

Improving judicial efficiency and budgeting in Latvia

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Deliverable 1: Inception report

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Technical Support Instrument

Supporting reforms in 27 Member States



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Judicial Council
Republic of Latvia

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Abbreviations

Abbreviation	Meaning	Abbreviation	Meaning
Beneficiary	Judicial Council of the Republic of Latvia		
Key stakeholders	Ministry of Justice of the Republic of Latvia Supreme Court of the Republic of Latvia, Court Administration of the Republic of Latvia, Ministry of Finance of the Republic of Latvia ¹ , the State Chancellery of Latvia ²		
Abbreviation	Meaning	Abbreviation	Meaning
AS-IS	Current situation	JC	Judicial Council
Beneficiary	Judicial Council	JE	Junior experts
CA	Court Administration	KPI	Key Performance Indicator
CEPEJ	European Commission for the Efficiency of Justice	LT	Lithuania
CRP	Concurring Review Partner	LV	Latvia
CW	Case weighting	MoJ	Ministry of Justice
CWS	Case weighting systems	MS	Member State
D	Deliverable	NL	The Netherlands
DE	Denmark	PM	Project Management
E	Elements	PMO	Project Management Office
EC	European Commission	Project	Improving judicial efficiency and budgeting in Latvia
e-case	A unified platform, an efficient electronic process for investigations and legal proceedings, which reduces the duration of investigations and legal proceedings, and ensures greater process transparency which is still under development with the first phase completed	PwC	PricewaterhouseCoopers
EE	Estonia	RfS	Request for Service
EP	Engagement Partner	SC	Steering Committee
EU	European Union	SE	Senior experts
FI	Finland	SWG	Project stakeholder working group
GDP	Gross domestic product	SWOT	Strengths, Weaknesses, Opportunities and Threats
ICT	Information and communication technology	TIS	Court Information System
IS	Information system	TO-BE	Desired situation
IT	Information technology	TTT	Train-the-trainer

¹ To be involved in the project on an as-needed basis.

² To be involved in the project on an as-needed basis.

Executive summary

Context

An efficient justice system is crucial for reinforcing the rule of law – one of the fundamental values of European Union (EU) and enabling individuals and businesses to fully exercise their rights and build mutual trust.

The Judicial Council's (JC) strategy for 2021-2025 focuses on safeguarding judicial independence, ensuring fair case handling, enhancing judicial effectiveness, and promoting responsible use of the state budget.

However, the Council currently lacks the capacity and methodology to obtain objective data for evaluating staffing needs and efficiency. Existing indicators do not fully capture court case workloads, hindering the implementation of measures for efficient resource allocation.

To strengthen its justice system, Latvia is developing a new statistical model and preparing institutional reforms.

Expected results

Throughout the project, Latvia will benefit from tailored technical support, encompassing:

- An **analytical report** aims to evaluate the current methodology for determining the required number of judges in Latvia. It will compare Latvia's approach with best practices from other countries and gather insights from judges, judicial representative organizations, and other stakeholders on ways to enhance judicial efficiency.
- **Recommendations for institutional reforms** to improve the effectiveness of the operation of the judicial system and use of budget funds.
- A new **statistical model to evaluate the judiciary's workload** and manage the budgetary aspects of the justice system.
- A **pilot implementation** of the methodology, including **training sessions and a guidebook** on court data collection, methodology and resource assessment.

Objective

To assist national authorities in enhancing their capacity to calculate the court budget based on current trends and societal needs.

Outcome

1. Roadmap for institutional reforms to improve the work efficiency of the judicial system.
2. Adoption of a model based on statistical methodology for evaluating the effectiveness of the work of the national judicial system.

Impact

The quality of the justice system is upheld through sufficient human and technical resources.

Duration



1. Project outcomes, impact, and main deliverables

1.1. Project background

As the EU is built on respect for the rule of law and for democracy, it is crucial that all Member States (MS) have functional and effective justice systems. They are crucial for (1) protection of individual rights, in particular social rights; (2) creation of investment and business- friendly environment; (3) implementing all EU law³. Thus, various efforts at both EU and MS levels ensure continuous improvement of existing systems. Rule of Law is one of the fundamental values of the EU and a key priority for the European Commission (EC). Efficient justice system is essential for not only implementing EU law but ensuring that individuals and businesses can fully enjoy their rights and strengthen mutual trust. Adequate human and technical resources are essential for the quality of the justice system.

Figure 1. Key components of an effective justice system⁴



Independence

Judicial independence is crucial for a fair and effective judicial system, upholding the principles of the rule of law and strengthening democracy, as well as being an important factor in the self-organization and professionalism of the judiciary. The issue of judicial independence is **twofold**:

1: The administration of justice must remain free from interference, but providing administrative support does not directly impact the administration of justice or the independence of the courts.

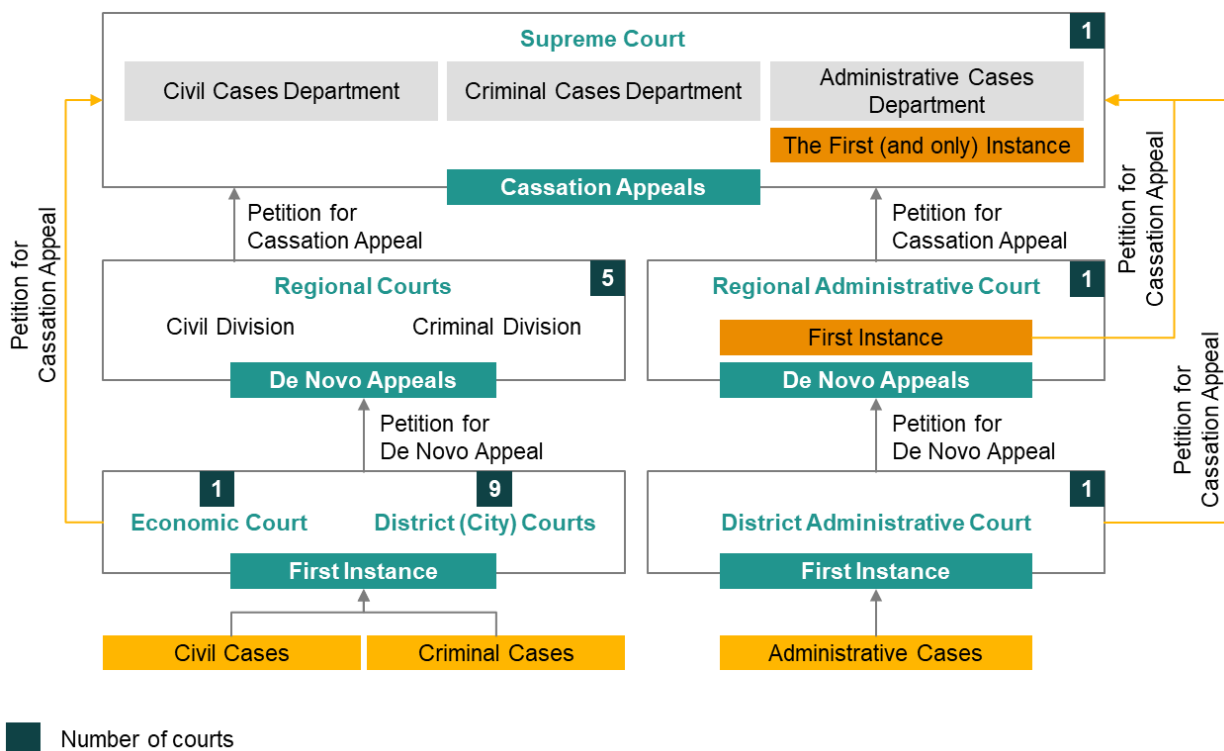
2: At the same time, studies have acknowledged that underfunding has a negative impact on the work of the courts. Currently, the **remuneration of judges is considered adequate**, but even after the increase for court staff (assistants to a judge and secretaries) in 2023, it is still **critically low**. Declining demographics necessitate reviewing public administration employment to ensure workforce size matches actual needs, evaluating staffing against population trends for efficiency and effective service delivery.

A three-instance court system has been established in Latvia – cases are heard at the court of first instance, court of appellate instance and cassation instance (in some cases the legislator has defined exemptions to this procedure). Regional courts manage second-instance appeal cases, and the Supreme Court adjudicates criminal, civil, and administrative cases. The Latvian justice system is also responsible for handling of the land register, the national register of real estate property rights. Further, the Constitutional Court oversees constitutional review cases. An independent JC plays a crucial role in shaping policies and strategies for the judicial system.

³ [European Commission. \(n.d.\). European Semester Thematic Factsheet: Effective Justice Systems.](#)

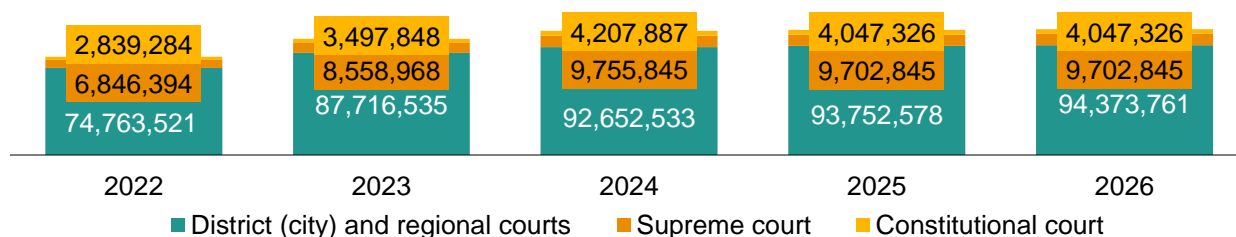
⁴ [European Commission. \(n.d.\). European Semester Thematic Factsheet: Effective Justice Systems.](#)

Figure 2. Latvian justice system⁵



Courts in Latvia are financed from the state budget, having two different mechanisms to receive funding. The draft budget requests of district (city) (first instance) and regional (second instance) courts are prepared by the **Court Administration (CA)** and submitted to the **Ministry of Justice (MoJ)**, which then submits a summary of budget requests to JC for provision of an opinion. After receiving the opinion, the MoJ submits the budget requests, appending the opinion, to the Ministry of Finance. There is a special procedure with regard to budget request of the Supreme Court, the Constitutional Court, JC and the MoJ [on behalf of district (city) courts, regional courts] to preserve independence of the court system.^{6 7 8}

Figure 3. State budget funding for courts⁹



A current snapshot of the Latvian judicial system is included below with the **following key characteristics:** (1) number of judges and non-judge staff has decreased since 2018, but their proportion to inhabitants – increased; (2) Latvia has 87,5 non-judge staff (1 648 in total) per 100 000 inhabitants, being significantly higher than the EU median of 59.^{10 11}

⁵ [Supreme Court of the Republic of Latvia. Trial in the Senate.](#)

⁶ [Law on Budget and Financial Management, Act 20 \(3\).](#)

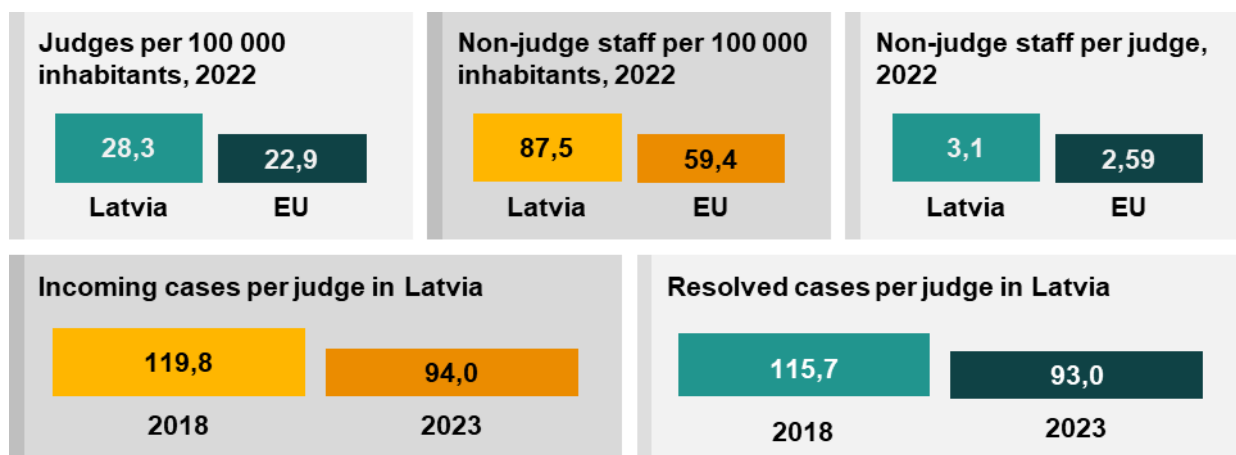
⁷ [Law on the 2024 state budget and the budgetary framework for 2024, 2025 and 2026.](#)

⁸ [Law on Judicial Power, Act 50.2.](#)

⁹ [Law on the 2024 state budget and the budgetary framework for 2024, 2025 and 2026.](#)

¹⁰ [CEPEJ. \(2022\). Study on the judicial systems in the EU Member States – Country fiche: Judiciary at a glance in Latvia.](#)

Figure 4. Snapshot of the Latvian judicial system¹²



Key responsible institutions among others in shaping policies and strategies for the judicial system – **MoJ and JC** – have continuously worked on optimising the existing judicial system according to their strategic initiatives (below).^{13 14} Also, 2023 Rule of Law Report¹⁵ concludes that **justice system is overall continuing to perform efficiently.**

Quality

According to EU Justice Scoreboard¹⁶ there is no single way to measure the quality of justice systems. The 2024 EU Justice Scoreboard continues to examine factors that are generally accepted as relevant for improving the quality of justice. They fall into four categories:



Both MoJ and JC implement several strategic initiatives aimed at further developing the quality of the judiciary (See Table 1).

¹² [CEPEJ. \(2022\). Study on the judicial systems in the EU Member States – Country fiche: Judiciary at a glance in Latvia.](#)

¹³ [Ministry of Justice. \(2022\). Operational Strategy of the Ministry of Justice 2022–2026.](#)

¹⁴ [Judicial Council. \(2021\). Operational Strategy of the Judicial Council 2021-2025.](#)

¹⁵ [European Commission. \(2023\). 2023 Rule of Law Report: Country Chapter on the rule of law situation in Latvia.](#)

¹⁶ [CEPEJ. \(n.d.\). CEPEJ Study for the EU Justice Scoreboard.](#)

Table 1. Strategic initiatives on optimising the existing judicial system by MoJ and JC^{17 18}

JC	Strengthening the independence of the judiciary	Promote the independence of the judiciary from the executive and develop a guarantee of independence
	Strengthening the functionality and the role of the JC	JC is a respected representative of the interests of the judiciary, including in the policy planning process
	Efficient and high-quality judiciary	Efficient, convenient, timely, comprehensible, and accessible to public court system (in 2023, establish a unified methodology for the evaluation of court employees and a unified remuneration system linked to it ¹⁰)
	Promoting public confidence in the judiciary	Ensure public understanding of the judiciary and increase public confidence in it
MoJ	Improving the quality and professionalism of court work	Strengthening the capacity of human resources and solutions for balancing the workload of the courts, improving organization of court work and introduction of judicial work quality management tools
	Ensuring effective procedural regulation	Development of procedural regulation, effective process management tools and a balanced system of procedural duties and responsibilities
	Access to justice	Development of digital technologies that meet the needs of society and courts, access to justice services in regional customer service centres, development of on-line tools, expanding publication of court decisions
	Improving administrative process in court	Court decisions comprehensive to a person, without losing their quality
	Effective criminal procedure	Continue to streamline pre-trial investigation and trial to ensure effective and fair settlement of criminal legal relations

Efficiency

According to the EU Justice Scoreboard, Latvia has 28 judges per 100 000 inhabitants, which is the 6th highest in the EU (the median value is about 25 judges). In addition, Latvia has the 4th highest actual government expenditure on the operation of the justice system, as a proportion of gross domestic product (GDP).¹⁹

In line with EU best practices, over past 20 years, the **judicial system in Latvia has undergone major reforms** – both structural changes (e.g., District (city) court reform and establishment of the specialised Economic Court in 2021, as well as integration of judges of Land Registry Offices in district (city) courts) and simplification of procedures (e.g., simplified criminal procedure) – **to promote judicial efficiency**.

The **efficiency and quality of the judicial system remain high on the justice policy agenda**. According to the Operational Strategy of JC 2021-2025, **an efficient and high-quality judiciary** is one of the key priorities. This priority includes balancing the workload among judges, focusing on introducing operational and targeted solutions, evaluating the outcomes of the judicial map reform, and introducing an optimal and effective model for assessing the adequacy of judicial staff. However, one of the **continuing challenges is balancing the workload between courts and judges**. Despite the reforms, cases are still being transferred from Riga to other regions based on special procedural provisions. There is also a significant disparity in judicial timeframes for the same categories of cases across different courts.

In recent years (2020-2023), **a case weighting (CW) methodology was developed to reflect the structure of the workload and assess the real workload versus statistical data**. In April 2023, JC approved the conceptual methodology of CW in first-instance courts, using a point-based system for civil, criminal, and administrative liability cases. However, the methodology is not yet fully utilized for case distribution or as a basis for resource planning, including judicial

¹⁷ Ministry of Justice. (2022). [Operational Strategy of the Ministry of Justice 2022–2026](#).

¹⁸ Judicial Council. (2021). [Operational Strategy of the Judicial Council 2021-2025](#).

¹⁹ CEPEJ. (n.d.). [CEPEJ Study for the EU Justice Scoreboard](#).

vacancies. Further integration of this methodology in practice, in synergy with policy challenges, should be facilitated.

To conclude, another aspect of potential reform is outlined in the 2021 and 2022 Rule of Law Reports: necessity to strengthen JC's authority to become a decisive player in developing judicial policy and strategy. The Operational Strategy of the JC 2021-2025²⁰ is aiming to address the issue of strengthening the fiscal independence of the judicial system. Currently, Article 50.² of the Law "On Judicial Power " gives JC advisory powers regarding the financing of the judicial system, but the submission of budget requests to the Ministry of Finance is not suspended even if they differ from the opinions of JC. Similarly, CCJE Opinion no. 2 (2001), "On the Financing and Management of the Courts," emphasizes the importance of having a procedure for adopting the court budget that takes into account the opinions of the courts. The consultation mechanism in the process of adopting the budget both in the Cabinet of Ministers and in the parliament is formal and does not allow for the effective involvement of JC in budgeting, which makes the judiciary fiscally dependent on the executive.

The Law on Academy of Justice²¹ entered into force on the 1st of November 2024. The purpose of the law is to provide a sustainable and effective training system for the high-quality performance of judicial and prosecutorial staff by establishing the Academy of Justice. The institutional supervision of the Academy of Justice is carried out by the Cabinet of Ministers through the MoJ. The Academy's functional supervision is carried out by JC.

