

Improving Judicial Efficiency and budgeting in Latvia

TSIC-RoC-26576 REFORM/2021/OP/0006 Lot 1

Deliverable 6:

Guidebook on the Use of the Statistical Model for Assessing Court Workload
and Resource Assessment of the Justice System

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Reform and Investment Task Force
+32 2 299 11 11 (Commission switchboard)
European Commission
Rue de la Loi 170 / Wetstraat 170
1049 Brussels, Belgium

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Abbreviations, terms and their explanations

Abbreviation	Explanation	Abbreviation	Explanation
Actual working hours	Estimated number of hours worked by a judge per year	PwC	"PricewaterhouseCoopers SIA"
CEPEJ	European Commission for the Efficiency of Justice	Regression analysis	Statistical method for obtaining workload coefficients based on the number of cases and the working time worked by judges
Case weighing model	Methodology for assessing the time and work required to deal with different categories of cases, including a model for determining the degree of complexity of cases in district (city) courts and district courts	Self-assessment working hours	The actual number of working hours of judges indicated in the survey
ELT	Economic Court	SG REFORM	European Commission's Reform and Investment Task Force
EU	European Union	Statistical model	Statistical model for assessing the workload of courts and managing the budget resources of the justice system
Normal working hours	Working hours that comply with the first part of Article 131 of the Labour Law.	TSI	Technical Support Instrument
Official working hours	The number of hours worked by a judge per year, excluding absences, as recorded in the records of the Court Administration.	TIS	Court information system
Project	European Commission's Directorate-General for Structural Reform Support project no. TSIC-RoC-26576 REFORM/2021/OP/0006 Lot 1 "Improving judicial efficiency and budgeting in Latvia"	Workload	Work intensity coefficient obtained in regression (hours spent on a single case)

Introduction

Purpose of the manual and expected results

“The Guidebook for the Application of the Statistical Model for Assessing Court Workload and Resource Assessment of the Justice System (hereinafter – the Statistical Model)” (hereinafter – the Manual) has been prepared within the framework of the European Commission’s Directorate-General for Structural Reform Support project No. TSIC-RoC-26576 REFORM/2021/OP/0006, Lot 1 "Improving judicial efficiency and budgeting in Latvia" (hereinafter – the Project).

The objective, content, and tasks to be carried out within the report of the Project’s sixth deliverable, ‘The Guidebook for the Application of the Statistical Model for Assessing Court Workload and Resource Assessment of the Justice System,’ are derived from the technical specifications of the procurement, which form an integral part of the contract between the European Commission’s SG REFORM and PwC.

Objective of the project and result to be achieved

General purpose of the service contract



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 Regulation (EU) 2021/240 establishing the Technical Support Instrument (TSI Regulation).

Specific purpose of the service contract



Help national authorities improve their capacity to plan, amend, implement and review reforms in accordance with Article 4 of the MDG Regulation.

Project results¹



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.

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 European Commission and the contractor. Such follow-up and implementation remain the exclusive responsibility of Latvia.

Purpose of the manual and tasks to be carried out in its development

Purpose of the manual

¹ The achievement of the goal is not only the responsibility of the contractor and will depend in part on the actions of Latvia. It is expected that Latvia, having been closely involved in the implementation of the contract and having consulted with the contracting authority on all deliverables projects, will approve deliverables and implement the work included in the final deliverables with the help of its internal mechanisms.



The Guidebook for the Application of the Statistical Model for Assessing Court Workload and Resources of the Justice System has been developed with the aim of collecting in a systematized manner the experience and knowledge accumulated during the development of the Statistical Model.

Tasks to be performed in the preparation of the guidebook:



- 1) to develop a guidebook and guidelines on the use and updating of the methodology, as well as on court data collection, data collection and processing methodologies, and the assessment of judicial resources;
- 2) to describe the results of the methodology testing;
- 3) to provide recommendations on the practical use of the methodology for budgetary purposes.

