3.3	3.5	3.5
Public sense of security at least on a scale of (1-4)	3.0	3.1	3.02

### Street Safety Index

The effectiveness of police surveillance is assessed by using security indexes. The Street Safety Index provides a good picture of the safety situation at national level and in major cities. On the other hand in sparsely populated areas with a low incidence of index is not very good.

The Street Safety Index comprises the weighted number (different crimes have a different weight), relative to population, of robberies, assaults, vandalism and drunk driving cases that occurred in public places and were reported to police. The higher the index value is, the better is the security.

The following offences are included in the index calculation:

*Weighting factor 10:* Aggravated assault, robbery, aggravated robbery

*Weighting factor 5:* Assault, petty assault

*Weighting factor 1:* drunk driving, aggravated drunk driving, driving while intoxicated, vandalism, aggravated vandalism, petty vandalism, driving train, rail, boat or air vehicle drunk

*The absolute value* of the index is calculated: *population / weighted crime rate*

*The relative value* is calculated using the following the formula:

*The absolute value x (100 / 23.12)*

## Increasing Efficiency of Interior Sector Institutions in Latvia, Phase 1 EU funded Project

In year 1999 the value of the whole country is 100. The conversion Rate (23.12) is a nationwide constant and thus constant at all geographical levels.

The relative value indicates how the index in question has developed over the base year. The base year for Street Safety index is selected to be year 1999 i.e. in the selected year index has a value of 100 and gives a conversion factor. With the relative value the performance of the index can be compared to the reference year. If index value is over 100, situation is better than reference year. And vice versa if the relative index rate is below 100, situation is worse than the reference year.

Indicator	2013	2014	2015	2016	2017	2018	Change (%) 2017-2018
Street Safety index, at least (1999=100)	92.1	97.5	98.4	99.7	100.3	101.1	0.88%

### Traffic Safety Index

Traffic safety work is performed in cooperation with a wide range of authorities and organizations. As the authority responsible for traffic monitoring, the police play a key role in promoting and maintaining traffic safety. The Finnish Border Guard and Customs also participate in traffic monitoring.

Traffic Safety Index is calculated for those municipalities, where a traffic accident has resulted in death or injury. The Traffic Safety Index is the number of registered cars and motorcycles divided by the weighted number of fatalities and injuries in traffic.

The index formula is  $(cars + motorbikes) / (50 \times dead + 5 \times injured)$ . The numbers of vehicles used in the formula have been obtained from IT-system Trafi. The figures consist of vehicles registered in traffic on the last day of the year, broken down by the holder's town of residence. From the Traffic Safety Index is calculated the relative value following the formula:

$Traffic\ Safety\ Index \times (100 / 40.35325)$

Year 1999 is the selected base year when the value of the whole country is 100. The conversion Rate (40.35325) is a nationwide constant and thus constant at all geographical levels.

The relative value indicates how the index in question has developed over the base year. The base year for Traffic Safety index is selected to be year 1999 i.e. in the selected year index has a value of 100 and gives a conversion factor. With the relative value the performance of the index can be compared to the reference year. If index value is over 100, situation is better than reference year. And vice versa if the relative index rate is below 100, situation is worse than the reference year.

**Increasing Efficiency of Interior Sector Institutions in Latvia, Phase 1  
EU funded Project**

<b>Indicator</b>	<b>2013</b>	<b>2014</b>	<b>2015</b>	<b>2016</b>	<b>2017</b>	<b>2018</b>	<b>Change (%) 2017-2018</b>
Traffic Safety index, at least (1999=100)	92.1	97.5	98.4	99.7	100.3	101.1	0.88%

**Patrolling (operational efficiency, quality control, output)**

*Productivity:*

- productivity (tasks related to public order and security/person-work –years);
- traffic controls productivity (pieces /person-work-year)

*Cost-effectiveness:*

- budgetary appropriation (1000 €);
- person-work-years;
- surveillance costs (1000 €);
- surveillance costs / tasks related to public order and security (euros)