Recently the State Audit Office of Latvia²² carried out an audit on Human Resource availability and development in the courts of Latvia. Their main findings were as follows:

- The measures taken by the responsible institutions to assess the adequacy of judicial resources and reduce the shortage of court employees are not sufficient, namely:
 - the solutions have not been proposed to alleviate the shortage of personnel in the judicial system
 - the planning of the number of judges is ineffective
 - there is a lack of balance between recruited and retired judges since the number of released judges exceeds the number of appointed judges
 - a situation in the provision of human resources in relation to judges with specialization in land registry cases is critical considering the growing number of registrations of real estate rights requests.
- There is no strategic solution to the chronic shortage of judicial staff, including proposed solutions for such issues as
 - the standard of the assistants to a judge position has not been revised,
 - the career development model of the assistants to a judge has not been clearly defined,
 - there are no models how to ensure competitive remuneration for assistants to a judge and increase the motivation of existing employees, as well as attract new qualified employees.

1.2. Brief issue analysis (issue tree) of the reform to be implemented and its key elements identified in the inception phase

A high-level overview of the main issues that the Latvian judicial system has to solve with the planned reforms and the most important strategic, organizational, procedural, human resource management and technological challenges identified at the inception stage is presented in the Figure 5.

²⁰ [Judicial Council. \(2021\). Operational Strategy of the Judicial Council 2021-2025.](#)

²¹ [Law on the Academy of Justice.](#)

²² [State Audit Office of the Republic of Latvia, \(2024\), Availability and development of human resources in Latvian courts.](#)

Figure 5. A high-level overview of the issues to be solved by the judiciary of Latvia

Main problem:				
Need to enhance the effectiveness of judicial institutions, ensuring fast and fair handling of cases in accordance with public demand, as well as responsible use of state budget funds.				
A. Issues causing the main problem				
Strategy	Organisation and budget	Processes	People	Technology
The JC has set strategic goals for solving the identified problems of the justice system, but currently has neither the administrative capacity nor the authority to implement the necessary reforms.	The judiciary does not have one sole leadership and is managed by two institutions: the JC and the MoJ. The MoJ is the leading institution in the administration of courts and handle organisational management of the 1st and 2nd instance courts. The JC just participates in the development of the policy and strategy of the judicial system, as well as in the improvement of the work organization of the judicial system	Although the justice system is overall continuing to perform efficiently still the lengthy court proceedings limit access to justice, especially in cases of high complexity	The lack of a unified, centrally managed human resource management system of the court Longstanding human resource management issues: shortage of judges specializing in land register cases and assistants to a judges, remarkably different workload of judges.	Although a new information system e-case has been introduced relatively recently, digitizing the entire judicial process, the planned functionality has not yet been fully achieved, as all legacy components of the historical court information system have not yet been replaced and integrated into the new ICT architecture. Until then the functionality of information systems used in judicial work remains limited.
B. Sub-issues what might be contributing to the issue				
The strategic initiatives of the MoJ are the development of the quality and professionalism of court work, solutions for equalizing the workload of courts and improving the organization of court work but without coordination with the JC, many organizational issues cannot solve alone.	Latvia has the 4th highest actual government expenditure on the operation of the justice system in EU, as a proportion of gross domestic product (GDP). The fiscal independence from the executive power of the 1st and the 2nd instance courts is not ensured to the full extent. Administrative support to the courts is provided by the executive authority, which is subordinated to the Ministry of Justice.	The level of detail and, therefore, the duration of legal proceedings is influenced by the requirements set by procedural laws and applicable regulatory acts, limiting the discretion of judges to increase the efficiency of the process in court.	The long-standing issue of non-competitiveness of the remuneration of assistants to a judges. An undeveloped full-fledged work efficiency evaluation mechanism limits possibility to determine precise necessary court staff amount. Current CWS for assessment of judicial and court support staff positions needs further development and adjustment to assess the time spent for the judicial procedures. Implementation of the CWS in the 2nd instance court is delayed.	Insufficient financial resources for the full development of ICT systems and the delay of other institutions involved in e-case development create obstacles for the full functioning of the systems. CWS is not used to the full extent in systems estimating the workload of judges and distributing of cases.

Main problem:

Need to enhance the effectiveness of judicial institutions, ensuring fast and fair handling of cases in accordance with public demand, as well as responsible use of state budget funds.

C. How the project will address the issue

 Strategy	 Organisation and budget	 Processes	 People	 Technology
<ul style="list-style-type: none">• Recommendations for institutional reform of the justice system.• A roadmap for institutional reform.	<ul style="list-style-type: none">• Budget allocation tool, using financial and PLE data that allow benchmarking of the courts against each other as well with other countries.	<ul style="list-style-type: none">• Benchmark on international good practices.	<ul style="list-style-type: none">• Recommendations for optimising resource allocation in the justice system, leading to the increased productivity of judiciary and improved access to justice.• A statistical model to evaluate the workload of the judiciary, including methodology for assessing the labour intensity of various court cases.	<ul style="list-style-type: none">• Assessment of each unique information system currently in use, focusing on data gathered, quality impact factors, data storage and archiving locations, data structure, inter-system connections and data flows, and data utilization.

B. Sub-issues what might be contributing to the issue

The Judicial Council and the Ministry of Justice are currently conducting negotiations on possible institutional and functional reforms for judiciary governance.	A more efficient resource allocation based on an objective assessment of staffing needs, cost-effectiveness, and personnel productivity.	Introduced process of the assessment of the effectiveness of the judicial institutions and individual judges (assistants of judges) and performed streamlining of other relevant processes.	Developed and fully functional statistical model to obtain objective data for the evaluation of staffing requirements and efficiency of the judicial system. Amendments in the Catalogue of Positions of State and Local Government Authorities and Groups of Monthly Wages.	Not known at this stage
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1.3. Project objective, output and deliverables

The mission of the Directorate-General for Structural Reform Support (DG REFORM) of the EC is to provide support for the preparation and implementation of growth-enhancing administrative and structural reforms by mobilising EU funds and technical expertise. Latvia has requested support from the EC under Regulation (EU) 2021/240 establishing a Technical Support Instrument (“TSI Regulation”).

The general objective of this service contract is:



To contribute to institutional, administrative and growth sustaining structural reforms in Latvia, in line with Article 3 of the TSI Regulation.

The specific objective of this service contract is:





To assist national authorities in improving their capacity to prepare, amend, implement and revise recovery and resilience plans pursuant to Regulation (EU) 2021/241 in line with Article 4 of the TSI Regulation.

The achievement of the objective is not solely the responsibility of the contractor and will depend partly but not only on Latvia's action. It is expected that Latvia, having been closely involved in implementation of the contract and consulted by the contracting authority on all draft deliverables,

endorses the deliverables through its internal mechanisms and implements the work contained in the final deliverables.

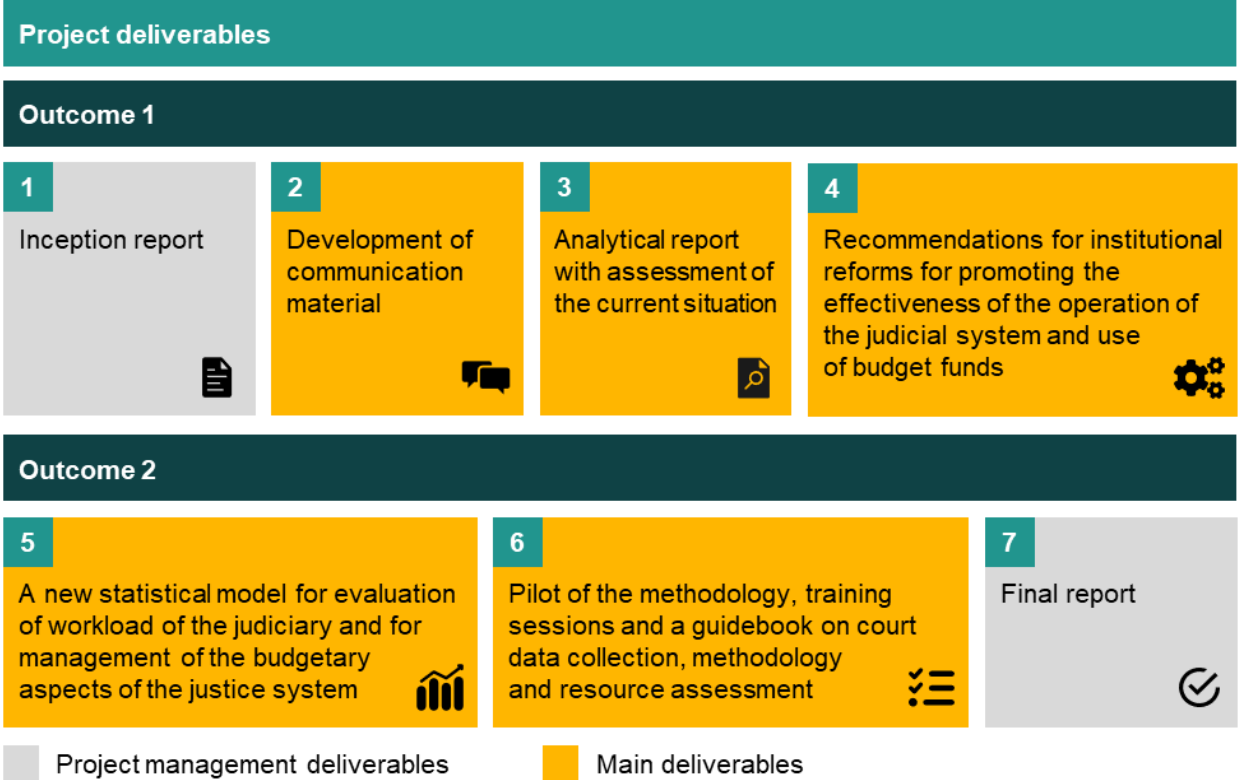
Provided that such work will be followed-up by Latvia at institutional and operational level and considering the objectives of the service contract, **the 2 main project outcomes will be:**

	Outcome 1: Development of a roadmap for institutional reforms to improve the work efficiency of the judicial system.
	Outcome 2: Adoption of a model based on statistical methodology for evaluating the effectiveness of the work of the national judicial system.

Although subject to other contributing factors, the tasks and deliverables of the contract, and the associated outcomes, should over the longer-term contribute towards optimising resource allocation in the justice system, leading to the increased productivity of judiciary and improved access to justice.

Achievement of the outcomes and contributing to a longer-term impact of this contract depends to a large extent on the concrete follow-up and implementation of the deliverables by Latvia and subsequent enforcement, as well as on wider policy conditions, which remain outside the responsibility of the EC and the contractor. Such follow-up and implementation remain the exclusive responsibility of Latvia.

Figure 6. Overview of project deliverables



2. Proposed methodology and working methods

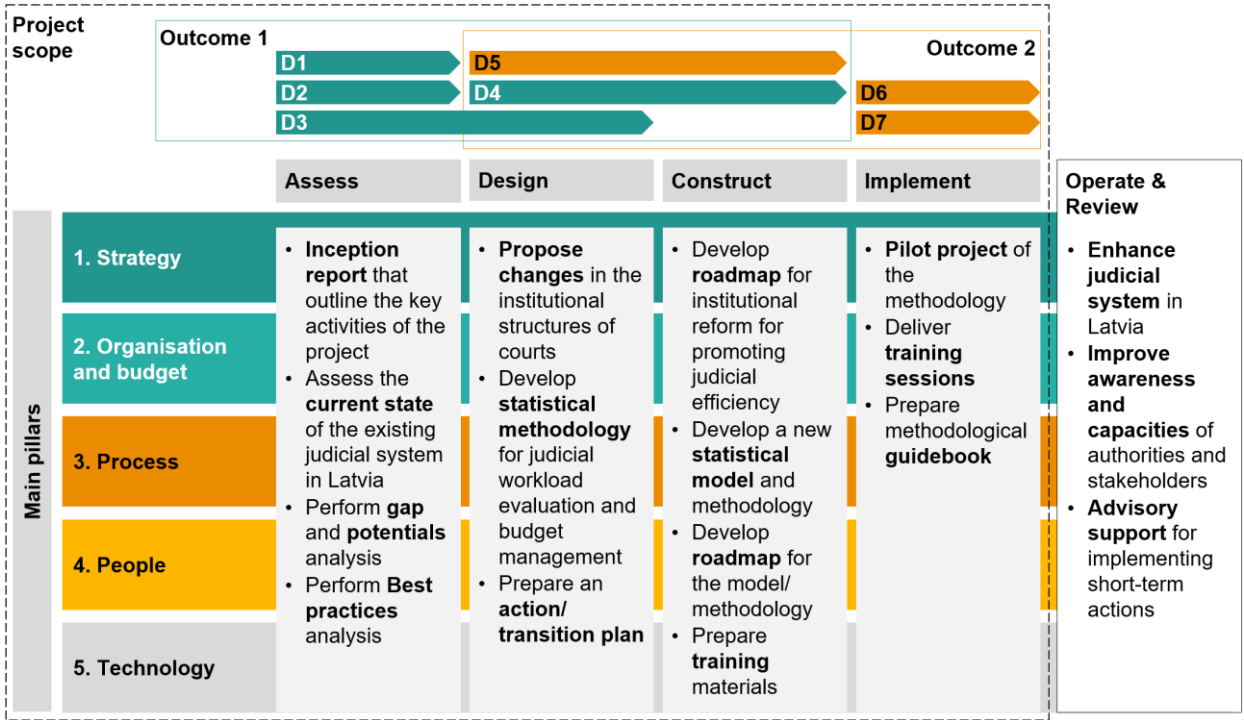
2.1. Methodology frameworks to be applied

By combining our approach with the hands-on experience of the project team, we intend to carry out this project in a collaborative and constructive manner, in which the participation of the JC and key stakeholders (Ministry of Justice of the Republic of Latvia, Ministry of Finance of the Republic of Latvia, Supreme Court of the Republic of Latvia, Court Administration of the Republic of Latvia, the State Chancellery of Latvia) forms a crucial part (**Stakeholder engagement methodology**). The approach will be accompanied by the **PwC Transform methodology**, tailored to the Project's needs.

2.1.1. PwC Transform methodology

As a general approach, we are planning to use **PwC's Transform methodology**, tailored to the Project's needs. Transform methodology is our global framework for turning attention to all aspects of the necessary transformational change management, from assessing the status quo to developing actionable recommendations and their implementation.

Figure 7. Logical scheme of the project



2.1.2. Stakeholder engagement methodology

In collaboration with JC and other stakeholders, a roadmap for institutional reforms to improve the work efficiency and a model based on statistical methodology for evaluating the effectiveness of the work of the national judicial system will be developed.

We have carried out preliminary stakeholder mapping (included further in the report) and we will focus on strong involvement of stakeholders through engagement activities to facilitate successful attainment of the Project outcomes.

We will use multi-level proactive engagement and co-creation activities to foster ideas and garner consensus as we anticipate a range of viewpoints from different stakeholders, which might result in varying ideas on how to achieve more efficient judicial system. By involving key stakeholders and facilitating their input, the outcomes will align with all parties' collective vision and needs.

This will lead to sustainable Project results to more effectively ensure that the JC and stakeholders have collaborated, validated, and supported the proposed changes, while also ensuring that the necessary resources and capabilities for implementation are in place, thereby facilitating the successful execution of the recommendations.

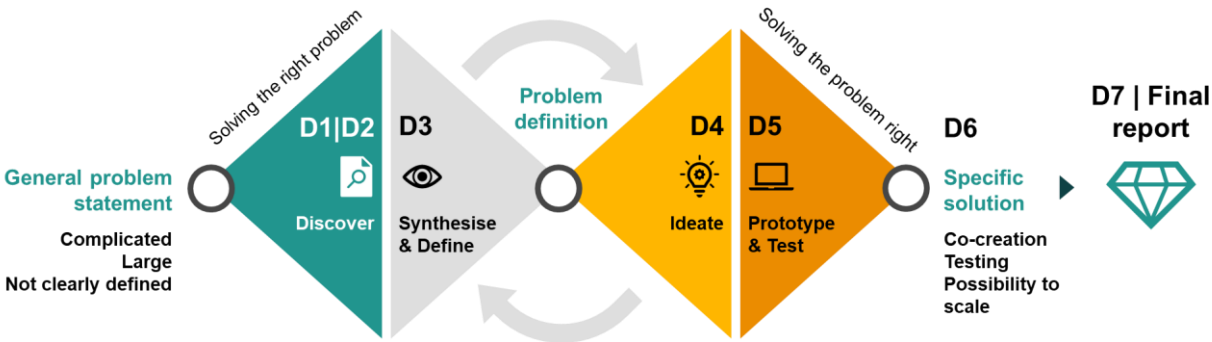
Outcome 1				Outcome 2		
D1	D2	D3	D4	D5	D6	D7

Workshops Communication material/ Training Meetings/Interviews Presentation

1 Co-creation methodology

Double Diamond methodology – developed by the British Design Council in 2005, supports the design thinking process in various disciplines. It divides the process into 2 "diamonds": (1) to find the "right problem" and (2) to solve it in the "right" way.

Figure 8. Double Diamond methodology



Throughout the project, we will progress through four stages of design thinking and involve stakeholders in co-creation.

2 Proposed format

A detailed list of participants will be agreed upon with the JC for each engagement activity. Depending on availability, engagement activities will be organised face-to-face or online. Each activity in remote work will be recorded and made available for future use. To engage key participants in workshops, we will conduct thorough stakeholder mapping. We propose following **setup for co-creation workshops throughout the project:**

Problem owners	Core team	Participants	Facilitator
Beneficiary	<p>Provide strategic leadership during the work of the co-creation laboratory</p> <ul style="list-style-type: none"> • PwC • Top level manager(s) representing national institutions • Beneficiary 	<p>Participate in the co-creation workshops and, based on design thinking methodology, explore AS-IS state and design the preferred policy scenarios</p> <ul style="list-style-type: none"> • Representatives from judiciary 	<p>Provide starting point to Launch the discussions, methodology for co-creation process, plan and lead workshops, develop worksheets and presentations, summarise and synthesise results from the workshops.</p> <ul style="list-style-type: none"> • PwC

For workshops, we will prepare initial analysis and proposals. Participants will contribute their insights, analyse issues, and validate hypotheses. We propose using innovative tools and

techniques like **fishbowl conversations, brainwriting, SWOT analysis, and LEAN canvas** for co-creation.

3 Gathering of feedback

We will evaluate each engagement activity and apply the lessons learned. Using PwC's online survey tool – Qualtrics, we will assess various dimensions (e.g., overall satisfaction, quality of the workshops, performance of facilitators, selection of methods and tools, organisational aspects), summarise results and discuss with the JC.

Outcome 1: Development of a roadmap for institutional reforms to improve the work efficiency of the judicial system

2.2. Inception report (D1)

Objective: To provide a common understanding among parties (DG REFORM, JC and PwC) on the implementation approach of the project, and to give an update on new relevant developments.