This is the 6th deliverable of the project, the content of which is based on the analytical work carried out previously:

- 1) Improving the efficiency and budgeting of the Latvian judicial system – initial report (PwC 10.01.2025)²
- 2) Improving the efficiency and budgeting of the Latvian judicial system – analytical report (PwC 08.05.2025.)³
- 3) Improving the efficiency and budgeting of the Latvian judicial system – recommendations for institutional reforms to increase the efficiency of the justice system and promote more efficient use of budget funds (PwC 05.09.2025)⁴
- 4) Improving the efficiency and budgeting of the Latvian judicial system – a statistical model for assessing the workload of courts and managing the budget resources of the justice system (PwC 06.01.2026)⁵

As part of the preparation of the guidebook, training on the use of the statistical model in the planning of court work was held on 11.02.2026, which was attended by court presidents, judges, representatives of the Secretariat of the Council of the Judiciary, the Ministry of Justice and the Court Administration.

Objective, scope and target audience of the statistical model

Purpose of the statistical model



Develop a model based on statistical principles for assessing the efficiency of the work of the judicial system and improving its functioning.

Application of the statistical model

² Improving the efficiency of the Latvian judicial system and budget planning – opening report, 2025. Available at: <https://www.tieslietupadome.lv/lv/media/9992/download?attachment>

³ Improvement of the efficiency of the Latvian judicial system and budget planning – analytical report, 2025. Available in: <https://www.tieslietupadome.lv/lv/media/9983/download?attachment>

⁴ Improvement of the efficiency of the Latvian judicial system and budget planning – recommendations for institutional reforms to increase the efficiency of the judicial system and promote more efficient use of budget resources, 2025. Available in: <https://www.tieslietupadome.lv/lv/media/9989/download?attachment>

⁵ Improvement of the efficiency of the Latvian judicial system and budget planning – statistical model for assessing the workload of courts and managing budget resources of the justice system, 2026. Available in: <https://www.tieslietupadome.lv/lv/media/10244/download?attachment>



The statistical model can be used to:

- estimate the amount of working hours required for the examination of cases received by courts;
- assess the actual workload of Latvian courts;;
- model the number of judges required and provide justification for the overall budget of the judicial system;
- refine the case weights included in the Case Weighing Model based on actual data and statistical indicators.

The functionality of the statistical model provides an opportunity to conduct an in-depth statistical analysis of the workload of the handling of cases received in courts by basic case-types, by case-type categories, by court instances or by specializations of judges.

Users of the statistical model



Saeima

Setting the number of judges and approving the state budget



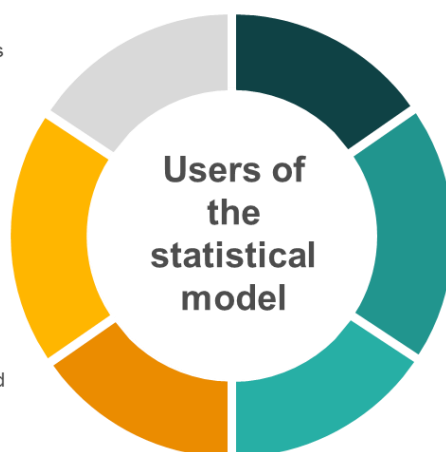
Judicial Council

Planning judicial staffing levels and analysing court and judge workload



Court Presidents

Supervising judges' workload and overseeing work organisation



Ministry of Justice

Resource and budget planning, strategic analysis



Court Administration

Maintaining the statistical model, preparing data, and conducting capacity analysis



Analysts / Researchers

Data analysis, workload assessment, and evaluation of work effort



The statistical model is intended for institutions and specialists involved in the planning and management of the resources of the judicial system. It can be used by the Court Administration, the Judiciary Council, the Ministry of Justice, the court presidents and analysts who carry out the planning, workload, capacity and budget calculations of the courts. The results of the statistical model can be used both in the Saeima and in the Judicial Council, deciding on the development and optimal capacity of the judicial system, and in the Court Administration and the Ministry of Justice, assessing the necessary amount of budget for financing the judicial system. The Statistical Model is also a practical tool for court presidents, who, based on calculations, can plan the human resources needed by the institution, manage deadlines for cases hearings and organize the distribution of cases.