*Service capacity and quality (Rates from Police Barometer):*

- successful interventions in cases of domestic violence, average rate at least on a scale of (1-4);
- successful measures in traffic safety, average rate at least on a scale of (1-4);
- successful in police patrolling, average rate at least on a scale of (1-4)

*Output:*

- number of tasks related to public order and security, A,B,C (pieces);
- time spent on immigration monitoring (person-work -year/year);
- time spent on traffic monitoring

**Emergency response operations**

Emergency Response Centers are responsible for 24-hour police emergency services. Calls made to 112 are always routed to the nearest Emergency Response Center. Under the Police Act and in accordance with the circumstances in question, the police are required to prioritize their duties. Tasks related to situations in which a person's life or health is at risk are given priority over other urgent tasks. If person does not require immediate police assistance, he/she is advised to contact the local police station during office hours.

## Increasing Efficiency of Interior Sector Institutions in Latvia, Phase 1 EU funded Project

### Performance indicators of emergency response operations

#### *Productivity:*

- emergency response duties (person-work-years);

#### *Cost-effectiveness:*

- budgetary appropriation (1000 €);
- person-years;
- emergency response operation cost (1000 €);
- emergency response operation cost, emergency response categories A+B (euros)

#### *Service capacity and quality:*

Operational readiness time of the police measure the time it takes for the police to arrive on the scene. The operational readiness time comprises the assignment waiting time, patrol delay, and the minimum driving time to the scene. The time spent in processing the assignment by emergency rescue services is not included. Assignments are divided in the different categories. Category A is the most urgent category.

<b>Operational readiness time, average in minutes</b>	<b>2013</b>	<b>2014</b>	<b>2015</b>	<b>2016</b>	<b>2017</b>	<b>2018</b>	<b>Change (%) 2017-2018</b>
Urgency category A	9.4	9.5	9.3	9.4	9.3	9.4	
Urgency category AB	17.4	17.9	17.8	17.9	18.3	18.2	

Operational readiness time can be measured also by client perspective. Then it measures the time from when citizen's emergency call is answered to the arrival of a police patrol at the scene, including all delays.

#### *Outputs:*

- number of tasks emergency response operations (maximum, pieces);
- tasks categories A + B (maximum, pieces);
- number of tasks relating to domestic violence (maximum, pieces).

## **Increasing Efficiency of Interior Sector Institutions in Latvia, Phase 1 EU funded Project**

### **Combating crime**

Crime combating is tasked to Police Departments and to the National Bureau of Investigation. Basically Police Departments are responsible all daily crime investigation, intelligence and prevention in their area.

Crime clearance rate measure a percentage of the total number and of different types of crimes committed.

See attached Finland's Strategy on Preventive Police Work 2019-2023. The strategy is conducted to ensure that preventive action is both productive and effective including results are monitored and reported. Cooperation with partners and stakeholders is of key importance in implementing the Strategy.

### ***The criminality of Finland as a whole***

Crime combating situation is also scrutinized and evaluated as a whole in order to find out problematic issues and develop the whole crime combating process to take into account new trends and challenges and demands that surrounding society is directing to the police. Latest survey was carried out by the National Police Board and the report was published in late 2018. It was published in two versions, one public and one only for internal use. Survey like this gives also new ideas how to measure crime combating and should existing indicators be changed or reformulated. Information about criminality of Finland in Finnish is made public.<sup>11</sup>

---

<sup>11</sup> <https://sisainenturvallisuus.fi/rikollisuus>.

## **Increasing Efficiency of Interior Sector Institutions in Latvia, Phase 1 EU funded Project**

### **Annex 5. Description of performance measurement system in Estonia**

In Estonia, the base for planning police main activities and setting the performance indicators is the Development Plan of the Internal Security, prepared by the Ministry of the Interior for five years.

Pursuant to the aims of the Development Plan, the Development Department of the Police and Border Guard Board (PBGB) sets the aims/performance indicators for its structural units.

The planning of the action plan includes the following activities:

Stage 1:

In spring the Development Department, the planners of the services will describe the quality indicators and the indicators values for the next year. In addition, the needed service processes will be described for the next year. The service planner should negotiate these indicators, values and processes with the service owner.