Tasks undertaken:

Task 1.1: Organise the kick-off meeting, in coordination with DG REFORM and JC

Step 1: We established contact with DG REFORM and JC, initially organising separate **informal pre-kick-off** meetings with both organisations to discuss the project background, align expectations, identify critical concerns and success factors, and exchange background documents for an initial analysis.

Step 2: We **organised a joint Project kick-off meeting on October 18** with DG REFORM and JC to (1) align Project tasks, milestones, timetable, and confirm the methodology for planned activities to meet JC's expectations; (2) determine the data and information needs to be provided by the JC; (3) propose indicators to monitor the project. In addition, we also invited two key stakeholders: MoJ and CA.

Task 1.2: Prepare and circulate a detailed agenda and draft presentation to DG REFORM and JC at least two days ahead of the kick-off meeting

Step 1: We created and circulated the agenda and draft presentation to DG REFORM, and JC at least 2 days before the kick-off meeting. Proposal for **preliminary agenda** see in [Annex 1](#).

Step 2: We drafted a presentation to DG REFORM and JC and presented during the kick-off meeting.

Task 1.3: Hold consultative meetings with key stakeholders where a need is identified

After the kick-off meeting, we organised **consultative meetings with the president of the Supreme Court and JC, Administration of the Supreme Court, including the secretariat of JC, MoJ, CA** to fully understand the needs and key challenges to be addressed. We elaborated on agreements made and reconfirm the availability of data, information, and stakeholder staff necessary for the project's next steps.

Task 1.4: Draft the Inception report based upon discussions

After the introductory meetings we developed a **Draft Inception report** capturing the Project context and agreements made during the meetings.

Task 1.5: Prepare a draft project description summary for communication and publication purposes

We created a **Project description summary** tailored explicitly for communication and publication purposes, according to the template under point 16 of the "Communication and

Visibility Requirements Annex”. The summary will be confirmed with DG REFORM and JC and will be updated at the end of the project. Draft project description summary see in [Annex 2](#).

Task 1.6: Finalise the Inception report, including the minutes and notes of relevant meetings, based on the input received by JC and DG REFORM

We will incorporate the feedback (as necessary) and submit the **Final Inception report**.

The expected JC and stakeholders’ involvement:

- List of contact persons for all relevant stakeholders (Both).
- Alignment on the need for additional meetings (JC only).
- Alignment about both the short-term and long-term results of the project (JC only).
- Feedback on the project scope, proposed methodology, and timeline (JC only).
- Relevant information, documents and data to be reviewed during the Inception phase (Both).

2.3. Development of communication material (D2)

Objective: To develop a communication material that will be used for informing stakeholders and rising awareness of the Project.

Tasks to be undertaken:

Task 2.1: Prepare a factsheet/one-pager summarising the project’s context, objectives, main activities and expected results

While developing Inception report, we will **prepare a visual factsheet/one-pager** together with JC in form of a one-page factsheet, that will be used for informing stakeholders and rising awareness of the project. It will include project’s context, objectives, main activities and expected results. The factsheet will be submitted for feedback to JC and EC and finalized together with the Final Inception report.

The expected JC involvement:

- Feedback on the factsheet.

2.4. Analytical report with assessment of the current situation (D3)

Objective: To produce a detailed and comprehensive analysis of the AS-IS situation of judicial system in Latvia, including identified issues and shortcomings, and desired TO-BE situation (See Table 2).

Table 2. Overview of the D3 key tasks

Analytical report with assessment of the current situation (D3)					
Task 3.1: Analyse the current situation (AS-IS analysis)	Task 3.2: Design of the TO-BE situation	Task 3.3: Prepare benchmark on international good practices (at least 3 countries) that are relevant for the JC	Task 3.4: Prepare a comparative analysis on efficiency, cost-benefit of various CWS and models developed/ used in other European countries	Task 3.5: Prepare an action/transition plan to reach the TO-BE situation	Task 3.6: Finalise the analytical report

Tasks to be undertaken:

Task 3.1: Analyse the current situation

We will develop a comprehensive situational analysis of the existing judicial system in Latvia, focusing on at least the following elements (E):

E1	E2	E3	E4	E5	E6	E7
Regulatory, governance and institutional frameworks of the judicial system	Governance model of judiciary, strategy and capacity of institutions and courts	A broad analysis of key indicators and statistics available	Comparative analyses of the level of implementation of CEPEJ SATURN Guidelines in existing processes	Assessment of judicial and court support staff positions against measures of demand for service and use of resources and existing CWS	Deficiencies in the existing data analysis of court workload	Functionality of the existing IT working systems for the judges and the assistants of a judge

Step 1: We will conduct an **extensive stakeholder mapping** using the following steps:

Identification of key stakeholders	Visualisation of their interdependencies	Mapping and analysis	Planning of action
We will determine key stakeholders and their roles	We will visualise relations and interdependencies in the stakeholder matrix, based on their level of impact and interest	We will evaluate the role of each stakeholder in project implementation and define their expected involvement	We will plan stakeholder involvement at various stages by defining specific engagement activities
Output: Stakeholder matrix		Output: Stakeholder engagement plan	

As we have already carried out preliminary mapping, exemplary stakeholder matrix is available in section 3.1. Building on it, we will develop a comprehensive stakeholder matrix and a stakeholder engagement plan that encompasses the previously mentioned steps, outlining who to engage, why, when, and how frequent in scope of the project.

Step 2: We will **conduct in-depth analysis of regulatory, governance and institutional frameworks of the judicial system** with a specific focus on courts and status of assistants to a judge. We will start by **identifying and analysing key sources of information** to specify the current state of Latvian judicial system: (1) regulatory documents, (2) current statistical data and their sources, and their collection methodologies, (3) EU and national level research documents and guidelines, (4) Strategy and capacity of JC and CA to determine efficiency and effectiveness of court staffing needs. The list will be aligned with key stakeholders and supplemented with their operational data on judicial efficiency and budget statistics. Key external and internal regulatory acts governing the system are included below (incl., courts) (See Table 3).

Table 3. Key external regulatory acts

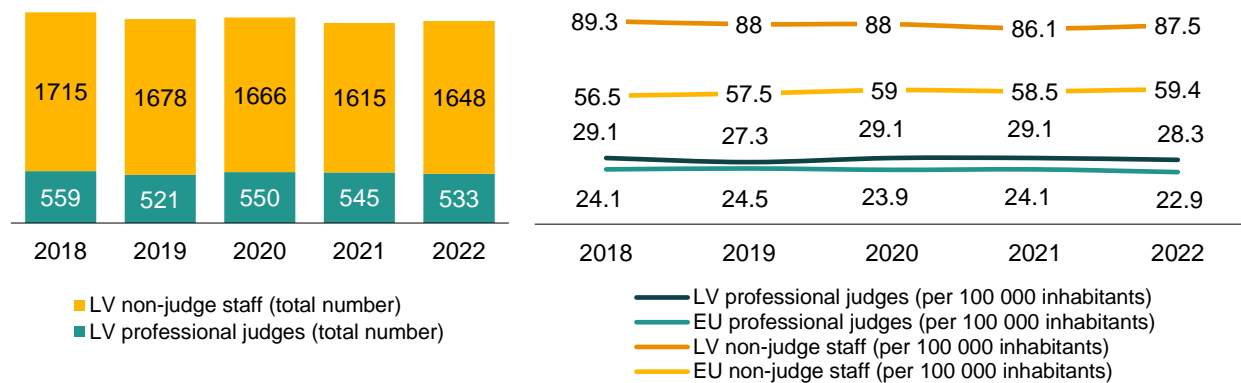
Key external regulatory acts
<ul style="list-style-type: none"> • The Constitution of Republic of Latvia • Law On Judicial Power • Civil Procedure Law • Criminal Procedure Law • Administrative Procedure Law • Law on Budget and Financial Management

Key external regulatory acts

- About courts, their areas of activity and locations (decision of JC of May 30, 2023, No. 26)

In addition, we will review the current **governance structure and financing mechanism of the judicial system** by analysing the organisational structure of relevant institutions, their segregation of duties, roles and responsibilities and available resources. Specific attention will be **devoted to the human resources of courts** (e.g., number of judges, competences, and assisting personnel), as well as the **potential reform of the change in the status of assistants to a judge**. For example, **number of judges and non-judge staff has decreased since 2018, however their proportion to inhabitants – increased.**²³

Figure 9. Professional judges and non-judge staff in Latvia and EU



In addition, recommendation by the Working Group for Strengthening the Efficiency of the Judiciary has been submitted to JC for “restoring the qualification requirement of holding a law degree, and by subjecting them to the standards of the legal profession, including by focusing their annual evaluation system on legal qualifications”.²⁴ These changes aim for assistant to a judge to provide more comprehensive legal support, and not be widely limited to performing technical duties only.

As a result, we will provide an overview of EU and national-level policies and legislation concerning court system budget management and the determination of the required number of judges and court staff. This will include identifying existing organisational and governance mechanism and assessing the need for potential changes.

E4

Step 3: We will **examine on a high-level current process of Latvian judicial system** by listing all processes relevant to assessment the workload and demand of judges and court support staff, their inputs and outputs, stages, ICT assets and data used, as well as roles and responsibilities of process participants to deepen our understanding of how these processes are currently executed and provide a basis for optimisation and improvement. During the process review, we will rely on our knowledge of the judicial processes in Latvia (considering regulatory frameworks, data quality considerations, policy objectives), as well as provided background information. As assessment criteria, taking into account the amount of data and information available to us, we will use the benchmarks of the CEPEJ SATURN Guidelines²⁵, especially those for authorities responsible for administration of justice, for court managers, for judges, for non-judge court staff.

Specific focus will be on (1) Court’s processes for statistical data collection; (2) Processing steps; (3) Process participants; (4) Affected information systems (IS); (5) Input and outputs of individual processes and (6) Data quality monitoring methodologies.

²³ CEPEJ. (2022). CEPEJ Study on the judicial systems in the EU Member States – Country fiche: Judiciary at a glance in Latvia.

²⁴ European Commission. (2023). 2023 Rule of Law Report: Country Chapter on the rule of law situation in Latvia.

²⁵ CEPEJ tools on judicial time management.

E5

Step 4: We will perform an **in-depth analysis of the currently under development CW model in the courts of first and the second instance**²⁶, developed by the CA working group, classifying cases into 42 groups and factors that complicate the case assessed²⁷. The ongoing implementation of the CW model (which is not yet fully utilized in practice) is crucial. We will review the CWS, its use for policy purposes, support in resource planning and budgeting (how it facilitates decision making, case distribution to other courts, specialisation of judges, considers staffing needs, productivity, and cost-effectiveness etc.), data and assumptions used (incl., assigned weights to factors impacting workload/ case length), accuracy and variations comparing the planned and actual results regarding length of cases and workload of judges, pain points from the user perspective etc. Specific focus will be put on **current limitations and challenges in implementing the CW model** and the necessary improvements. To crosscheck time standards for case processing and use of existing resources we will:

- i. evaluate existing resources in terms of a standard year and full-time equivalent hours per day for judges and court support staff. The exact methodology and approach used will be agreed with JC.
- ii. examine the current distribution of caseloads whether it ensures the existing judges and court support staff is allocated equitably among jurisdictions.
- iii. examine integration of the criteria used to assess the need for judges and the criteria used to assess the need for court support staff.

E6

Step 5: Based on the analysis of previous steps, we will **identify deficiencies in the existing data analysis of court workload by performing a statistical overview on current data** collected, reports that are used, their main conclusions and impact on data driven decision-making. The focus will be on such information: (1) Statistical data sources; (2) Databases and IS (such as TIS, e-Case, etc.); (3) Process participants; (4) Current functionalities covered by existing systems; (5) Data quality and completeness to meet needs of judicial system and (6) Possible data distortions.

E7

Step 6: We will perform an **in-depth analysis of data availability, gaps, quality, and processes** to assess technological capabilities that either support or hinder the improvement of judicial processes, incl. functionality of IT working systems for the judges and assistants to a judge. We will analyse (1) current key technologies and tools, (2) existing ICT architecture with a focus on data storage and integrations, (3) data processing techniques (data ingestion, preparation, transformation, and presentation). Based on the analysis, we will **identify pain points and integrate them into a list of optimisation opportunities** to enhance current data collection and analysis.

Further, we will **assess each unique IS currently in use**, focusing on data gathered, quality impact factors (such as standard processes, reporting, data formats, security, integration, regulatory compliance, etc.), data storage and archiving locations, data structure, inter-system connections and data flows, and data utilization.

Finally: We will **summarise the findings** to be included in AS-IS situation report, regarding the current situation (incl., identified issues and shortcomings), resulting from desk research, interviews, the observations, analysis of the IS, and existing challenges.

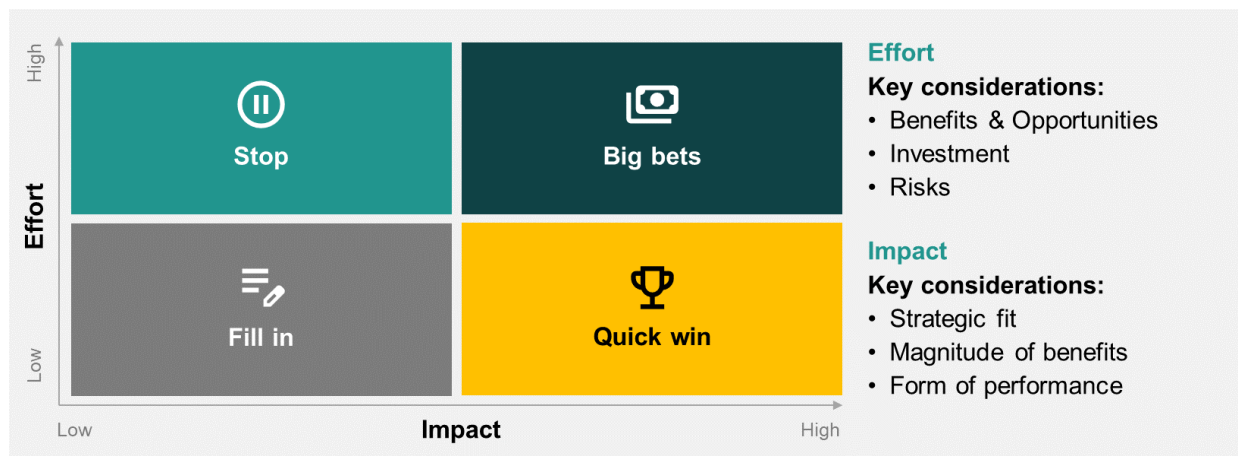
Task 3.2: Design of the “to-be” situation

Step 1: We will assist JC in **designing a target situation** regarding the development and adoption of the statistical methodology to address the identified gaps in Task 3.1. We will design TO-BE situation at the operational and technical level with meticulous planning and analysis, applying agreed elements for delivering change per Transform methodology. We will identify **SMART (Specific, Measurable, Achievable, Relevant, and Time-Bound) recommendations** for TO-BE situation and suggest a prioritisation mechanism.

²⁶ In accordance with the agreement reached with the Chairman of the Judicial Council Aigars Strupiņš on 23.10.2024.

²⁷ [Court Administration. \(2021\). A New Model for Balancing the Workload of Courts and Judges Will Be Used in the Pilot Version.](#)

Figure 10. Impact-effort matrix



We will prepare an implementation impact/effort evaluation for each recommendation and identify at an early stage “quick wins” with high-impact and easy-to-implement changes (see below). We realise that the design of TO-BE situation involves the development and adoption of a statistical methodology within a comprehensive and broader framework. This framework considers potential institutional reforms aimed at enhancing the role of JC. The reforms should align with justice policy objectives and focus on rational governance structures that promote long-term efficiency and address current system needs effectively.

Step 2: We will organize a 1st workshop to ideate, prioritize and holistically evaluate generated recommendations, using co-creation, described in Stakeholder engagement methodology. It will ensure that generated initial TO-BE situation is collaterally approved.

Step 3: Once the TO-BE situation is developed and validated, we will perform initial gap analysis to identify initial differences between the desired and current situations. It will focus on four dimensions of the Transform Methodology that was used to map the AS-IS situation to ensure that gap analysis is based on the same framework on both the AS-IS and TO-BE sides, allowing for a comparison of the desired situation with the current situation.

Task 3.3: Prepare benchmark on international good practices (at least 3 countries) that are relevant for the JC

Step 1: We will use a proven method of iterative research whereby (1) questions to be answered are defined, (2) countries in scope of analysis are filtered out and (3) research is executed validating the interim findings with relevant stakeholders to make necessary adjustments.

First, we will gather information through desk research on good practices based on the subject matter in relevant judicial systems to identify successful case-studies and examples. To ensure effectiveness and relevance of the research we will compile a list of countries for analysis based on the RfS and following selection criteria which will be ranged by their importance (see below) and evaluate their comparability to Latvia.

Figure 11. Preliminary best practice country selection criteria

Selection criteria		Preliminary countries selected
 Structural and Institutional Similarities	Countries with judicial structures comparable to Latvia , ensuring the feasibility of implementing similar practices	 Estonia  Lithuania  Germany  Finland  Netherlands
 Efficiency in judicial processes	Countries with high efficiency in handling judicial cases , as evidenced short case durations and effective resource utilization	
 Data Collection and Analysis	Countries employing robust statistical methodologies for evaluating judicial workload and performance	

To evaluate the **structural and institutional similarities** for the proposed selection of countries, we will utilize the expertise of PwC’s international experts. The structural comparison will be performed using both qualitative and quantitative data (e.g., number and types of courts and structural division of courts). Furthermore, we will assess the process of judicial system budget development and the strategic management of the judiciary, highlighting the responsible institutions and their respective roles.

Second, to objectively compare the **efficiency in judicial processes** across countries, we will conduct extensive research, examining various levels of the judicial system and different case types separately, using tailored indicators to measure different functions. Nevertheless, we have performed initial, high-level analysis based on PwC’s expertise and European Council data to provide a brief overview of the proposed countries. Brief overview of the proposed best practice countries see in [Annex 3](#).

We can preliminarily conclude that based on our proposed selection criteria, **Estonia might be the most comparable to Latvia in all aspects**. While the Netherlands is likely the least efficient in data collection, it serves as a good example for JC competences and CW methodology. Notably, Estonia sets the benchmark for data collection, followed by Germany and Finland as strong examples. We will conduct full analysis during the project execution.

Taking into account the fact that many countries have implemented various good practices, which Latvia could consider adopting, we offer to choose to study in depth the experience of different countries, each of which has its own positive practices. Therefore, we **propose an in-depth analysis of the experience of the following countries: Estonia, Finland and the Netherlands**.

Step 2: We held a **working meeting** with the JC, DG REFORM and other stakeholders (as necessary) to select 3 countries for in-depth analysis and establish consensus on the scope and essential elements to be. At the meeting, the parties agreed to conduct an in-depth analysis of the experiences of Estonia, Finland, and the Netherlands.