Scope and principles of operation

Scope of the statistical model



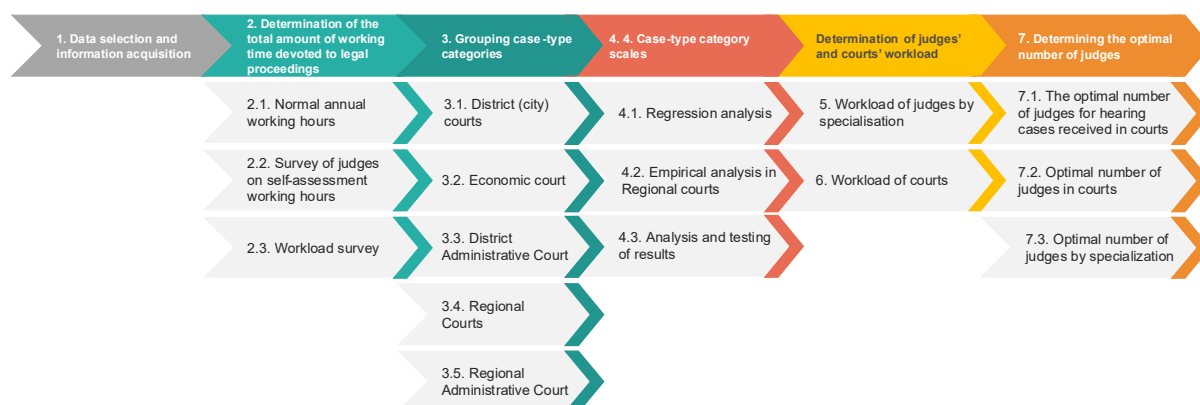
The statistical model is a tool based on statistics of judicial activity and the recording of the working hours of judges, which, by means of mathematical analysis methods, provides an opportunity to more objectively determine the workload of different categories of cases, the workload of judges and judicial institutions.

The statistical model, using regression analysis and other statistical techniques, assesses the quantitative relationships between the court performance data accumulated in the Court Information System (TIS) on the number of cases completed within one year by case-type categories annual working hours of judges. On the basis of these calculations, coefficients are derived that most accurately capture the quantitative relationships between the variables, specifically the workload required, expressed in hours, for the examination of each case-type category.

The application of the statistical model involves a sequence of consecutive steps (see Figure 1), which can be structured into the following stages:

- 1) **Data selection and information acquisition:** selection of court performance data from the Court Information System (TIS).
- 2) **Determination of the total amount of working hours devoted to adjudication:** analysis of judges' working time to determine the total number of working hours per year and, proportionally, the share of this time devoted to case adjudication; selection of judges whose performance data are to be included in the model.
- 3) **Grouping of case-type categories:** grouping of TIS case-type categories by basic case types and by court instance and specialisation.
- 4) **Estimation of case-type category weights (workload):** regression or empirical analysis of the number of completed cases in the grouped case-type categories, determining case-type weights or workload for each category; statistical compilation of litigation data, analysing the distribution of completed cases across grouped categories and basic case types, as well as their workload proportions by courts and instances.
- 5) **Determination of judges' and courts' workload** by court institution and by specialisation.
- 6) **Forecasting the required number of judges** by summing the workload of cases across court instances, individual courts, and judicial specialisations, and assessing the distribution of workload within the judicial system.

Figure 1. Steps for the application of the statistical model.



1. Data selection and information acquisition

1.1. Data sources

In order to perform the calculations of the Statistical Model on a regular basis, it is necessary to select from the TIS⁶ full information about the cases examined by judges and received in courts during the respective period. The dataset must include the number or unique identifier of each case, the dates of receipt and completion of the case, as well as the judge or judges who participated in the hearing, including in district courts indicating separately the presiding and the non- presiding judge. In addition, information must be provided on the court in which the case was adjudicated, the basic case type, the case subtype, the case-type category, and, for criminal cases, an indication of whether evidence was examined.

Statistical model data sources			
Case identification and basic data	Court and judges responsible for hearing the case	Characteristics of the case	Time of proceedings
Case ID	Judge ID	Basic case-type	Judges' working time records
Date of receipt	Separate records of presiding and non presiding judge	Case subtype	
Date of completion	Court where the case is pending	Case-type category	Information about actual time worked
		Note for evidence review	

The amount of information necessary for the statistical model regarding the cases and materials to be examined in court (hereinafter - the case):

- Information on the case heard in court within the current year (from 1 January to 31 December) in the following detail:
 - The court
 - Case number (for cases) ;
 - The judge (including non-presiding judges) to whom the statement of claim (application) has been served, indicating the judge's identification number;
 - Date of receipt of the statement of claim, criminal or material case, complaint or protest against the decision of the institution in an administrative offence case, the date of receipt of the administrative offence case in court;
 - Date of termination of the case (date of adoption or promulgation of the ruling (including abbreviated one));
 - Note whether the case has been heard;
 - Information about the case-type category;
 - Information on the basic type and subtype of the case;
 - For criminal cases heard by the district (city) court, a note on the examination of evidence;
 - Case weighing model case-type category.
- Records of the working hours of judges.