Stage 2:

In beginning of autumn, the service planners will describe the targets for the structural units. At the same time, there is a process whereby the service planner speaks with the service implementer(s) and listens to their proposals when assigning sub-tasks. This means that the service implementer(s) have also already developed their positions on the necessary actions. Thus, the structural units themselves are involved in the planning of the action plan.

In October, the Development Department will forward the work plan to the chiefs of the structural units (PBGB departments and regional units (prefectures)) for approval. If necessary, sub coordinate on the structural unit. The purpose of coordination is to inform the chiefs of the structural unit about the tasks they will be responsible for and, if necessary, to allow them to negotiate the content / volume / purpose of the task with the service planner. The deadline for the coordination and planning is November. At the beginning of December, the Development Department will draft the next year's work plan for the PBGB services and for its structural units and then submit it to the Director General for approval.

### **Provision of public order**

In Estonia, Police and Border Guard Board activities are divided into nearly 70 services. Among them, there are basic services, supportive services and support services. The main services aimed at securing the public order include the patrol service, traffic control service, offense and risk prevention service. The operational information and resource management service is a supportive service.

### **Patrolling, ensuring road safety**

Setting indicators for the patrol service includes the number of patrols as the average per year. The efficiency of the indicator is measured by the correlation between the number of patrols on duty and the number of responses to serve the 112 calls.

Patrol police are also involved in the traffic control service, and there are quite many metrics.

## **Increasing Efficiency of Interior Sector Institutions in Latvia, Phase 1 EU funded Project**

The following indicators have been used as performance indicators for the traffic control service:

- number of fatalities in road accidents;
- number of injured in traffic accidents;
- number of persons seriously injured in traffic accidents;
- the volume of traffic monitoring of the total volume of patrol hours;
- proportion of drunk drivers in traffic;
- the number of deaths caused by intoxication;
- number of traffic accidents caused by intoxication;
- the volume of activities aimed at detecting the non-use of safety equipment from the overall volume of traffic control activities;
- the volume of activities aimed at detecting drunk drivers in traffic from the overall volume of traffic control activities;
- the volume of activities aimed at ensuring the safety of light traffic users from the overall volume of traffic control activities;
- the volume of activities aimed at reducing risk behaviour in traffic from the overall volume of traffic control activities;
- the volume of activities aimed at reducing speed from the overall volume of traffic control activities;
- how many drivers are subject to intoxication control;
- how much time is devoted to checking vehicles and buses in categories N2 and N3;
- how many vehicles have been seized to ensure confiscation;
- how many speeding violations are fixed and processed by video recordings (i.e. without protocol, the recording itself is an evidence);
- what is the involvement in carrying out the activities provided for the TISPOL Week.

### **Responding to events**

Event response activities are part of an operational information and resource management service. This service ensures the processing of alerts requiring operational response 24 hours a day, servicing 112 calls, managing operational resources and receiving, processing and registering information in the information system.

The service has an indicative level, the number of events and servicing responses that the police officers have to deal with to be able to serve the region. In addition, the speed of reaction time to the C and B level events is measured.

### **Prevention**

In Estonia, prevention is a cross-service activity. The prevention service process is related to with many other services. However, the offense and risk prevention service is described separately. The service

## **Increasing Efficiency of Interior Sector Institutions in Latvia, Phase 1 EU funded Project**

ensures that projects, campaigns, public appearances and events are carried out in cooperation with partners from the public, private and non-profit sectors to lower the risk of offenses and incurring risks.

The following evaluation criteria has been set for the offense and risk prevention service:

- how large part of the Estonian population has been influenced by universal prevention;
- percentage of the population who consider the speed limit to be dangerous;
- percentage of pupils who think cannabis should remain prohibited to minors;
- number of hours on police activities per year by voluntary policemen;
- how many are local security committees where the police is involved

### **Combating crime**

In Estonia, police work against crimes is largely divided into two different services. These are serious latent crimes detection service and community-related offenses service. In terms, it should be noted that offences are divided into crimes and misdemeanors. The crime is an offense provided for in the Penal Code, the principal punishment of which is a pecuniary punishment or imprisonment for a natural person and a pecuniary punishment for a legal person. Misdemeanor is an offense provided in the Penal Code or other law for which the main penalty is a fine, detention or disqualification from driving. All offences related to physical violence are crimes.