Step 3: We will carry out in-depth analysis and prepare benchmark on international good practices, based on publicly available information and PwC insights. Additionally, where possible, we will conduct interviews with main responsible public authorities in best-practice countries to gain in-depth knowledge regarding their practices.

Task 3.4: Prepare a comparative analysis on efficiency, cost-benefit of various case-weight systems and models developed/ used in other European countries (at least 3), including (smart) case weighting model

To evaluate efficiency and cost-benefit of various CWS and models, we will build on the success of the previous task, providing a solid foundation for a comprehensive analysis (See Table 4).

Step 1: We will develop, discuss, and agree upon detailed methodology of the analysis, thus ensuring aligned expectations and relevance of the analysis to JC and relevant stakeholders. That includes analysis of case-weighting methods, like time-study, time-estimate, and work-sampling methods, used to evaluate the complexity and time required for different case types, assigning weights to each case accordingly, e.g.:^{28 29}

Table 4. Preliminary analysis of the proposed best practice countries

Country	Year of reform	Method	Key characteristics	Usage	Transparency ³⁰
Netherlands	2014	Work-sampling	Uses five predefined categories based on complexity	Financial and budgetary purposes only	High
Estonia	2007	Time-study	Uses a comprehensive study and regular updates, revisions	Time assessment, case assignment	Medium
Finland	2009	Points-based	Case grouping into categories and complexity levels	Workload calculation, resource assessment	Low

Step 2: We will conduct the best practice comparative analysis³¹, using the structure below.

Figure 12. Structure of the best practice comparative analysis



For each section, we will collect necessary data, review academic literature and government reports as well as consult with local experts from the selected countries and professionals from PwC global network to gain in-depth insights of the judicial system.

Step 3: We will discuss the preliminary findings with JC and other stakeholders (if needed) to gather views and make the necessary adjustments, if needed.

Task 3.5: Prepare an action/transition plan to reach the TO-BE situation

We will develop an **action/transition plan** outlining steps to transition from the current state (Task 3.1) to the desired future state (Task 3.2). It will include a detailed roadmap for achieving our goals, addressing challenges, and assigning responsibilities for institutional reforms and implementing a new statistical model for judiciary evaluation and budget management. The plan will be based on the outcomes of Tasks 3.1-3.4 and consider current legislative trends, complicating cases and introducing new aspects related to increased integration of EU laws. We will assess these factors in light of a declining population, which could potentially offset the increased workload of the courts. Additionally, benchmarking against other countries reveals

²⁸ [CEPEJ. \(2023\). Report on case-weighting in public prosecution services.](#)

²⁹ [CEPEJ. \(2020\). Case weighting in judicial systems.](#)

³⁰ PwC’s preliminary analysis, based on CEPEJ reports (n 28, 29)

³¹ As we will advance though the project, the outline of the analysis may be specified depending to the results previously obtained and will be agreed upon during this step.

concerns, notably that both the average number of judges and administrative staff exceed comparable international standards.

Step 1: Based on the results of the Tasks 3.1-3.4. we will **develop an initial outline and draft of the transition plan**. It will include objectives, milestones, priorities, specific activities, key responsible parties, resources needed, potential risks and mitigation measures, and change management plan (addressing the key changes in JC processes and necessary methods for strategic alignment (process changes, training etc). The sample of high-level action plan is below.

Table 5. Sample of high-level action plan

Objective	Operational result	Outcome indicator	Responsible party	Involved parties	Deadline
Improve the efficiency of the judicial system by using a method that provides objective data on the demand for judges and judicial support staff	Implement the updated model for workload planning for judges in courts	The updated model adopted in all first and second-instance courts	JC	Courts, MoJ	2026

Step 2: We will organise a **2nd workshop with JC and selected stakeholders** to **ideate and prioritise the proposed transition plan**, using co-creation, described in Stakeholder engagement methodology. Specific focus in discussions will be devoted to goal description for changing current situation regarding optimising resource allocation in the justice system.

Step 3: Building upon the initial TO-BE situation and workshop results, we will in further detail describe the most suitable TO-BE situation and recommendations for the development of statistical model.

Task 3.6: Finalise the analytical report

Step 1: To finalise D3, we will develop a **final analytical report** (incl., AS-IS analysis (incl., identified issues and shortcomings), desired objectives and goals, TO-BE situation, results of the gap analysis between AS-IS and TO-BE on operational and technical levels, and transition plan).

Preliminary structure for analytical (AS-IS) report: (1) Executive summary; (2) Stakeholder mapping; (3) AS-IS state of Latvian judiciary; (4) Gap analysis; (5) International best practices; (6) Comparative analysis; (7) TO-BE situation; (8) Implementation/ transitional plan; (9) Annexes, including feedback received during the implementation of the tasks.

The expected JC and stakeholders' involvement:

- Data on judicial system (including personnel, workload and budget data) available to stakeholders (Stakeholders only).
- List of interviewees, workshop participants (Both).
- Agreement on the baseline for gap analysis (JC only).
- Agreement on the best practice countries and methodology of comparative analysis (JC only).
- Review and feedback on the analysis and report (JC only).
- Participation in interviews, workshops (where applicable) and design of the target situation (Both).

2.5. Recommendations for institutional reforms for promoting the effectiveness of the operation of the judicial system and use of budget funds (D4)

Objective: To develop recommendations and roadmap to support the JC in its work on the reform of judicial institutions, describing the goals, expected results and required steps to achieve the results.

Table 6. Overview of the D4 key tasks

Recommendations for institutional reforms for promoting the effectiveness of the operation of the judicial system and use of budget funds (D4)	
Task 4.1: Prepare a roadmap for the reform of judicial institutions	Task 4.2: Organise a workshop with the JC, DG REFORM and relevant stakeholders to present the roadmap

Tasks to be undertaken:

Task 4.1: Prepare a roadmap for the reform of judicial institutions

Step 1: We will **develop a roadmap** for institutional reforms, consisting of following sections:

- **Evaluation of the existing draft project proposals and policy documents on the reform** aimed at strengthening the role JC;
- A **proposal for possible changes in the institutional structures** of courts, with the aim to ensure the optimal number of judges in each court;
- A **cost-benefit analysis of the impact of the changes of status of assistants to a judge** (human resource planning and distribution of responsibilities);
- **Recommendations for legislative/institutional solution** to ensure that the court budget is calculated based on actual tendencies and needs of the society;
- **Recommendations on how to optimise the existing internal and legal procedures/ IT solutions/ human resource investments** to promote more efficient day-to-day functioning of judicial system.

Recommendations will follow the **SMART framework** – a widely used technique in PM for setting clear and attainable goals.

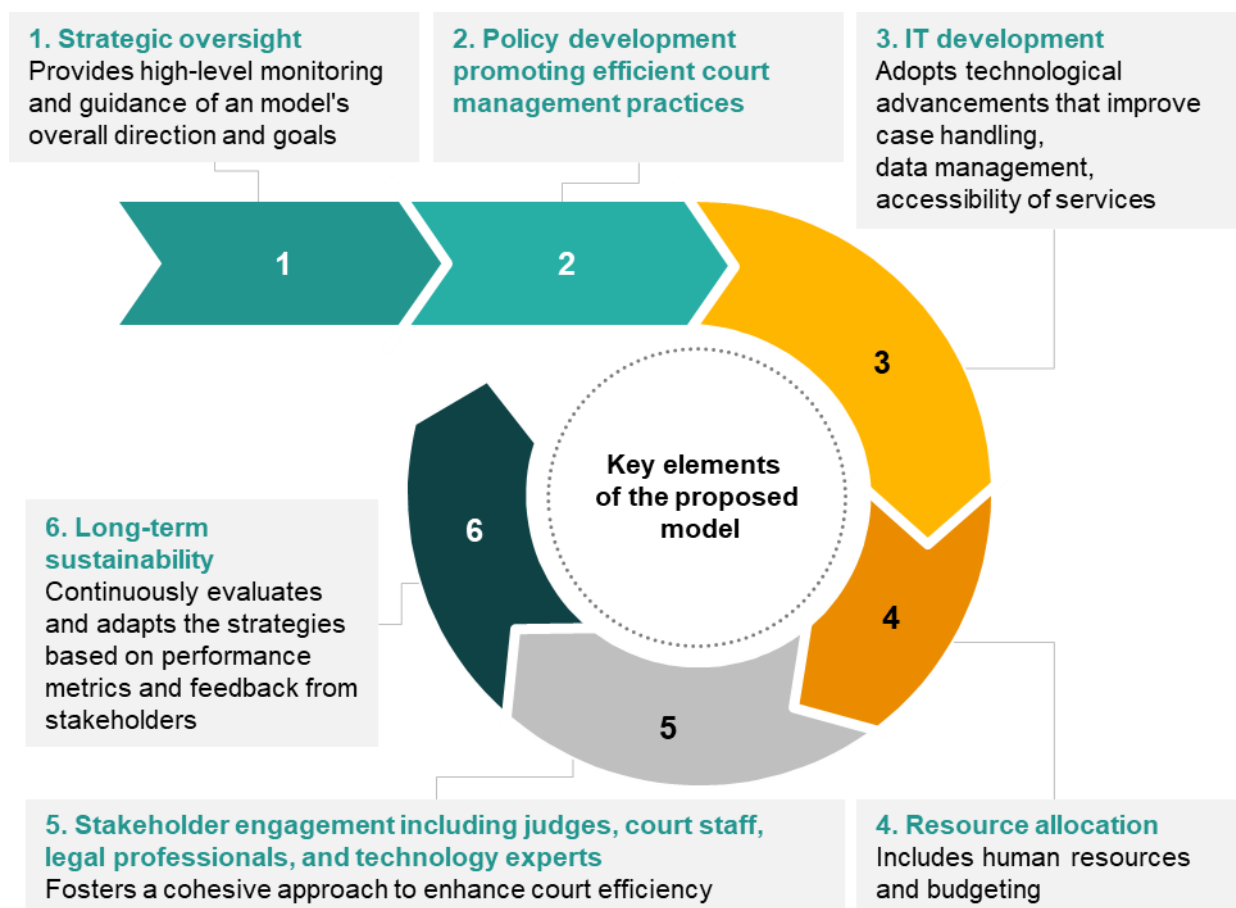
Figure 13. SMART framework

S Specific	M Measurable	A Achievable	R Relevant	T Time-Bound
<ul style="list-style-type: none"> • Setting clear objectives for policy scenarios and roadmaps • Defining outcomes, identifying focus areas, and outlining targets to be achieved 	<ul style="list-style-type: none"> • Quantifiable metrics to assess the progress and impact • Measurable goals to allow evidence-based decision-making 	<ul style="list-style-type: none"> • Attainable goals within given constraints and resources 	<ul style="list-style-type: none"> • Relevance aligned with broader objectives of the beneficiaries and stakeholders • Policy framework is directly related to the core challenges of the beneficiary 	<ul style="list-style-type: none"> • Clear schedules, milestones, and deadlines as part of the implementation recommendations

It will provide highly pragmatic, specific and actionable recommendations, and ensure a comprehensive approach to reaching and maintaining the possible scenarios.

During the roadmap development, we will aim at proposing a framework for JC's role and future responsibilities that focus on establishing **a robust model and effective mechanisms** aimed at sustainable strengthening of court efficiency over the long term.

Figure 14. Key elements of the proposed model



Step 2: Following the agreed recommendations we will **develop a detailed roadmap** for their implementation. The **roadmap will cover a clear plan for implementation**, specifying the various steps to be taken by different actors, the resource implications, and the proposed timing of these various steps.

Preliminary structure of the roadmap will include at least the following sections: (1) A description of key steps and activities; (2) Guidance on implementing the recommendations; (3) Roles and responsibilities of stakeholders; (4) Prioritisation of the steps and activities; (5) Expected man-day effort to complete the steps and activities; (6) Duration and timing of all steps (start and end dates) and (7) Risk assessment and mitigation plan.

Task 4.2: Organise a workshop with the JC, DG REFORM and relevant stakeholders to present the roadmap

Step 1: We will organise **3rd stakeholder workshop** with DG REFORM, JC and previously confirmed stakeholders to validate the designed roadmap. The main **goal of the workshop** is to present the previous analysis, recommendations for institutional reforms, and the implementation roadmap to a wider stakeholder group and discuss the implementation details. The workshop aims to align expectations, achieve mutual understanding of the roadmap, and agree on necessary changes for its improvement (if applicable).

Step 2: Based on the results we will **finalise the roadmap**, ensuring it has a clear structure, detailing specific steps for different stakeholders, resource implications, and proposed timelines. We aim to deliver a well-organised and impactful report that guides stakeholders toward enhancing judicial efficiency and budgeting in Latvia.

The expected JC and stakeholders' involvement:

- Relevant documentation (e.g. existing draft project proposals and policy documents on the reform) and data for cost-benefit analysis (Both).
- List of workshop participants (Both).
- Agreement on key roadmap elements (JC only).
- Review and feedback on the roadmap (JC only).

Outcome 2: Adoption of a model based on statistical methodology for evaluating the effectiveness of the work of the national judicial system

2.6. A new statistical model for evaluation of workload of the judiciary and for management of the budgetary aspects of the justice system (D5)

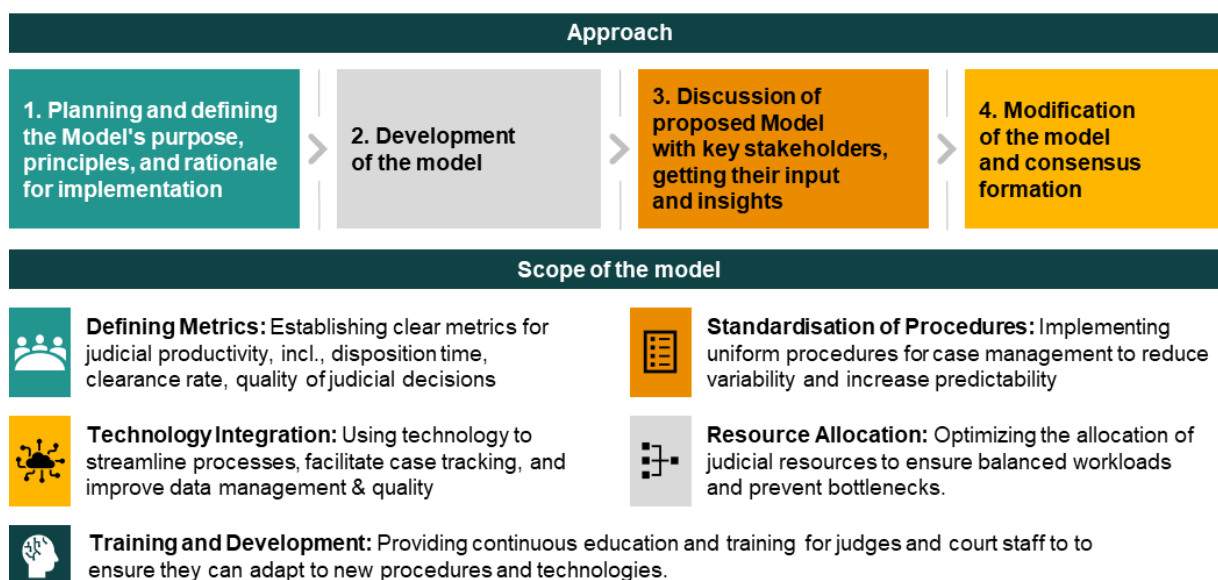
Objective: To design a model based on statistical principles for evaluating workload of the judiciary and for management of the budgetary aspects of the justice system.

Table 7. Overview of the D5 key tasks

A new statistical model for evaluation of workload of the judiciary and for management of the budgetary aspects of the justice system (D5)			
Task 5.1: Develop statistical methodology/model for evaluating the effectiveness of the management of workload and budget of the national judicial system	Task 5.2: Propose recommendations on how to improve the existing CW model based on best practices of other countries (collected in deliverable 3)	Task 5.3: Propose a plan for the implementation of the methodology	Task 5.4: Organise a workshop with DG REFORM, JC and other stakeholders to present the results and proposed solutions/improvements , as well as to discuss the action plan for the implementation of the model/methodology





We will design a methodology for evaluating workload of the judiciary and for management of the budgetary aspects of the justice system, basing it on Model, using top-down approach.

Figure 15. Approach and scope of the model



Based on theory, the following methodological considerations will be used to evaluate each of the components mentioned in RfS.

Figure 16. Methodological considerations to evaluate each of the components



 Case Weight Assessment	 Individual Judges Workload	 Workload of Judicial Institutions	 Optimal Number of Judges
<ul style="list-style-type: none"> • Develop a methodology to assess the time and work investment required for different categories of cases. • Analyse the average processing time and complexity of various case categories. 	<ul style="list-style-type: none"> • Create models to evaluate the individual workload of judges across different specializations. • Analyse the volume of work for judges, considering the number and types of cases. 	<ul style="list-style-type: none"> • Develop a methodology for evaluating the workload of court institutions, taking into account demographic, geographic, and specialization factors. • Analyse the distribution of court institution workloads by regions and specializations. 	<ul style="list-style-type: none"> • Develop models to determine the optimal number of judges and their institutional distribution by demographic, geographical and specialization principles. • Evaluate the number of judges against workload and set criteria for the optimal number of judges.


Tasks to be undertaken:

Task 5.1: Develop statistical methodology/model for evaluating the effectiveness of the national judicial system

Step 1: Building on the gathered data and findings of previous deliverables, **we will develop statistical methodology/ model, based on statistical principles**, for evaluating the effectiveness of the national judicial system. The preliminary overview of the proposed model and parameters is included below.


Table 8. Model/ methodology overview

Model/ methodology overview	
Workload assessment 	Budget allocation 
<p>Objective</p> <p>Create a tool, that allows generalised workload assessment of each case based on few parameters. The workload estimate will be utilised for case allocation among courts and for the distribution of the variable budget. This ensures that incoming cases are assigned to courts based on their respective workload and available capacity.</p>	<p>Create a budget allocation tool, using financial and PLE data that allow benchmarking of the courts against each other as well with other countries. The tool is based:</p> <ul style="list-style-type: none"> • Fixed costs allocation for maintenance of premises, administration and support functions of court • Variable allocation, which will depend on workload of the cases assumed by court.
<p>Examples of key data inputs</p> <p>Anonymised historical cases registered in e-case, including:</p> <ul style="list-style-type: none"> • Type of the case according to typology set out in existing CWS already in use • Complexity factor evaluation for each case, which is done according to existing CWS, including factors evaluated and scores given • Timeline for each case – available dates of petition, trials, depositions – on the lowest granular level available. 	<p>Monthly cost data of each court for last three years*:</p> <ul style="list-style-type: none"> • Salary cost, FTE and head-count for judges • Salary cost, FTE and head-count for assistants to a judge • Salary cost, FTE and head-count for administrative staff split by skill level • Costs of premises – rent, utilities, related services and supplies • Costs of working place – IT, support, equipment, furniture

Model/ methodology overview	
Workload assessment ✓	Budget allocation 
	<ul style="list-style-type: none"> • Outside service costs, split by categories – legal and professional services and support/ maintenance services • Investment costs • Other costs, detailing any costs that account for more than 2% of yearly budget. <p>* Any extraordinary costs or changes exceeding 30% of historical or planned costs should be explained</p>
Result	Juxtaposing new work-load assessment model and actual performance data of courts will allow drawing conclusions about efficiencies of work of individual courts as well as suitability of the new model to serve as basis of budgeting and case allocation

Also, **preliminary key prerequisites** in successful development of the model are included below.