⁶ Sub-paragraph 8.1 of Cabinet Regulation No. 618 of 20 September 2016, Regulations regarding the Court Information System.

2. Determination of the total amount of working hours devoted to legal proceedings

In order to calculate the amount of hours spent annually on the performance of individual work tasks, training activities or other duties related to the execution of official responsibilities, it is necessary to obtain data on number of working hours per year that each judge devotes to the examination of cases.

The amount of working hours devoted to judicial proceedings is determined by combining several data sources that reflect the actual working hours of judges and their distribution between different official duties. The objective of the Statistical Model is to obtain the most objective assessment possible, since this indicator is the basis for case workload calculations, workload analysis and modelling of the required resources.

The working hours devoted to case examination is determined through the analysis of (1) timesheet records, (2) self-assessment data provided in the judges' survey and, if available, (3) the results of workload surveys.

2.1.	Timesheet analysis	2.2.	Survey of judges on self-assessment working hours	2.3.	Workload survey
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In the statistical model, the basic indicator for determining the workload of a judge is data on the total number of hours worked by a judge per year devoted to judicial proceedings. To obtain the mentioned number of hours, the following are determined:

- 1) **The number of hours⁷ of normal working time for each judge** per year;
- 2) **Duration of self-assessment working hours and proportion of working hours for litigation;**
- 3) **Actual working hours.**

The sample of the statistical model should include only those judges who have records of examined cases for at least ten months during the year. A month of service is considered to be one in which the judge has at least one completed case.

Such a requirement ensures that only full and representative working periods are used in the calculations, thus avoiding the risk that part-time work or long term absence would distort the calculation of hours devoted to litigation.

2.1. Normal annual working hours

The number of hours per year devoted to the performance of judges' official duties is the primary data source of the Statistical Model.

Data on the number of annual working hours of each judge is obtained from the system for recording working time of the Court Administration, in which the Court Administration records the number of hours worked and the period of absence of each judge (period of incapacity for work, vacation days and other information necessary for calculating the remuneration for the

⁷ Working time during a period of the day which does not exceed eight hours, but during a period of the week - 40 hours.

judge) on the assumption that the judge performs his duties within normal working hours of the day.

From the records of the working hours of judges, it is necessary to filter out information about all working days or hours of absence⁸, obtaining the number of hours of normal working hours per year that the judge has devoted to the performance of official duties.

Based on these data, the number of normal working hours actually worked by each judge per year is calculated and used as the regression analysis variable (H).

The number of hours worked per year varies for each judge, taking into account that both the length of leave, other types of absences and the number of days or hours not included in the performance of work tasks are different.

The existing system does not permit the recording of the actual hours each judge spends on the day-to-day performance of official duties. As a consequence, the available administrative records do not fully correspond to the number of hours devoted to official duties as self-reported by judges. To address this limitation and ensure a more accurate assessment, an additional survey of judges is required.

2.2. Survey of judges on self-assessment working hours

The survey complements the official records of working hours, providing information on the subjective assessment of judges, how much time is actually devoted to the performance of official duties and the examination of cases.

We recommend that the survey of judges be conducted at the beginning of each calendar year. Within the survey, judges provide a self-assessment of the typical length of their working week in hours over the past year, as well as the allocation of working hours between time devoted to adjudication and other judicial duties.

From the survey data, two important indicators are calculated:

- 1) The working hours indicated in the self-assessment, which is used to determine the correction factor, and
- 2) Proportion of working hours devoted to judicial proceedings, which makes it possible to separate the working hours devoted to the handling of cases from the hours devoted to other administrative duties.

According to the results of a survey of judges and court staff conducted by PwC, judges work on average around 46.5 hours per week, while the Court Administration's time records are based on the assumption that judges work normal working hours (i.e. 40 hours per week).