### **Investigation (pre-trial, administrative offences cases)**

Indicators used for serious latent crimes detection service:

- number of criminal cases sent to the prosecutor's office related with serious latent crimes;
- the number of drug overdose deaths;
- how many days does it take to resolve a criminal case where the suspect is juvenile;

Indicators, used for community-related offences service:

- how many criminal cases per investigators have been solved;
- how many crimes committed by minors have been solved;
- how many days does it take to resolve a criminal case where the suspect is juvenile;

## **Increasing Efficiency of Interior Sector Institutions in Latvia, Phase 1 EU funded Project**

### **Public opinion polling on the State Police performance**

In Estonia, the Ministry of the Interior conducts surveys on the reliability of internal security institutions (incl. police) twice a year involving a research company. The last survey was conducted at the end of 2018<sup>12</sup>. According to the survey, 88% of the Estonian population trusts or rather trusts the police.

In addition, since 2010, the Ministry of Justice has commissioned small-scale victim surveys<sup>13</sup>. From this survey, among other things, it is possible to get feedback on the percentage of victims who reported the crime to the police. For example, in 2017 only every second theft was reported to the police.

---

<sup>12</sup>

[https://www.siseministeerium.ee/sites/default/files/dokumendid/Uuringud/Avaliku\\_korra\\_tagamine/2018\\_ii\\_sim\\_aruanne\\_avalik.pptx](https://www.siseministeerium.ee/sites/default/files/dokumendid/Uuringud/Avaliku_korra_tagamine/2018_ii_sim_aruanne_avalik.pptx)

<sup>13</sup> [https://www.kriminaalpoliitika.ee/sites/krimipoliitika/files/elfinder/dokumendid/vaike\\_ohvriuring\\_2017\\_-\\_andmetabel\\_excel.xlsx](https://www.kriminaalpoliitika.ee/sites/krimipoliitika/files/elfinder/dokumendid/vaike_ohvriuring_2017_-_andmetabel_excel.xlsx)

## **Increasing Efficiency of Interior Sector Institutions in Latvia, Phase 1 EU funded Project**

### **Annex 6. Description of performance measurement system in Lithuania**

According to the strategic planning methodology adopted by the Government of the Republic of Lithuania in 2002, every state agency has its mission, strategic and short-term objectives with activities and actions for their implementation and responsible persons. The objectives are formulated based on hierarchical principle: the objectives of the lower level agencies influence the objectives of the higher level. The agency strategic plan correlates with the strategic plan and the objectives of the State. Since 2011, the Lithuanian police seek for the principal strategic objective – to develop the quality of the police services. The public opinion level is one of the main indicators illustrating the effectiveness of the activity, or the value created for the population by an agency. The police performance has to meet the expectations of the user of police services, to increase the perception of safety. The public trust is the result of all agency's performance achieved through effectiveness of a total of indicators.

The Lithuanian police perform many functions including investigation of administrative violations (investigates over 70 per cent of all registered violations) and criminal offenses (investigates over 90 per cent of all registered criminal acts) so it is very difficult to evaluate all the performed functions. This results in formulating the priorities and their indicators by the main activity areas. Every year the principal risk criteria are determined and monitoring of the organization of performance and implementation of their indicators is conducted through different measures based on the risk level.