Table 9. Preliminary key prerequisites

Key prerequisites 	
<ul style="list-style-type: none"> » Access to case timeline and parameter data on individual case level for at least last three years to perform statistical modelling and methodology assessment » Anonymised data on court schedules on level of individual judges to validate proposed model » Schedules of staff to assess the current workload, e.g. individual time sheets or other time-consumption assessment will be required. If no data is available, this will need to be amended by interviews with Court Chairs and/ or questionnaires with individual employees 	<ul style="list-style-type: none"> » Incoming case workload should be assessed in workload hours rather than case review time. This metric enables comparison with staff capacity within individual courts and across the entire judicial system, facilitating benchmarking and court performance evaluation » Incoming case workloads must be evaluated at a grassroots level using few simple parameters for potential automation. We will start with existing evaluation methodology and adjust parameters based on comparisons between predicted and actual workloads

Step 2: We will organise a 4th co-design workshop with JC and selected stakeholder group to discuss (1) initial draft, including selected statistical parameters; (2) current challenges and potential mitigation measures; (3) potential implementation plan. Based on the feedback received, we will adjust the statistical methodology/ model draft.

Task 5.2: Propose recommendations on how to improve the existing CW model based on best practices of other countries (collected in deliverable 3)

Step 1: We will **propose recommendations on how to improve the existing CW model**, based on best practices of other countries (collected in Deliverable 3). Our preliminary analysis shows that Latvia could **consider move from time-estimate to workload estimate in the existing CW model**. As many cases take long time, because of the third parties and processes outside courts, case time estimate is not a good reflection of capacity needed in court. Workload assessment is preferable as it allows direct evaluation of the capacity needed and allows assessment of efficiency of the system and serves as a first step in setting up evaluation of the workload for each case as well. Workload assessments can be statistically evaluated against actual workloads, inferred from case timelines, court schedules, and indirect assessments of

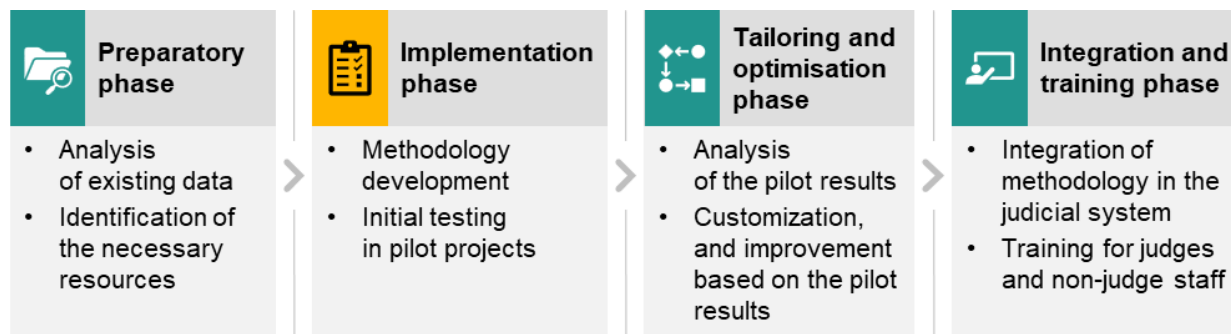
court staff. Additional parameters can be introduced if needed or simplified if some lack explanatory power.

Step 2: We will further discuss them during the workshop, organised in Task 5.4.

Task 5.3: Propose a plan for the implementation of the methodology

Step 1: We will propose a 4-phase plan for implementation of the methodology (below).

Figure 17. 4-phase plan for implementation of the methodology



For example, during implementation phase we will test methodology in individual courts to assess their efficiency and capacity. This assessment will be compared to other metrics and interview results, subsequently updating the methodology or parameters where needed.

Step 2: We will review the draft implementation plan with JC.

Task 5.4: Organise a workshop with DG REFORM, JC and other stakeholders to present the results and proposed solutions/improvements, as well as to discuss the action plan for the implementation of the model/methodology

Step 1: We will organise 5th stakeholder workshop with DG REFORM, JC and previously confirmed stakeholders to present the results and proposed solutions/improvements, as well as to discuss the action plan for the implementation of the model/methodology. The expected **result of the workshop** is to achieve aligned expectations and mutual understanding of the solution, and agreement of the action plan for the implementation of the model / methodology.

The expected JC and stakeholders' involvement:

- Data for the development of the statistical model (anonymised historical e-case data, workload data (e.g., time estimates), monthly cost data of each court for last three years etc.) (Both).
- List of workshop participants (Both).
- Agreement on key model elements (JC only).
- Agreement on draft implementation plan (JC only).
- Review and feedback on the model/methodology (JC only).

2.7. Pilot of the methodology, training sessions and a guidebook on court data collection, methodology and resource assessment (D6)

Objective: To pilot new methodology/ model to verify, test and validate its effectiveness in a real context. To conduct the training sessions and develop a guidebook on court data collection, methodology and resource assessment.

Table 10. Overview of the D6 key tasks

Pilot of the methodology, training sessions and a guidebook on court data collection, methodology and resource assessment (D6)		
Task 6.1: Pilot the methodology	Task 6.2: Design and deliver training sessions (train-the-trainer approach)	Task 6.3: Draft a guidebook and guidance on the use and update of the methodology, as well as on court data collection, methodology and resource assessment

Tasks to be undertaken:

Task 6.1: Pilot the methodology

Step 1: We will confirm the criteria to identify and select the piloting sites for the new methodology in coordination with JC. The action plan (Task 3.5) and feedback received from the following workshop (Task 5.4) carried out before this Task will in greater detail complete and validate the pilot objectives and the assessment of most suitable pilot sites (courts) thereof. The selected pilot sites need to mirror the existing differences between courts in Latvia, therefore we propose these preliminary criteria for selection process:

1	2	3	4	5
Region of the court	Instance of the court	Cases/workload of the court	KPI's such as clearance and disposition rates etc.	Willingness to participate in the pilot study

Based on criteria, we suggest selecting at least two pilot sites (courts).

Step 2: we will design a pilot implementation roadmap, consisting of (1) activities; (2) timeline; (3) responsibilities; (4) pilot metrics; (5) data needs and collection processes; (6) risk mitigation strategy; (7) communication mechanisms (regular meetings with piloting subjects, if necessary). The roadmap and duration of pilot will be agreed upon with JC. Although longer piloting duration might present more accurate findings, at the same it may hinder timely execution of the following tasks, therefore proper synergy needs to be established between all activities of the D6. Considering all that, we estimate the duration of piloting to be approximately 2 months.





































Step 3: We will carry out the pilot per agreed pilot implementation roadmap, providing the necessary information and support to the piloting subjects, establishing communication mechanism, ensuring monitoring of activities etc. JC and DG REFORM will be informed regularly regarding the pilot status during the execution stage.

Step 4: We will adjust the model/ methodology based on the pilot findings. We will gather data from the pilot (agreed KPIs, issues raised during, or feedback received after the pilot etc.) and present them to JC, DG REFORM, and other relevant stakeholders. Based on that, we will finalise the methodology.

Task 6.2: Design and deliver training sessions (train-the-trainer approach) on court data collection, methodology and resource assessment.

Step 1: We will identify the learners' needs through a workshop with JC and key stakeholders where we will identify, group, and prioritise learning topics and discuss practical organisation of the trainings. For designing training activities including training tools, techniques, and training materials we will adhere to the best practice principles for adult education. Our training will be based on the following principles:

Based on needs	We will identify the needs in terms of knowledge necessary to successfully apply the developed model/ methodology and adjust content and methods to the current level of knowledge of the potential participants.
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Goal oriented	We will design the training content and structure of the training in a way that each topic is relevant to the specific needs of participants. The purpose of train-the-trainer (TTT) sessions are to train those who will be leading and supporting other employees during the further implementation of the model/methodology.												
Learn by doing	<p>We will make training sessions highly interactive, encouraging participants to gain practical experience and share concerns, experiences, and lessons learned. Our proposed training program maintains a balanced approach with 50% interactive methods and 50% academic content, fostering self-study and further learning.</p> <p>To ensure long-term sustainability of the transfer of attained skills within the wider public administration, we will adopt the "See-Do" approach, as shown in the figure below. The first layer, 'See-one' will encompass instructor-led on-site TTT sessions will be provided, including upskilling and skills practice. The second layer, 'Do-one' will be a broader training session for identified employees, where qualified trainers will coach selected thematic areas with our team's support and continuous monitoring. Our team will supervise the process, provide feedback, and act as mentors throughout the training.</p> <div data-bbox="639 568 1410 943" style="border: 1px dashed gray; padding: 10px;"> <p style="text-align: center; margin: 0;">Capacity building cycle</p> <table border="1" style="width: 100%; border-collapse: collapse;"> <thead> <tr> <th style="background-color: #008080; color: white;">See-One</th> <th style="background-color: #008080; color: white;">Do-One</th> <th style="background-color: #FFA500; color: white;">Lead-One</th> </tr> </thead> <tbody> <tr> <td style="vertical-align: top;"> <p>PwC-Led</p> <ul style="list-style-type: none"> • Trainees identified • Training-of-trainers (ToT) <p>Lead</p> <div style="text-align: center;">  PwC </div> </td> <td style="vertical-align: top;"> <p>PwC-Led with Trainee Support</p> <ul style="list-style-type: none"> • Trainer takes on coaching of selected sessions & PwC monitors <p>Lead</p> <div style="display: flex; justify-content: center; gap: 20px;">   </div> </td> <td style="vertical-align: top;"> <p>Completely Trainer-Led</p> <ul style="list-style-type: none"> • Completely led by trainers • Quality review and maturity assessment conducted by PwC <p>Lead</p> <div style="display: flex; justify-content: center; gap: 20px;">   </div> </td> </tr> <tr> <td style="text-align: center;">  Trainer </td> <td style="text-align: center;">    </td> <td style="text-align: center;">    </td> </tr> <tr> <td style="text-align: center;">Immediate scale & expertise</td> <td style="text-align: center;">Transition and embed</td> <td style="text-align: center;">Long-term sustainability of the process</td> </tr> </tbody> </table> </div>	See-One	Do-One	Lead-One	<p>PwC-Led</p> <ul style="list-style-type: none"> • Trainees identified • Training-of-trainers (ToT) <p>Lead</p> <div style="text-align: center;">  PwC </div>	<p>PwC-Led with Trainee Support</p> <ul style="list-style-type: none"> • Trainer takes on coaching of selected sessions & PwC monitors <p>Lead</p> <div style="display: flex; justify-content: center; gap: 20px;">   </div>	<p>Completely Trainer-Led</p> <ul style="list-style-type: none"> • Completely led by trainers • Quality review and maturity assessment conducted by PwC <p>Lead</p> <div style="display: flex; justify-content: center; gap: 20px;">   </div>	 Trainer	  	  	Immediate scale & expertise	Transition and embed	Long-term sustainability of the process
See-One	Do-One	Lead-One											
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 Trainer	  	  											
Immediate scale & expertise	Transition and embed	Long-term sustainability of the process											

Step 2: Together with JC we will examine the most appropriate training methods, select target groups and develop training programme.

Step 3: We will prepare high-quality training materials, using a variety of formats, such as presentations, handouts, case studies, exercises, and technological solutions to enhance engagement and understanding. **TTT toolkit** will contain: (1) TTT workshop presentation and handouts; (2) training materials – PowerPoint presentations, instructor notes, learner guides, evaluations, etc.; (3) training schedule and logistics overview; (4) pre and during training support resources.

Step 4: We will deliver the actual trainings to the selected target groups. We expect these to be online one day trainings.

Step 5: We will assess the training effectiveness through pulse checks conducted at the beginning and end of each session. These checks will gauge participants' readiness to implement the communication strategy and pass their knowledge further.

Task 6.3: Draft a guidebook and guidance on the use and update of the methodology, as well as on court data collection, methodology and resource assessment

We will draft a guidebook and guidance on the use and update of the methodology, as well guidelines on court data collection, methodology and resource assessment. They will serve as a comprehensive guide for users on both the application and ongoing maintenance of the methodology. Specific focus of the guidebook will be devoted to court data collection, methodology and resource assessment.

Preliminary structure for Guidebook: (1) Introduction; (2) Methodology overview; (3) Application guidelines (step-by-step instructions and tips&tricks); (4) Roles and responsibilities; (5) Process for methodology updates; (6) Guidelines on court data collection and resource assessment; (7) Quality assurance; (8) Templates (where relevant); (9) Implementation support available; (10) Other information, if necessary.

The expected JC involvement:

- Review on pilot site selection criteria & the list of selected pilot participants (JC only).
- Agreement on roadmap and duration of pilot (JC only).
- Agreement on the learner's needs, including learning topics and discuss practical organization (Both).
- Agreement on training methods, target groups and training programme (JC only).
- Review and feedback on a guidebook on court data collection, methodology and resource assessment (JC only).

2.8. Final report (D7)

Objective: To summarise the activities performed and provide corresponding recommendations for further actions, including evaluation and monitoring of project outcomes as well as the main takeaways from the project that could be useful and relevant for implementing similar initiatives in other EU MS.

Table 11. Overview of the D7 key tasks

Final report (D7)		
Task 7.1: Draft a final report	Task 7.2: Organise a final event and presentation of project outcomes to representatives of JC, other relevant national and regional authority and stakeholders	Task 7.3: Finalise the report following input from DG REFORM, JC and the relevant stakeholders

Tasks to be undertaken:

Task 7.1: Draft a final report

Step 1: To close the assignment, we will develop a **Draft Final report** which will summarise the activities performed and provide corresponding recommendations for further actions, including evaluation and monitoring of project outcomes.

Preliminary structure for Final report: (1) Executive summary; (2) Detailed overview of the tasks and deliverables; (3) Key Project findings (observations, conclusions, recommendations and main takeaways that could be presented to third parties); (4) Overview of the deliverables and their progress indicators, including a project follow-up plan on Project's result and impact indicators; (5) Updated Project description summary (produced under D1); (6) Project public brief; (7) Social media text (incl. two draft unpublished twitter posts); (8) Visual materials (incl., at least 2 photos from the project and relevant infographics – ready to be posted online); (9) Brief presentation; (10) Annexes, including all materials developed during the Project.

As part of the final report is Project public brief, below is included its preliminary structure:

Public brief structure: (1) Context of the project; (2) Brief presentation of JC; (3) Description of reform needs and challenges; (4) Methodology and approach used to produce the final deliverables; (5) Summary of key deliverables and main takeaways (including recommendations and good practices); (6) Consultation with stakeholders and/or workshops; (7) Key findings and lessons learned; (8) Expected results; (9) Expected impact.

Step 2: We will prepare a **final presentation** (in PowerPoint format). The presentation will provide a technical overview of the project and define context, approach, deliverables, activities, key findings and lessons learned (among others). The presentation will be useful for internal communication purposes by the EC and JC. It could also serve as a blueprint to replicate such project and lead similar reforms. We will ensure that it is self-explanatory and can be used online and provide information to non-experts in an easily accessible style.

Task 7.2: Organise a final event and presentation of project outcomes to representatives of JC, other relevant national and regional authority and stakeholders

Step 1: At the end of the Project, we will organise a project closing as a joint working session with the participation of JC and other relevant national and regional stakeholders. Such approach will ensure that Project results and achievements are recognised, and clear next steps are agreed upon. Below we have included the preliminary agenda:

Figure 18. Preliminary agenda for project final event.

10 min	Opening remarks
25 min	PwC's presentation: Overview and assessment of the work carried out during the project and overview of achievement of project success indicators defined in the Inception phase, lessons learned, recommendations for next steps.
25 min	JC's reflections: Reflections on PwC's technical support and lessons learned during project implementation as well as presentations of planned follow-up measures.
20 min	CA's reflections: Reflections on PwC's technical support and the lessons learned during project implementation, along with presentation detailing what can be practically implemented from this project.
1 h	Discussion "Next steps": (1) Successes and challenges encountered during the pilot implementation phase; (2) Discussion on key risks in ensuring sustainability of Project results and planned mitigation measures as well as most critical success factors; (3) Discussion on next steps after closing of the project and potential follow-up measures.
10 min	Closing

Task 7.3: Finalise the report following input from DG REFORM, JC and the relevant stakeholders

After the final event and presentation, we will finalize the Final report by fine-tuning it according to input received from DG REFORM, JC and the relevant stakeholders.

The expected JC and stakeholders' involvement:



- Participate in a final event (Both).
- Review and feedback on the final report and project (JC only).

3. Roles and responsibilities of the stakeholders

3.1. Stakeholder mapping

Throughout the Project, comprehensive recommendations for institutional reform of the justice system will be formulated in collaboration with JC and other key stakeholders (See Table 12). We will promote close cooperation to achieve the defined project outcomes.