Since the self-assessment data that were confirmed in the interviews show a higher amount of work than the recorded working hours, in the Statistical Model, the duration of working hours are adjusted by applying a coefficient **c**. The normal working hours recorded in the Court Administration's working time records are multiplied by a coefficient of 1.15, calculated as the ratio of judges' self-assessed average working week (46.5 hours) to the standard working week of 40 hours.

This coefficient is used in the following steps to align the number of working hours recorded with the amount of working hours self-declared by judges.

$$c = t/40$$

- c: corrective factor;

⁸ For example, vacation, incapacity for work, statutory holidays or other.

- t: self-assessment working hours per week (in hours);
- 40: normal working hours per week (in hours).

In addition, the survey data⁹ provides information not only about the total hours worked, but also about its distribution by different judicial duties. The results of the survey indicate that judges devote on average about 83% of their working hours to working on cases (see Annex 1). Of this amount, 79% of the working hours is devoted to the consideration of the case (materials), for example, the preparation of a ruling, court hearings, other activities related to the consideration of the case. In addition to this, 4% of the working hours is devoted to administrative duties within the case.

Since the Statistical Model takes into account only the part of the working hours that judges devote directly to the examination of cases (materials) and administrative duties related to the examination of cases (materials), then this proportion is expressed as a coefficient of α . Obtaining the coefficient α makes it possible to identify the real amount of work devoted to case examination and ensures that the value of the regression target is based only on the hours that correspond to the activities related to the handling of cases (materials).

$$\alpha = 0.83$$

- α : Proportion of working time devoted to adjudication (coefficient).

Table 1. Comparison of the normal and self-assessment working hours of the judge.

Working hours	Working hours per week (hours (h))	Working hours in 2024 (hours (h) / days)	Working hours examining cases in 2024 (hours (h) / days) ¹⁰
Normal working hours ¹¹	40 h	1730 h / 216 days	1436 h / 179.5 days
Working hours according to the judges' self-assessment ¹²	46.5 h	1968 h / 246 days	1633 h / 204.13 days

Bringing together both approaches to measuring working hours, two working-time indicators are applied – **normal working hours** and **self-assessment working hours of the judges**. Normal working hours reflect the hours officially worked by the judge during the year and form the basis for the regression calculations of the model, while **self-assessment working hours** indicate the actual workload of the judge.

Normal working hours are derived (see Annex 9.1) by calculating the annual number of working hours based on calendar-defined working hours and deducting judges' periods of absence. Working hours devoted to case adjudication is determined by multiplying annual normal working hours by coefficient α , which indicates the share of normal working hours that judges devote to the examination of cases. Self-assessment working hours are calculated by multiplying annual normal working hours by coefficient c , which reflects the actual number of hours worked per year as reported by judges in the survey. Self-assessment working hours devoted to case adjudication are then obtained by multiplying annual self-assessment working hours by coefficient α , resulting in the annual working hours judges devote to the examination of cases

⁹ PwC, "Report on the survey of judges and court staff". The survey took place from 3 to 18 April 2025 within the framework of the project "Improvement of the efficiency and budget of the Latvian judicial system".

¹⁰ According to a survey of judges, which took place from 3 to 18 April 2025, 83% of the working time is devoted to viewing cases within the framework of the project "Improvement of the efficiency and budget of the Latvian judicial system".

¹¹ Working time which conforms to Section 131, Paragraph one of the Labour Law.

¹² PwC, "Report on the survey of judges and court staff". The survey took place from 3 to 18 April 2025 within the framework of the project "Improvement of the efficiency and budget of the Latvian judicial system".

For the purposes of the statistical model, assumption holds that a judge works an average of 1968 hours based on self-assessment working hours, including 1633 hours dedicated to case adjudication.

2.3. Workload survey

A time survey assessing the duration required for adjudicating or examining different case categories is a key instrument for evaluating judges' actual working hours. Its periodic implementation should be established as a systematic practice.

Why measurements of invested working time are needed

A significant disadvantage of the Statistical Model is the use of assumptions about the length of time of judges, due to the lack of statistical evidence and recorded data on the actual working time of judges.