The Lithuanian Police has adopted service-based management principles and has in use the Balanced Scorecard methodology to set the priorities. A more detailed overview of the Lithuanian Police practice in the field of performance management can be found in the digital presentation which can be viewed here: [https://prezi.com/yzqeb\\_9idkzx/strategic-planning-of-the-lithuanian-police/](https://prezi.com/yzqeb_9idkzx/strategic-planning-of-the-lithuanian-police/)

#### **Indicators for performance evaluation**

Performance areas have clearly been separated and functions unified in the Lithuanian police system. The evaluation criteria on fulfilment of respective functions and achievement of expected results have been formulated. The organization of the Lithuanian police performance is evaluated based of the analysis of many indicators (the number of the registered administrative violations, the number of the registered criminal offences, the disclosure level of different criminal offences, etc.). However, on strategic level the organization of the performance is evaluated by a few main indicators approved by Minister of the Interior (some of them are transferred from the State documents).

#### **Provision of public order**

Evaluation indicators are:

- successfully implemented special anti-terrorist, hostage release and arrest of dangerous criminals operations (%);

## **Increasing Efficiency of Interior Sector Institutions in Latvia, Phase 1 EU funded Project**

- successfully implemented explosive devices and military explosives used for terrorist and criminal purposes search and neutralization operations (%).

### **Traffic safety and monitoring**

Evaluation indicators are:

- number of deaths road in traffic accidents per 100 000 inhabitants;
- rate of disclosed prioritized traffic accidents to a total of disclosed traffic accidents (%);
- number of disclosed traffic accidents caused by drivers under the influence of alcohol per one police patrol.

### **Responding to incidents**

Evaluation indicators are:

- rate of police responses to A category incidents when max response time is 12 minutes (no less than, %);
- rate of police responses to B category incidents when max response time is 20 minutes (no less than, %);
- rate of police responses to C category incidents when max response time is 60 minutes (no less than, %);
- rate of officers of police units of county police headquarters working over half duty time in their territory (%);
- police response to incidents time (the same or decreased in comparison to the previous year, minutes/seconds).

### **Prevention**

Evaluation indicators are:

- rate of children and youth thinking that they could easily obtain narcotic and (or) psychotropic substances (%);
- average work time per year of one police supporter (excluding the young supporters) (hours);
- rate of safe neighbourhood groups in the territory of which the number of thefts has not increased or decreased to a total of safe neighbourhood groups (not less than, %);
- number of received notifications from persons (not less than);
- number of notifications performing functions (not less than);
- number of persons under the highest risk by priority areas (not less than) (including the number of preventive measures applied to them, not less than);

## **Increasing Efficiency of Interior Sector Institutions in Latvia, Phase 1 EU funded Project**

- number of persons under the highest risk to commit crimes and for applied preventive measures (not less than) and the percentage of them who did not commit crimes in the previous year (not less than 70%);
- average number of locations under the highest number of notifications about offenses identified in the territory of each county police headquarters (not less than 5).

### **Combating crime**

Evaluation indicators are:

- rate of disclosed serious and grave crimes to a total of the registered crimes (%);
- rate of investigated criminal offenses to a total of the registered crimes (increase, % points);
- number of realized international operations (%);
- number of ensured implementation of measures for informational systems security (not less than, %);
- rate of forensic examinations conducted in less than 30 days to a total of all requests (%);
- rate of ensured compensation of material damage to the State, legal and natural persons (%);
- rate of investigated criminal offenses related to illegal disposal of narcotic and psychotropic substances to a total of the registered crimes (%);
- rate of investigated criminal offenses related to security of electronic data and informational systems to a total of the registered crimes (not less than, %);
- successfully realised criminal intelligence cases (not less than, %);
- rate of the pre-trial investigations related to domestic violence passed over to prosecutor's office in 48 hours or with a request to apply a preventive measure in respect to the suspect (%).
- rate of lower prioritized registered and disclosed criminal offenses (%).

### **Public opinion polling on the State Police performance**

As of 2015, the Lithuanian police have been changing its position and have been transiting to the provision of higher quality services to the society. Evaluation of public trust in police has become one of the key evaluation indicators (this evaluation indicator currently reaches as high as 75% and is the second best among all state institutions).

Evaluation indicator is rate of persons who have suffered from criminal offenses and applied to the police with positive evaluation of police work to a total of persons who have suffered from criminal offenses and applied to the police (not less than, %).