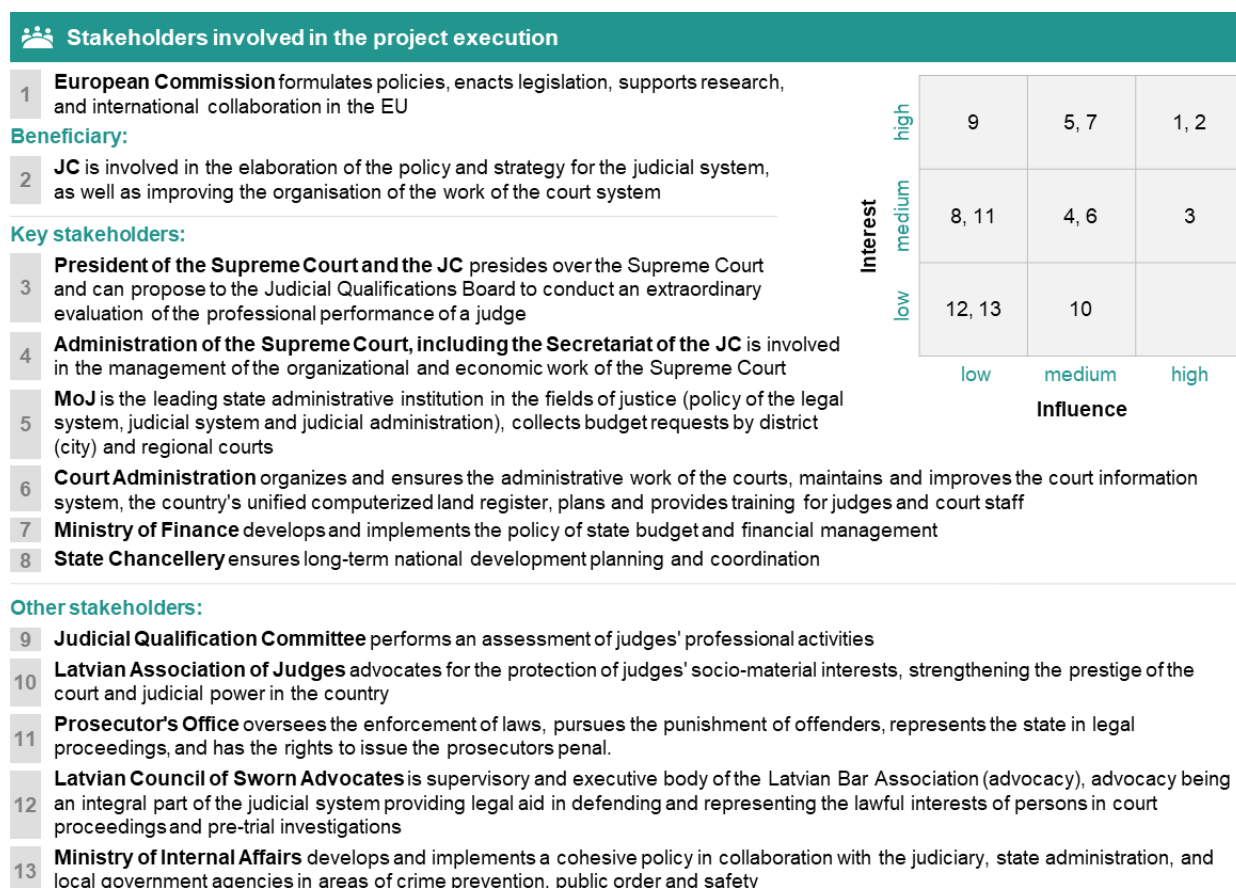
Table 12. Beneficiary and key stakeholders

Beneficiary	JC	
Key stakeholders	<ul style="list-style-type: none"> • President of the Supreme Court and JC • Administration of the Supreme Court, including the Secretariat of JC • MoJ • CA (Subsidiary institution of the MoJ) • MoF • State Chancellery 	

We anticipate that stakeholders representing different institution might have conflicting priorities and views. Thus, engagement and co-creation activities will ensure that they share common vision and are willing to contribute to the process. Continuous stakeholder involvement will ensure detailed understanding of their needs and concerns, addressing any issues before they become problems. Stakeholder engagement activities will primarily focus on the JC and key stakeholders. Other stakeholders will be involved as necessary, as agreed upon with the JC for each deliverable.

Throughout the project, we propose to engage with at least the following stakeholders and focus communication activities on the following target groups:

Figure 19. Stakeholders to be engaged in the implementation of the project








3.2. Division of roles and responsibilities

There are several stakeholders involved in the implementation of the project. To successfully achieve the project outcome, we will focus on promoting close and mutually beneficial collaboration. PwC will actively engage and consult representatives of both the EC and JC about all project deliverables and activities while remaining ultimately accountable and responsible for their submission in accordance with the RfS.

The Beneficiary of the project will be JC. The key project stakeholders are the President of the Supreme Court and JC; Administration of the Supreme Court, including the Secretariat of JC; MoJ; CA (Subsidiary institution of the MoJ); MoF (when needed); State Chancellery (when needed).

Table 13. Key project stakeholders RACI matrix

Deliverables	PwC	EC	JC	President of the Supreme Court and JC	Administration of the Supreme Court, including the Secretariat of JC	MoJ	CA	MoF	State Chancellery
Deliverable 1	A/R	C/I 	C/I	C/I	C/I	C/I	C/I	-	-
Deliverable 2	A/R	C/I 	C/I	C/I	C/I	-	-	-	-
Deliverable 3	A/R	C/I 	C/I	C/I	C/I	C/I	C/I	C/I	C/I
Deliverable 4	A/R	C/I 	C/I	C/I	C/I	C/I	C/I	I	I
Deliverable 5	A/R	C/I 	C/I	C/I	C/I	C/I	C/I	I	I
Deliverable 6	A/R	C/I	C/I	C/I	C/I	C/I	C/I	I	I

Deliverables	PwC	EC	JC	President of the Supreme Court and JC	Administration of the Supreme Court, including the Secretariat of JC	MoJ	CA	MoF	State Chancellery
		●●							
Deliverable 7	A/R	C/I ●●	C/I	C/I	C/I	C/I	C/I	I	I

RESPONSIBLE (R): Stakeholders who are ultimately responsible for getting the work done, responsible for action/implementation. Responsibility can be shared. The degree of responsibility is determined by the individual with the “A”.

ACCOUNTABLE (A): Stakeholders who is ultimately answerable for the activity or decision. This includes “yes” or “no” authority and veto power. Only one “A” can be assigned to an action.

CONSULTED (C): Stakeholders to be consulted prior to a final decision or action. This is a predetermined need for two-way communication. Input from the designated position is required.

INFORMED (I): Stakeholders who have some interest in the performance of a given task. Needs to be informed after a decision or action is taken. They may be required to act because of the outcome. It is a one-way communication.

●● : DG REFORM is the contracting authority that ultimately approves (or not) the Deliverables.

3.3. Composition of PwC project team

We propose a structured Project organization using PMP and PM² – Agile methodologies, which include **four sequential phases**: Initiating, Planning, Executing, and Closing. Each phase will apply to every deliverable, starting with initiation and planning, followed by execution, and closing through a **standardized acceptance protocol**. To manage the Project's complex stakeholder engagement, we will establish a **SC, Project stakeholder working group (SWG)** and a **PM team**. This approach will facilitate the successful development of institutional reform, utilizing available tools and ensuring effective knowledge sharing among stakeholders, while also leveraging synergies and addressing shareholder-specific needs.

Table 14. Main functions of each Project management level

 Functions	
1	Project steering committee <ul style="list-style-type: none"> • Oversee the execution of the project and provide strategic guidance. • Supervise deliverable progress. • Agree on steps to solve the issues.
2	Overall coordination team
2.1	Project stakeholder working group (SWG) <ul style="list-style-type: none"> • Coordinate the day-to-day execution of activities in close collaboration with the JC. • Communicate with the DG REFORM. • Escalate potential project risks and propose mitigation measures. • Perform quality assurance.
2.2	Field-specific key experts <ul style="list-style-type: none"> • Provide essential support for the progress of deliverables. • Escalate potential stakeholder-specific risks. • Agree on the necessary actions to resolve issues
3	Quality assurance <ul style="list-style-type: none"> • Ensure compliance with framework contract requirements (Framework manager). • Ensure compliance with PwC standards and internationally good practices (Concurring Review Partner (CRP) and EP).











The scope of work requires a flexible and efficient organizational structure that fosters strong collaboration among Project team, JC and wider stakeholder group. Thus, we have designed a **tailor-made organisational structure** for this Project based on our understanding of the RfS requirements. Our approach requires extensive understanding of Latvian judicial system and statistical modelling. We have appointed an experienced Methodology Lead, Māris Vainovskis, who has extensive experience with Latvian government-formed working groups on legislative initiatives and judicial system efficiency.

Our Project team includes **19 team members**, as we believe that at this team size, it is possible to ensure a variety of required competencies and sufficient level of involvement of all team members in developing Project deliverables. Our team consists of experts with experience with Latvian judicial system, statistical modelling, digital transformation, capacity building and stakeholder engagement. They have successfully implemented public sector consulting projects for government institutions, gaining extensive hands-on experience in driving institutional reforms.

Figure 20. Composition of the overall project team

  <p>Zlata Elksniņa-Zaščirinska</p> <p>Engagement Partner & Project Manager</p> <p>Partner at PwC Latvia with over 20 years of experience in consulting. Engagement leader and expert with experience in Consulting projects for the European Commission and EBRD.</p>	  <p>Ramona Daukste</p> <p>Project Coordinator & Stakeholder engagement and communication</p> <p>Senior Manager at PwC Latvia Advisory department with over 15 years of project management and consulting experience, including organising stakeholder engagement and co-creation activities for stakeholders from public, non-governmental and private sectors.</p>	  <p>Konrad Danieluk</p> <p>DG REFORM Framework Manager</p> <p>Director at PwC Poland with over 16 years of project and programme management in Europe, including framework manager experience in projects for the European Commission.</p>	  <p>Māris Vainovskis</p> <p>Methodology Lead</p> <p>Senior partner at ZAB Eversheds Sutherland Bitāns with over 20 years of experience in the judicial field and Corporate Governance and Compliance matters.</p>	  <p>Raimonds Dauksts</p> <p>Steering Committee Representative</p> <p>Head of PwC Latvia Advisory with around 20 years of consulting and project management experience, including project manager role in more than 10 projects funded by DG Reform, EBRD and EIB.</p>
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Figure 21. Composition of the field-specific expert team

  <p>Diāna Kurpniece</p> <p>Judicial system</p>	  <p>Teet Tender</p> <p>Concurring Review Partner</p>	  <p>Dita Dzērvīniece</p> <p>Judicial system</p>	  <p>Erki Magi</p> <p>Judicial system</p>	
  <p>Daniels Jeļisejvs</p> <p>Statistical modeling</p>	  <p>Ingars Eriņš</p> <p>Statistical modeling</p>	  <p>Jari Kärkkäinen</p> <p>Statistical modeling</p>	  <p>Harijs Baranovs</p> <p>Digital transformation and data quality</p>	  <p>Valerie L'heureu</p> <p>Digital transformation and data quality</p>

4. Timetable and milestones

To ensure a successful research and implementation of the project goal, PwC adopted a clear work plan and timeline for the planned activities and deliverables (See Table 15). PwC reviewed the work plan, reflecting the discussions and agreements reached in the Inception phase. The deadline for Deliverable 3, during the Inception Phase, was extended to March 5 following JC's suggestion and agreement with the EC during the kick-off meeting, allowing additional time for data collection, detailed analysis and attention to detail, which is critical to ensuring comprehensive project coverage and accuracy.

Table 15. Project timeline and key milestones

Deliverables	18 months																	
	2024				2025										2026			
	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	July	Aug	Sep	Oct	Nov	Dec	Jan	Feb
Deliverable 1: Inception report			14.11															
Task 1.1: Kick-off meeting																		
Task 1.2: Agenda and draft presentation																		
Task 1.3: Consultative meetings																		
Task 1.4: Inception report draft																		
Task 1.5: Project description summary draft																		
Task 1.6: Inception report																		
Deliverable 2: Development of communication material			14.11															
Task 2.1: Factsheet/one-pager																		
Deliverable 3: Analytical report with assessment of the current situation						05.03												
Task 3.1: As-is analysis																		

Deliverables	18 months																	
	2024				2025								2026					
	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	July	Aug	Sep	Oct	Nov	Dec	Jan	Feb
Task 6.1: Methodology pilot														Task completion	Task completion			
Task 6.2: Training sessions															Workshops	Trainings		
Task 6.3: Guidebook and guidance																Submission of report		
Deliverable 7: Final report																	Adjusted deadline	05.03
Task 7.1: Final report draft																	Task completion	Task completion
Task 7.2: Final event																		Meetings
Task 7.3: Final report																		Submission of report



























- Deliverable completion
- Task completion
- Adjusted deadline
- Submission of report
- Workshops
- Trainings
- Meetings


5. Overview of communication protocol and project governance arrangements

5.1. Modality of communication

To ensure successful interactions with DG REFORM and JC, a systematic report and communication lines will be established. Below is PwC's proposal, which is built on successful experiences from similar engagements but remains open to adjustments.

Table 16. Monitoring and communication lines

Meeting type	Meeting purpose	Participants	Frequency
 Status calls with JC	Project bilateral status update	 	Bi-weekly, if necessary, ad-hoc meetings will be organized
 Status calls with DG REFORM	Project bilateral status update	 	Ad-hoc
 Steering Committee calls	Steering Committee status update	  	Monthly
 Stakeholder Steering Committee calls	Inform and discuss project implementation	      	Quarterly
 Ad hoc calls dedicated to specific topic	Address any ad-hoc questions with the relevant stakeholders	      	Ad-hoc

 If necessary

1. Project contact points

The main points of contact are as follows:

- DG REFORM – **Ella Ahmas**.
- PwC – **Ramona Daukste** (oversight provided by **Zlata Elksniņa-Zaščirinska**).
- JC – **Rihards Veinbergs** (oversight provided by **Juris Siliņš** (JC)).

2. Dates of meetings

Steering Committee meetings (in the form of a conference call) joined by DG REFORM, JC representatives and PwC will be held monthly – **every second Thursday at 13:00 CET (14:00 Riga time)**.

Bilateral status calls (in the form of a conference call) joined by DG REFORM, JC representatives, and PwC will be held bi-weekly **every first and third Tuesday, at 10:30 Riga time**.

Bilateral status calls (in the form of a conference call) with DG REFORM and PwC will be held on an ad-hoc basis.

Ad-hoc calls (in the form of a conference call) will be held [based on need](#).

3. Co-working platforms

The parties agree to use the following co-working platform: PwC platform SharePoint Online for storing documents and ensure collaboration between the parties. The platform includes storage space for documentation and meeting minutes. Additional elements could be added upon request and after evaluating technical possibilities.³²

4. Project deliverable format, language, and review cycle

Submission and approval of deliverables: A systematic approach for submitting deliverables will be established during the Inception phase, ensuring version control and providing an overview of feedback addressed and topics needing further discussion. All deliverables will be submitted to DG REFORM in the agreed format by the established deadlines. If clarifications or corrections are needed, we will respond within 10 working days, addressing necessary changes, or agreeing on alternative solutions.

Language of deliverables: Project management deliverables (D1, D2, D7) will be prepared in English, while the main deliverables (D3, D4, D5, D6) will be prepared in Latvian. Final deliverables will be machine translated. Language quality will be ensured by the PM, who will review deliverables both in English and Latvian. All final deliverables and public communication materials will be reviewed by native-speaking professional proofreaders. Meetings and workshops with international experts will be conducted in English and can be interpreted into Latvian upon request using professional services.

PwC proposes to adhere to the following review cycle: We recognise that the Project scope includes the development of multiple written deliverables and conducting multiple meetings with DG REFORM and JC. To improve our service, all deliverables will be subject to a scrutinised internal review combined with in-depth feedback from DG REFORM and JC.

Written deliverables

In development of Project deliverables, we will implement a peer review process to identify errors, inconsistencies, or areas for improvement that might be overlooked during work to align the linguistic approach.

Draft and final deliverables will be reviewed by dedicated team members (PM, EP and CRP) by checking following quality standards: **(1)** Communication needs, goals and objectives are well defined; **(2)** Information is relevant and useful for the audience; **(3)** Data are accurate and up to date; **(4)** Evidence-based approach is applied; **(5)** Results are useful and practical; **(6)** Recommendations follow logically from the findings and **(7)** Language quality check is ensured.

Workshops and meetings

The quality of materials to be used in workshops, meetings and trainings will be reviewed by the PM, EP and CRP. As we put increased focus on stakeholder engagement throughout the Project, we will gather their feedback on the organisational aspects, content and other aspects through various channels (on-the-spot feedback, surveys etc.). The feedback will be evaluated by the PM, suggestions or objections will be assessed, and potential improvements will be agreed upon.

³² [Data Room for the project "Improving judicial efficiency and budgeting in Latvia"](#).







Data processing

For meetings, interviews, and targeted consultations involving stakeholders, upon request PwC will utilize DG REFORM privacy statement templates, adjusting them in collaboration with DG REFORM. These privacy statements will be provided to data subjects before any personal data processing occurs.

6. Identified challenges and key issues with mitigation measures

The PM will hold the responsibility for risk management. An overview of risks is provided below with a rating matrix. For each identified risk, we propose Specific and Realistic Mitigation Actions to be implemented. We will establish an active and regularly updated risk management system for the project.

Table 17. Project management and deliverable specific risks and mitigation measures

Project management risks		● Low Risk ● Medium Risk ● High Risk
Risk description	Mitigation measure	
 <ul style="list-style-type: none"> ● Different expectations from the JC 	<p>JC could have different expectations from requested technical support. To mitigate this, we will identify and clarify any differences in JC's expectations. We will assess if these differences (1) can be accepted within the scope or (2) threaten the project's methodology coherence. We will clearly delineate our responsibilities from those of the JC and align on these conclusions during the project's inception phase.</p>	
 <ul style="list-style-type: none"> ● Complexity of the stakeholders and anticipated challenges in reaching an agreement 	<p>The PM will daily ensure cooperation with the key stakeholders and coordinate their engagement in deliverable development. Co-creation and inclusive stakeholder management, and communications effort to raise awareness and earn buy-in among internal and external stakeholders will be used. We have allocated a dedicated stakeholder engagement expert to ensure sufficient stakeholder management.</p>	
 <ul style="list-style-type: none"> ● The lack of commitment from the relevant key stakeholders due to time constraints, lack of engagement or other reasons 	<p>In the Inception report, we will identify all key stakeholders and agree on their respective roles. We will outline their responsibilities and timelines for providing background information and participating in meetings and workshops. Any issues arising during the collaboration will be continuously identified and addressed by the PM.</p>	
 <ul style="list-style-type: none"> ● Limited availability of relevant data (for example, need for anonymised data, limited performance data of judges and non-judge staff) 	<p>PwC will define the level of information required for each stakeholder. We will agree on the specific information and data needs during the kick-off meeting. If necessary, we will adapt our methodology to utilise the available data.</p>	
 <ul style="list-style-type: none"> ● Implementation of recommendations is outside the Project scope and purely depends on the JC and key stakeholders. 	<p>To enhance readiness for implementation, recommendations and their roadmap will be developed in close cooperation with key stakeholders, ensuring their support. At the end of the Project, we will organise a closing meeting to present the follow-up plan and recommendations.</p>	
 <ul style="list-style-type: none"> ● Expected level of detail for the statistical model 	<p>The model and action plan will be developed according to the PwC's Transform methodology. The expected scope and level of detail for the statistical model will be aligned with the JC at the Project's Inception phase.</p>	

Deliverable specific risks

● Low Risk ● Medium Risk ● High Risk

Risk description	Mitigation measure
 <ul style="list-style-type: none"> ● D3: Lack of or delayed cooperation from the JC and other key stakeholders during AS-IS and gap analysis 	<p>PwC will define the level of necessary involvement for each stakeholder and, during the kick-off meeting, will agree on the specific responsibilities, tasks, information and data needs, and deadlines. To accommodate the availability of stakeholders' employees, PwC will timely inform on the workshops, interviews, and other activities where stakeholder interaction is necessary. In cooperation with the JC, PwC will focus on efficiency and keep interactions to the minimum required time.</p>
 <ul style="list-style-type: none"> ● D3: The 4-month duration for the deliverable is insufficient given the number and intensity of tasks 	<p>Based on the wide scope and previous PwC experience, as well as the information from the JC about the availability of the stakeholders and data, a short timeline can increase risks in case of delayed cooperation from stakeholders. However, we have allocated an increased number of man-days to account for this risk.</p>
 <ul style="list-style-type: none"> ● D3: Best practice countries in scope are not interested in providing input on spending review processes 	<p>Besides thorough selection of jurisdictions in collaboration with the JC and DG REFORM, we will ensure back-up options using either our global network of experts that can identify the best contacts from good practice countries or using the formal communication channels and contacts provided by the JC and/or DG REFORM.</p>
 <ul style="list-style-type: none"> ● D3: Failure to receive the background information in due time, poor data quality or outdated materials 	<p>We will submit formal information requests by email with detailed description of type and format of data and desired timeline. Early warnings and continuous progress updates on quality and quantity of data will ensure successful information/data collection.</p>
 <ul style="list-style-type: none"> ● D3, D4: Inability to reach an agreement on the TO-BE model, transition plan and roadmap 	<p>We will ensure interactive engagement of all stakeholders, starting from the inception stage and develop deliverables in a step-by-step manner. We will align PwC methodologies with DG REFORM and JC and present our approach to all relevant stakeholders. All finding and proposals (including outlines of TO-BE model outline, roadmap) will be presented to stakeholders and in detail discussed during workshops. In addition, we will encourage stakeholders to submit their feedback in writing and consider their comments.</p>
 <ul style="list-style-type: none"> ● D4: Expected level of detail for the recommendations and roadmap 	<p>The recommendations and their implementation roadmap will be developed according to the PwC's methodologies. To streamline the expectations, the necessary scope and level of detail for the recommendations and roadmap will be aligned with the JC at the Project's Inception phase.</p>
 <ul style="list-style-type: none"> ● D5: Limited availability of relevant data (or their granularity) regarding the productivity and resource distribution 	<p>Some workload, resource and budget data may lack necessary detail or might be unavailable. We will use internal experience, data resources, and potential solutions to estimate missing information, validating these estimates with stakeholders.</p>
 <ul style="list-style-type: none"> ● D6: Unclear what the exact amount of support from the Contractor in the piloting of the methodology 	<p>Therefore, we will align the expected scope and level of detail of the piloting phase during the Inception phase, as well as refining it, starting our work on D6.</p>

Specifically in case of Latvia, throughout the various phases of the project, the JC will collaboratively engage with the PwC team to develop the deliverables. For each deliverable, a predetermined set of achievable goals, anticipated results, and quality assurance measures will be defined through mutual agreement. This approach is designed to be consistently applied throughout the entirety of the project, ensuring a comprehensive and cooperative framework for the development and assessment of the project deliverables.

7. Activities agreed at the kick-off meeting and deviations from the tender specifications

During the Project Inception phase, we organized meetings with JC and DG REFORM to align project expectations and adjust the proposed methodology.

Table 18. Overview of the agreements made in the Inception phase

Agreements made in the Inception phase
<ul style="list-style-type: none">• Deadline for Deliverable 3 is extended to March 5, 2025.

8. Indicators to monitor the project and measure the outcome and impact

8.1. Indicators to monitor the Project during its implementation

A rigorous set of quality standards will be set to ensure Project compliance with the quality standards (See Table 19). Several indicators will be used to monitor and assure the quality of work, ensuring alignment with PM expectations and deliverables.

Table 19. Quality Control Indicators

Dimension and target
Project management
Project plan feasibility: 100% of deliverables delivered on time in reference period.
Feedback loop efficiency: 100% of feedback points from DG REFORM and JC considered.
Completeness of deliverables: 100% of Project results defined in the Inception are achieved.
Timing of the replacement of staff: (1) SE proposed, replaced in less than 20 working days; (2) JE proposed, replaced in less than 10 working days.
Deliverable specific
Quality of stakeholder engagement activities: At least 5 workshops and multiple trainings conducted. 95% of feedback received following stakeholder engagement activities have a rating 8 or more in a 10-point scale.
Quality of situational analysis and gap analysis: The AS-IS report details the current state of judicial efficiency and budgeting in Latvia, covering all relevant policy aspects, including missing data, investments, regulatory and institutional gaps, communication, and infrastructural, and financial resources.
Quality of best-practice examples: The criteria for best practice countries selection are agreed with JC.
Quality of comparative analysis: A detailed methodology of the analysis will be developed, discussed and agreed upon, thus ensuring aligned expectations and relevance of the analysis to JC and relevant stakeholders.
Quality of recommendations and roadmap: The recommendations are actionable and follow the SMART methodology. Recommendations and roadmap are confirmed in the workshop with the key stakeholders.
Quality of statistical model/ methodology and pilot projects: KPI's defined in beginning of the development of statistical model/ methodology and pilots are achieved.
Quality of communication materials: Materials include unified visual elements and main messages tailored to the needs of the target audience.

Our quality management is incorporated in all the stages of our work: quality planning standards for deliverables; quality control of inputs received, and outputs produced. All Project activities will be assessed so that methodological rigour can be maintained, with key Quality Control Indicators being the satisfaction assessment by DG REFORM and JC regarding quality, monitoring of internal and external deadline targets, assessment of output conformity with specifications set out in RfS and this Proposal.

8.2. Indicators to monitor the results and impact of the Project after the conclusion of the contract

It is expected that Latvia, having been closely involved in implementation of the contract and consulted by DG REFORM on all draft deliverables, endorses the deliverables through its internal mechanisms and implements the work contained in the final deliverables. Although subject to other contributing factors, the tasks and deliverables of the contract, and the associated outcomes, should over the longer term contribute towards optimising resource allocation in the justice system, leading to the increased productivity of judiciary and improved access to justice. Short-term indicators have been set to ensure that the JC receive the necessary assistance to further implement recommendations effectively. The short-term indicators are shown below.

Table 20. Short-term indicators to monitor the results and impact of the Project

Indicator	Preliminary value by 2026
Number of deliverables to achieve the Project outcomes	7
Number of courts where the statistical model/ methodology has been piloted	TBD
Number of trainings delivered to the courts for the implementation of the statistical model and methodology in courts	TBD

Achievement of the outcomes and contributing to a longer-term impact of this contract depends to a large extent on the concrete follow-up and implementation of the deliverables by Latvia and subsequent enforcement, as well as on wider policy conditions, which remain outside the responsibility of DG REFORM and the contractor. Such follow-up and implementation remain the exclusive responsibility of Latvia.

Although subject to other contributing factors, the tasks and deliverables of the contract, and the associated outcomes, should over the longer-term contribute towards optimising resource allocation in the justice system, leading to the increased productivity of judiciary and improved access to justice. To assist the JC in follow-up and implementation, medium- and long-term indicators have been set to monitor the results and impact of the Project after the conclusion of the contract (see below). The actual values will be defined in the course of the Project.

Table 21. Medium- and long-term indicators to monitor the results and impact after the Project

Indicator	Timeline/ preliminary value		
	2028	2030	2035
• Total number of professional judges	TBD	TBD	TBD
• Total number of assistants to a judge	TBD	TBD	TBD
• The total duration of the entire judicial process (from the initiation of legal proceedings to the final decision in the case) (months):	TBD	TBD	TBD
○ in administrative cases;	TBD	TBD	TBD
○ in administrative violation cases;	TBD	TBD	TBD
○ in civil cases;	TBD	TBD	TBD
○ in criminal cases.	TBD	TBD	TBD
• Percentage of medium-term activities (as proposed in D4) implemented	• 40%	• 30%	• 30%

Both short- and long-term indicators are preliminary and may be adjusted depending on the Project findings, including the proposed values to be measured. An updated list of indicators will be included in the Final report.

9. Account of all meetings held during Inception phase

Table 22. Meetings held during Inception phase

Stakeholder organisation	Meeting participants	Meeting dates	Meeting topic
DG REFORM, PwC	EC, DG REFORM: <ul style="list-style-type: none"> Ella Ahmas PwC: <ul style="list-style-type: none"> Zlata Elksniņa-Zaščirinska Konrad Danieluk Ramona Daukste Elizabete Muzikante 	19.09.2024	Introductory meeting
JC, PwC	JC: <ul style="list-style-type: none"> Dace Šulmane Rihards Veinbergs PwC: <ul style="list-style-type: none"> Zlata Elksniņa-Zaščirinska Ramona Daukste Elizabete Muzikante 	24.09.2024	Introductory meeting
DG REFORM, PwC, JC, stakeholders	EC, DG REFORM: <ul style="list-style-type: none"> Ella Ahmas Angelos Binis JC: <ul style="list-style-type: none"> Aigars Strupišs Juris Siliņš Secretariat of JC: <ul style="list-style-type: none"> Alla Spale Rihards Veinbergs Dace Šulmane MoJ: <ul style="list-style-type: none"> Eva Krjukova CA: <ul style="list-style-type: none"> Agnija Karlsone-Djomkina PwC: <ul style="list-style-type: none"> Ramona Daukste Raimonds Dauksts Elizabete Muzikante Māris Vainovskis Diāna Kurpniece 	18.10.2024	Official kick-off meeting: <ul style="list-style-type: none"> Align the scope and objectives of the project. Inform about the planned activities of the project, key deliverables, and their timeline. Determine the needs for data and information from the Beneficiary and proposed indicators to monitor the project. Provide an overview of the expected Beneficiary involvement.
JC, PwC	JC: <ul style="list-style-type: none"> Rihards Veinbergs PwC: <ul style="list-style-type: none"> Zlata Elksniņa-Zaščirinska Ramona Daukste Elizabete Muzikante Diāna Kurpniece 	05.11.2024	Status update: <ul style="list-style-type: none"> Status of the Project and upcoming activities Discussion and next steps

10. List of relevant data, documents, and other information, reviewed during the inception phase

Table 23. Documents reviewed during Inception phase

No.	Document name
1.	About courts, their areas of activity and locations (decision of JC of May 30, 2023, No. 26)
2.	Administrative Procedure Law
3.	CEPEJ (2022). Budget FR.
4.	CEPEJ tools on judicial time management.
5.	CEPEJ. (2020). Case weighting in judicial systems.
6.	CEPEJ. (2022). CEPEJ Study on the judicial systems in the EU Member States – Country fiche: Judiciary at a glance in Latvia.
7.	CEPEJ. (2022). Study on the judicial systems in the EU Member States – Country fiche: Judiciary at a glance in Latvia.
8.	CEPEJ. (2023). Report on case-weighting in public prosecution services.
9.	CEPEJ. (n.d.). CEPEJ Study for the EU Justice Scoreboard.
10.	Civil Procedure Law
11.	Court Administration. (2021). A New Model for Balancing the Workload of Courts and Judges Will Be Used in the Pilot Version.
12.	Criminal Procedure Law
13.	European Commission. (2023). 2023 Rule of Law Report: Country Chapter on the rule of law situation in Latvia.
14.	European Commission. (n.d.). European Semester Thematic Factsheet: Effective Justice Systems.
15.	FICIL. (2023). Position Paper on Rule of Law.
16.	Government of the Netherlands. (n.d.). The Dutch court system.
17.	Judicial Council. (2021). Operational Strategy of the Judicial Council 2021-2025.
18.	Judicial Council. (2023). Annual report of the Judicial Council 2023.
19.	Law on Budget and Financial Management.
20.	Law on Judicial Power.
21.	Law on the 2024 state budget and the budgetary framework for 2024, 2025 and 2026.
22.	Law on the Academy of Justice.
23.	Ministry of Justice. (2022). Operational Strategy of the Ministry of Justice 2022–2026.
24.	OECD (2024), OECD Survey on Drivers of Trust in Public Institutions 2024 Results - Country Notes: Latvia.
25.	OECD (2024), Unemployment rate.
26.	State Audit Office of the Republic of Latvia, (2024), Availability and development of human resources in Latvian courts.
27.	Supreme Administrative Court of Lithuania. (n.d.) About the Court System.

No.	Document name
28.	Supreme Court of Estonia. (n.d.). Estonian Court System.
29.	Supreme Court of the Republic of Latvia. Trial in the Senate.
30.	The Constitution of Republic of Latvia
31.	The European e-Justice Portal. (n.d.). National justice systems: Germany.
32.	The European e-Justice Portal. (n.d.). National ordinary courts: Finland.

11. Annexes

Annex 1: Minutes of the kick-off meeting

IMPROVING JUDICIAL EFFICIENCY AND BUDGETING IN LATVIA Kick-off Meeting Minutes (18.10.2024)

Information about the meeting

Date: 18 October 2024

Time: 14:00 – 16:00 (CET), 15:00 – 17:00 (EEST)

Meeting type: Hybrid meeting, in-person and in Google Meet

Meeting link: <https://meet.google.com/bic-tftb-zux>

Contact person: Ramona Daukste (PwC), +37120290776, ramona.daukste@pwc.com

Invited participants:

- European Commission (DG REFORM) representatives:
 - Ella Ahmas
 - Mr. Angelos Binis
- Beneficiary (JC) representatives:
 - Aigars Strupišs
 - Juris Siliņš
- Secretariat of the Judicial Council representatives:
 - Alla Spale
 - Rihards Veinbergs
 - Dace Šulmane
- Ministry of Justice representatives:
 - Eva Krjukova
- Court administration representatives:
 - Agnija Karlsonē-Djomkina
- PricewaterhouseCoopers (PwC) representatives:
 - Ramona Daukste
 - Raimonds Dauksts
 - Elizabete Muzikante
 - Māris Vainovskis
 - Diāna Kurpniece

Objectives of the kick-off meeting:

- Align the scope and objectives of the project.
- Inform about the planned activities of the project, key deliverables, and their timeline.
- Determine the needs for data and information from the Beneficiary and proposed indicators to monitor the project.
- Provide an overview of the expected Beneficiary involvement.

Agenda

15 min Opening of the meeting; Introduction of the Project's stakeholders

15 min Remarks by the European Commission: Project context and link to broader policy goals, the expectations about Project implementation and results.

15 min Remarks by the Judicial Council: Project context and link to broader policy goals, the expectations about Project implementation and results.

30 min PwC's presentation: (1) Introduction of the PwC team; (2) **Execution of tasks and proposed methodology**: Project milestones and timeline, detailed methodology and PwC's view on utilising synergies in development of Project deliverables; (3) **Project management arrangements**: composition of project team and Steering Committee, frequency of meetings, status update principles, modality of communication, risks and mitigation strategies and (4) **proposed indicators to monitor the Project**.

15 min Discussion on open questions:

- Project Management arrangements.
- List of relevant stakeholders and their engagement in project implementation.
- Data and information needs.
- Project success indicators.

10 min Next steps and closing

Key notes from the meeting

PwC, Raimonds Dauksts: Delivered opening remarks, outlined the kick-off meeting agenda, and introduced key stakeholders.

DG REFORM, Angelos Binis: Provided opening remarks on behalf of the European Commission.

DG REFORM, Ella Ahmas: Introduced herself as the primary contact for the EC, explaining the specifics and objectives of the TSI instrument and the expected impact and results.

DG REFORM, Angelos Binis: Explained the broader context and EU perspective of the project, mentioning similar ongoing projects in Bulgaria, France, and the Czech Republic.

Judicial Council, Aigars Strupišs: Made introductory remarks on behalf of the Judicial Council, introduced colleagues, and explained the objectives of the request.

- Highlighted the need to improve efficiency in courts due to long deadlines and a shortage of judges.
- Mentioned challenges in obtaining reliable statistical data due to outdated IT systems.
- Stressed the need for a good methodology to establish a reasonable workload for judges to calculate the required number of judges and budget.

PwC, Raimonds Dauksts: Introduced the PwC project team and the project management team members.

- Discussed ongoing DG projects in Latvia led by PwC.

PwC, Ramona Daukste: Introduced herself and shared her experience with DG REFORM projects.

PwC, Māris Vainovskis: Introduced himself, noting previous cooperation with JC and Supreme Court in various matters.

- Highlighted progress in case law management and emphasized the importance of cooperation with judges and stakeholders.

PwC, Diāna Kurpniece: Introduced herself and shared her experience with business process efficiencies projects.

- Emphasized the importance of judges' independence and the role of the Court President.

PwC, Raimonds Dauksts: Introduced other field-specific team members (statistics, IT, data management) who will be involved as necessary.

CA, Agnija Karlsonė-Djomkina and MoJ, Eva Krjukova: Introduced themselves.

PwC, Ramona Daukste: Explained the project's objectives, expected outcomes, and timeline.

- Discussed key methodologies: PwC Transform methodology & Stakeholder engagement methodology.
- Stressed the importance of status updates and close contact with stakeholders.
- Mentioned the organization of interviews and workshops with key stakeholders.
- Introduced the key activities, methodology, and anticipated stakeholder involvement for Deliverable 1.
- Informed that PwC has started organizing interviews with key stakeholders and started planning workshops to facilitate engagement and collaboration.

PwC, Raimonds Dauksts: Emphasized the importance of a transparent project management approach, suggesting a review cycle to keep on track with the deliverable schedule.

JC, Rihards Veinbergs: Informed about a State Audit report relevant to the project, underscoring the importance of CA and MoJ's involvement in policy and data responsibilities.

JC, Aigars Strupišs: Agreed with the transparent project management approach.

PwC, Ramona Daukste: Introduced the key activities, methodology, and anticipated stakeholder involvement for Deliverable 2 and 3.

- AS-IS Assessment will be conducted in close collaboration with stakeholders to thoroughly evaluate the current state.
- Leveraging best practices from three countries, as mentioned by the Request for Service. PwC has already conducted a preliminary analysis and will present these findings during the project. Separate discussions will be held to finalize the selection of these countries.
- Stakeholders can expect a series of interviews and workshops to facilitate engagement and gather insights.
- A comprehensive stakeholder engagement plan will be implemented to ensure active participation and alignment throughout the project.

PwC, Raimonds Dauksts: Based on the initial discussions with JC, suggested extending the deadline of Deliverable 3 to February.

- Informed that Deliverable 3 is a substantial component of the project, necessitating thorough analysis and attention to detail. Allocating additional time for the Analytical Report might be beneficial to ensure comprehensive coverage and accuracy.

JC, Rihards Veinbergs: Supported the extension, noting the benefit of having a full year 2024 data.

PwC Ramona Daukste: Introduced the key activities, methodology, and anticipated stakeholder involvement for Deliverable 4,5 and 6.

- Informed that Deliverable 4 will complete Outcome 1 and Outcome 2 starts with Deliverable 5.
- Informed that PwC and JC will collaborate closely to select the most suitable candidates for the pilot phase.

PwC, Raimonds Dauksts: Informed that PwC aims to add an additional layer and will ensure that all obligations from the Request for Services are met.

PwC Ramona Daukste: Introduced the key activities, methodology, and anticipated stakeholder involvement for Deliverable 7.

- Noted that the project is scheduled for conclusion on March 5, 2026.

PwC, Raimonds Dauksts: Informed that the Project Management deliverables will be prepared in English, while the main deliverables will be provided in Latvian.

- Final versions of the deliverables will be translated using machine translation.

JC, Aigars Strupišs: Agreed to the PwC's proposal.

PwC, Ramona Daukste: Asked whether the PM deliverables need to be translated into Latvian.

JC, Dace Šulmane: Informed that a Latvian version of the PM deliverables will be required, as the State Audit Office might need to review all documents.

JC, Aigars Strupišs: Noted that machine translation is sufficient.

PwC, Raimonds Dauksts: Asked about the process for submitting deliverables simultaneously to the EC and the Beneficiary.

DG REFORM, Ella Ahmas: Accepted that the Deliverables can be submitted simultaneously to both the EC and the Beneficiary.

- Suggested using an online folder where all parties can collaborate effectively.

PwC, Ramona Daukste: Informed that an SPO (SharePoint Online) site will be established to facilitate cooperation and document sharing among all stakeholders.

PwC, Raimonds Dauksts: Asked for opinions on the proposal to extend the timeline for Deliverable 3 by 2 months, moving the deadline to March.

- Clarified that this extension will not result in any changes to the overall project completion deadline, which remains as previously scheduled.

JC, Aigars Strupišs: Agreed with PwC's proposed changes to extend the deadline for Deliverable 3.

EC, Ella: Confirmed that deliverable can be submitted later in the EC online platform if agreed upon by the Beneficiary.

PwC, Raimonds Dauksts: Asked about additional stakeholders that needed to be involved, interviewed, or engaged.

JC, Aigars Strupišs: Confirmed that the main ones were already involved. JC will inform PwC if other stakeholders need to be involved.

JC, Rihards Veinbergs: Suggested that the Ministry of Finance and the State Chancellery might need to be involved, but at a high level.

PwC, Ramona Daukste: Reminded of data and information needs and upcoming data requests.

JC, Dace Šulmane: Requested information on the first workshop's plan, timing, and participants in advance.

PwC, Ramona Daukste: Informed that PwC will prepare a stakeholder engagement plan and share the details with JC about the workshop's plan, timing, and suggested participants in advance.

PwC, Raimonds Dauksts: Informed about the potential identified risks and PwC's mitigation measures.

JC, Aigars Strupiņš: Stated that during interviews, they would discuss what is relatable and what is needed to mitigate the risks.

- Noted that courts are specific institutions and that judges are a particularly difficult group due to their legal duties. Mentioned that it is doubtful whether methods used for business entities are applicable to courts and suggested discussing the methodology beforehand to identify potential shortcomings and mitigate issues with judges.

PwC, Raimonds Dauksts: Assured that these concerns had already been considered and would be taken into account.

- Informed about project monitoring and communication lines, highlighting that the currently identified ones would not be the only ones, and that there would be ad-hoc and topic-specific calls.

PwC, Ramona Daukste: Enquired about approval for key items:

- Single point of contact from PwC for daily communication will be Ramona Daukste, with administrative help from Elizabete Muzikante.
- Single point of contact from Beneficiary side: Juris Siliņš and members of the secretariat. Rihards Veinbergs will act as the single point of contact for daily communication from the Beneficiary side and will relay information to others.
- Notified about the necessity to nominate members from each institution for the Steering Committee meeting. Additionally, highlighted the importance of identifying specific persons for particular topics.
- Informed about possible times for a meeting with the Beneficiary, noting that the meeting could be cancelled and rescheduled as needed, and it is not always necessary for everyone to be present.

PwC, Raimonds Dauksts: Suggested having a standing meeting for Steer Co and status update calls to allow for preparation.

PwC, Ramona Daukste: PwC will propose time slots for possible meeting times in the email. The approximate meeting time will be 1 hour, but the length may change later on.

- Informed that it is necessary to agree on the meetings as soon as possible.

JC, Juris Siliņš: Informed that JC will review the proposed times and let PwC know about the best times.

PwC, Ramona Daukste: Informed that PwC has set up a data room and will provide access details at the beginning of next week.

PwC, Raimonds Dauksts: Informed about project monitoring indicators for PM and deliverable-specific dimensions.

- Reminded that these indicators need to be agreed upon within a period of 2 weeks.
- Emphasized that all feedback received will be incorporated and learned from.

Q/A session, next steps, and closing

- Parties agreed to set the deadline for Deliverable 3 to March 5, 2025.
- JC will provide information about possible dates for bilateral and trilateral meetings by October 23.
- JC will provide contact persons for identified stakeholders by October 25.
- PwC will send a draft Letter of Authorisation (an informative letter about the project) for JC to review and sign by November 1.
- JC will review and agree on short-term and long-term results by November 14.
- PwC will organize inception phase interviews by November 14.
- PwC will send the draft Inception Report by November 14.
- PwC will send draft communication materials by November 14.

Annex 2: Project description summary

Improving judicial efficiency and budgeting in Latvia

Summary

The Judicial Council has requested support for the development of recommendations on institutional reform of the justice system, and a statistical methodology to evaluate the labour intensity of various court cases and to analyse the distribution of personnel across different judiciary institutions. This will aid the Judicial Council in strengthening the budgeting process and methodology for future improvements.

Context

Latvia ranks 6th in the EU for judges per capita and 4th in government expenditure on the justice system as a percentage of GDP. Despite investments in IT and resources, the duration of court proceedings remains unchanged due to a lack of data-driven tools. The Judicial Council lacks a methodology and thus faces challenges in evaluating judicial productivity and effectively allocating resources.

To address these issues there is a need to provide recommendations for institutional reforms and develop a statistical methodology. Thus, the results of the project, by promoting effective, data-driven management reforms in the judicial budget process, will contribute to the achievement of both the general and specific objectives of the TSI. Specifically, the project will strengthen Latvia's institutional and administrative capacity by designing reforms to effectively address the challenges identified.

Support delivered

During 2024–2026, PwC will support Latvia's Judicial Council through European Commission funding. Key stakeholders, including the Supreme Court, the Ministry of Justice, the Court Administration, the Ministry of Finance, and the State Chancellery, will contribute to developing a statistical model and roadmap to enhance the justice system.

Throughout the project, Latvia will benefit from tailored technical support, which includes:

- An analytical report on the current justice system
- Recommendations for institutional reforms to improve judicial operations and budget utilisation
- A new statistical model for assessing workloads and budget management
- A pilot implementation with training and a guidebook on court data collection and resource assessment.

Results achieved

The project will result in two main outcomes: a roadmap for institutional reforms to improve the operational efficiency of the judicial system, and a statistical model for evaluating judicial effectiveness.

The Judicial Council and key stakeholders will benefit from enhanced capacity for data-driven decision-making and resource allocation. In addition, capacity-building activities are expected to further strengthen the ability of national authorities to assess and optimise judicial operations.








As a result of this project, budgeting processes are expected to be enhanced, resource utilisation optimised, and the productivity and effectiveness of Latvia's judiciary improved, leading to a more efficient and impactful judicial system in the future.

The final report will summarise the main takeaways (including recommendations for institutional reform and good practices) from the project that could be useful and relevant for implementing similar initiatives in other EU Member States. This project is funded by the European Union via the Technical Support Instrument and implemented by the European Commission.

Annex 3: Jurisdictions selected for the scan

A jurisdictional scan was conducted across different jurisdictions to understand and analyse the leading practices which can help support objectives of JC. Different jurisdictions which were considered are:

Table 24. Jurisdictional scan³³

Comparison Criteria	Jurisdictions Selected for the Scan				Other Options Considered		
	 Latvia	 Estonia	 Netherlands	 Finland	 Lithuania	 Germany	 Austria
Total Number of professional judges ³⁴	2020: 550 2021: 545 2022: 533	2020: 234 2021: 236 2022: 237	2020: 2597 2021: 2644 2022: 2671	2020: 1077 2021: 1158 2022: 1148	2020: 740 2021: 718 2022: 746	2020: 20793 2021: 20998 2022: 20863	2020: 2589 2021: 2387 2022: 2677
Judges per 100 000 inhabitants ³⁵	2020: 29.05 2021: 29.05 2022: 28.31	2020: 17.60 2021: 17.74 2022: 17.84	2020: 14.86 2021: 15.10 2022: 15.0	2020: 19.46 2021: 20.87 2022: 20.63	2020: 26.47 2021: 25.59 2022: 26.11	2020: 25.01 2021: 25.23 2022: 24.73	2020: 28.98 2021: 26.58 2022: 29.40
Methodologies used to assess the complexity of cases ³⁶	Points-Based	Points-Based and Work-Time Estimates	Work-Time Estimates and other methodology	Points-Based and Work-Time Measurement	Points-Based	Work-Time Measurement	Work-Time Estimates and Work-Time Measurement
Purposes of the case weight systems ³⁷	In the process of adjustment	Estimation of the number of judges needed for each court Case assignment in the courts	Estimation of the number of judges needed for each court Assessment of the court productivity Other	Estimation of the number of judges needed for each court Allocation of judges in the courts	Estimation of the number of judges needed for each court Case assignment in the courts Assessment of individual judges	Allocation of new judges in the different courts Other	Estimation of the number of judges needed for each court








³³ [CEPEJ. \(n.d.\). CEPEJ Study for the EU Justice Scoreboard.](#)








³⁴ [CEPEJ. \(n.d.\). CEPEJ Study for the EU Justice Scoreboard.](#)

³⁵ [CEPEJ. \(n.d.\). CEPEJ Study for the EU Justice Scoreboard.](#)

³⁶ [CEPEJ. \(n.d.\). CEPEJ Study for the EU Justice Scoreboard.](#)

³⁷ [CEPEJ. \(n.d.\). CEPEJ Study for the EU Justice Scoreboard.](#)

Comparison Criteria	Jurisdictions Selected for the Scan				Other Options Considered		
	 Latvia	 Estonia	 Netherlands	 Finland	 Lithuania	 Germany	 Austria
				Allocation of new judges in the different courts Assessment of the court productivity			
Judge year	Not applied	200 working days yearly case related working time for a judge is 1 600 hours	N/a	N/a	N/a	1 700 hours per annum	1 720 hours of net annual work performance
Time-study length	Not applied	1 year and half	Data collection via the time-app lasted a single research week The duration of the data collection was 61 research weeks spread over 41 calendar weeks	N/a	No survey	6 months	Survey lasted 6 months
The case complexity levels	42 case-types have weights awarded to them	Administrative cases: point according to the complexity and time-consumption (value for 1 point) Criminal cases: set "reference for a standard criminal case" Civil cases: kind	70 different case-types	Cases are grouped into 8 case types And 3 complexity levels	45 case-types have weights awarded to them		84 different case categories

Comparison Criteria	Jurisdictions Selected for the Scan				Other Options Considered		
	 Latvia	 Estonia	 Netherlands	 Finland	 Lithuania	 Germany	 Austria
		of judge's decision to solve a case					
Methodology used ^{38, 39}	<i>Time-Estimate</i>	<i>Time-Study</i>	<i>Work-Sampling</i>	<i>Points-Based</i>	<i>Time-Estimate</i>	<i>Time-Study</i>	<i>Time-Study</i>
Key characteristics ^{40, 41}		Uses a comprehensive study and regular updates, revisions	Uses five predefined categories based on complexity	Case grouping into categories and complexity levels	Estimates from expert prosecutors, categorized cases	Direct measurement of time spent on activities	
Transparency ⁴²		Medium	High	Low	Low	High	
Population size ⁴³	2020: 1 893 223 2021: 1 875 757 2022: 1 883 008	2020: 1 329 460 2021: 1 330 068 2022: 1 328 439	2020: 17 475 415 2021: 17 509 672 2022: 17 811 291	2020: 5 533 793 2021: 5 548 241 2022: 5 563 970	2020: 2 795 680 2021: 2 805 998 2022: 2 857 279	2020: 83 155 031 2021: 83 237 124 2022: 84 358 845	2020: 1 329 460 2021: 1 330 068 2022: 1 328 439
First instance performance indicators (Disposition Time):							
Civil and commercial litigious cases (days)	2020: 239 2021: 216 2022: 209	2020: 135 2021: 146 2022: 158	2020: 127 2021: NA 2022: NA	2020: 300 2021: 305 2022: 327	2020: 117 2021: 106 2022: 116	2020: 237 2021: 231 2022: 241	2020: 156 2021: 135 2022: 142

³⁸ [CEPEJ. \(2023\). Report on case-weighting in public prosecution services.](#)








³⁹ [CEPEJ. \(2020\). Case weighting in judicial systems.](#)

⁴⁰ [CEPEJ. \(2023\). Report on case-weighting in public prosecution services.](#)

⁴¹ [CEPEJ. \(2020\). Case weighting in judicial systems.](#)

⁴² PwC's preliminary analysis, based on CEPEJ reports (n 28, 29)

⁴³ [CEPEJ. \(n.d.\). CEPEJ Study for the EU Justice Scoreboard.](#)

Comparison Criteria	Jurisdictions Selected for the Scan				Other Options Considered		
	 Latvia	 Estonia	 Netherlands	 Finland	 Lithuania	 Germany	 Austria
Administrative law cases (days)	2020: 220 2021: 256 2022: 200	2020: 142 2021: 162 2022: 158	2020: 304 2021: 265 2022: 257	2020: 274 2021: 296 2022: 281	2020: 112 2021: 106 2022: 79	2020: 426 2021: 422 2022: 408	2020: 388 2021: 312 2022: 285
Total criminal law cases (days)	2020: 192 2021: 192 2022: 171	2020: 30 2021: 31 2022: 36	2020: 139 2021: 100 2022: 89	2020: 189 2021: 160 2022: 164	2020: 73 2021: 76 2022: 73	2020: NA 2021: NA 2022: NA	2020: 133 2021: 131 2022: 120
First instance incoming cases per 100 inhabitants⁴⁴:							
Civil and commercial litigious cases	2020: 1.53 2021: 1.52 2022: 1.59	2020: 1.43 2021: 1.32 2022: 1.26	2020: 0.73 2021: NA 2022: NA	2020: 0.17 2021: 0.16 2022: 0.14	2020: 3.32 2021: 3.26 2022: 3.07	2020: 1.47 2021: 1.30 2022: 1.19	2020: 0.83 2021: 0.83 2022: 0.80
Administrative law cases	2020: 0.09 2021: 0.10 2022: 0.10	2020: 0.21 2021: 0.23 2022: 0.21	2020: 0.57 2021: 0.50 2022: 0.52	2020: 0.45 2021: 0.39 2022: 0.38	2020: 0.51 2021: 0.58 2022: 0.82	2020: 0.70 2021: 0.66 2022: 1.58	2020: 0.51 2021: 0.52 2022: 0.55
Total criminal law cases	2020: 0.79 2021: 0.51 2022: 0.47	2020: 1.53 2021: 1.46 2022: 1.32	2020: 1.28 2021: 1.45 2022: 1.46	2020: 1.03 2021: 1.27 2022: 1.16	2020: 0.62 2021: 0.55 2022: 0.54	2020: 1.43 2021: 1.36 2022: 1.28	2020: 0.75 2021: 0.73 2022: 0.75
Unemployment rate (0-10) ⁴⁵	2020: 8.1 2021: 7.6 2022: 6.9 2023: 6.5	2020: 6.9 2021: 6.2 2022: 5.6 2023: 6.4	2020: 4.9 2021: 4.2 2022: 3.5 2023: 3.5	2020: 7.7 2021: 7.7 2022: 6.8 2023: 7.2	2020: 8.5 2021: 7.1 2022: 6 2023: 6.9	2020: 3.6 2021: 3.6 2022: 3.1 2023: 3	2020: 6 2021: 6.2 2022: 4.8 2023: 5.1
Trust of the population in the courts and the judicial	48%	62%	72%	74%	NA	58%	NA

⁴⁴ [CEPEJ. \(n.d.\). CEPEJ Study for the EU Justice Scoreboard.](#)

⁴⁵ [OECD \(2024\). Unemployment rate.](#)

Comparison Criteria	Jurisdictions Selected for the Scan				Other Options Considered		
	 Latvia	 Estonia	 Netherlands	 Finland	 Lithuania	 Germany	 Austria
system, % (2023) ⁴⁶							
GDP per capita (euro) ⁴⁷	20 709	27 035	53 817	43 049	23 576	46 020	49 400
Court budget per capita in 2022 (euro) ⁴⁸	63.4	57.9	138.8	85.1	48.3	136.1	141.0
Court budget in total in 2022 (euro)	119 365 548	76 866 039	2 472 714 000	473 653 935	137 971 573	11 477 627 564	1 283 952 301

⁴⁶ [OECD \(2024\), OECD Survey on Drivers of Trust in Public Institutions 2024 Results - Country Notes: Latvia.](#)

⁴⁷ [CEPEJ \(2022\). Budget FR.](#)

⁴⁸ [CEPEJ \(2022\). Budget FR.](#)

Project 24LV15 *Improving judicial efficiency and budgeting in Latvia*

Dear Sir/Madam,

I would like to inform you that the Judicial Council, and the European Commission by Directorate-General for Structural Reform Support (DG REFORM) kindly requests your support for the ongoing project *Improving judicial efficiency and budgeting in Latvia*.

The main objective of the project is to provide recommendations for institutional reform of the justice system and develop a statistical methodology for assessing the labour intensity of court cases, and the distribution of personnel in judiciary institutions. The case weighting model will assist the Judicial Council in strengthening a budgeting process and methodology for future improvements. The key objectives of the project tasks include:

- i. An analytical report assessing the current situation.
- ii. Recommendations for institutional reforms to improve the effectiveness of the operation of the judicial system and use of budget funds.
- iii. A new statistical model to evaluate the judiciary's workload and manage the budgetary aspects of the justice system.
- iv. A pilot implementation of the methodology, including training sessions and a guidebook on court data collection, methodology and resource assessment.

The DG Reform has appointed PricewaterhouseCoopers (PwC) to undertake the assignment and execute the project. The project has started in September 2024 and is expected to conclude in March 2026.

Considering the fact that your role and performed functions are important in the judicial system and in achieving the goals of the project, we would be very grateful if you would agree to cooperate with the contract implementers, including by participating in interviews and workshops, or by providing the data you have at your disposal. You may expect to be contacted by either the Project Manager, Zlata Elksniņa-Zaščirinska [zlata.elksnina@pwc.com / +371 6709440] or the Project Coordinator Ramona Daukste [ramona.daukste@pwc.com / +371 20290776] or consultant Elizabete Muzikante [elizabete.muzikante@pwc.com / +371 29479198].

If you have any questions, do not hesitate to contact the Judicial Council representative Juris Siliņš [Juris.Silins@tiesas.lv] or the Secretariat of the Judicial Council [rihards.veinbergs@at.gov.lv], or DG REFORM representative Ella Ahmas [ella.ahmas@ec.europa.eu].

Your cooperation will be greatly appreciated and will significantly contribute to the delivery of high-quality work that will be beneficial for Latvia.

Aigars Strupiņš

President of the Supreme Court of the Republic of Latvia
and the Judicial Council



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