A time-use survey would allow, over a defined period, the recording of tasks performed by judges and judicial assistants and the hours devoted to each task, thereby providing a detailed and objective overview of how working hours are distributed across different stages of judicial proceedings. In other countries, this approach is applied as a standard method. Its introduction would yield more precise information on the workload associated with different case categories and would also make it possible to identify situations in which judges are required to perform their duties beyond normal working hours, as well as instances where periods of underutilisation occur.

The judicial system currently collects data on the overall duration of court proceedings from the user perspective, specifically when a case is received by the court and when it is completed. However, it does not collect data on the net time spent on adjudicating an individual case.

The net time required to adjudicate a single case refers to the working hours spent by judges and other court staff on the examination of a case within a specific case category. In other jurisdictions, measurements of the time required to adjudicate specific case categories are carried out periodically, at least once every three to five years, as part of standard court system practice.

The data collected as follows:

- allows to manage the flow of cases and identify delays in the legal process;
- allows the weights of case categories set out in the case-weighting standards to be clarified according to the hours actually invested by judges;
- provides an opportunity, according to the number of historically received (accumulated) cases, to more accurately predict the required number of judges (assistant judges) in the courts in the subsequent period.

The data must not be used for staff evaluation or for comparative assessment of individual personnel.

Duration of time measurements

Experience from other countries indicates that measurement periods of six to eighteen months are required in order for the collected data to cover a sufficiently broad range of case categories from case initiation to completion. Shorter survey periods allow the collection of adequate data for simpler procedures and provide a limited insight into other case categories as well.

Involvement in time measurement

To ensure reliable calculations within the Statistical Model, it would be necessary to conduct a time-use survey with sufficiently broad participation of judges and, at a later stage, judicial assistants, as well as with an observation period of no less than two months. The data obtained in this way would make it possible to determine both the actual number of hours worked and the precise allocation of working time between case adjudication and other duties. In addition, such data would serve as an independent source for validating the assumptions currently applied in the model.

All judges are invited to participate in the time measurements. Participation is voluntary; however, objective results can be obtained only if it is possible to identify the typical hours spent on specific activities, excluding extreme values. A small number of participants or a limited sample of judges may lead to atypical results that are not representative of the system as a whole. The participation of judicial assistants would also be valuable, as it would provide information on the level of support involved in the adjudication and examination of cases. For time measurements to be successful, participation by at least 50% of judges over a period of at least one month is required.

An example of the working time survey and a sample of the template are provided in Annex 2.

3. Grouping of case-type categories

To perform regular calculations of the Statistical Model, it is necessary that the structure of case categories provides a sufficient amount of data for each case-type category to be used in the analysis.

The TIS contains information on seven basic case-types (Administrative Cases, Administrative Offence Cases, Civil Cases, Criminal Cases, Penal Enforcement Cases, Land Register Cases and the basic case-type "Other"), which are divided into 145 categories of cases, of which the volume of observations in several categories is insufficient to provide a statistically identifiable assessment of workload. Small sample categories lead to a high standard error of estimates and significantly lower the stability of regression factors. In order to ensure a sufficient sample size and stable regression results, the Statistical Model should combine case categories into larger and statistically sufficiently large groups. The analysis shows that, for the purposes of assessing the workload of judges, it is more appropriate to combine the case-type categories into groups where the number of cases in each group is at least 1% of the total number of cases.

In order to ensure sufficient stability and comparability of assessments, the categories of cases are grouped differently for different courts in the Statistical Model. For courts with a small number of pending cases, the categories are grouped into one broad group, while in courts of general jurisdiction of first instance and district courts, the categories of cases are grouped into several groups, which allows for a more accurate assessment of the workload of the categories of cases. Such an approach ensures that in each instance the grouping of cases is appropriate to the actual amount of data and forms a solid basis for regression calculations.

Table 2. The number of categories of cases in the statistical model.

Judicial instances and judicial authorities	Number
First instance — district (city) court	14
First instance — Economic Court	1
First instance — District Administrative Court	1
Regional Courts of General Jurisdiction	4
Regional Administrative Court	1

The TIS case classification is dynamic and may introduce new categories over time or clarify the content of existing case categories. Such changes affect the distribution of case categories and the size of their sample, so the Statistical Model requires regular verification that the number of observations in each case-type category provides sufficient statistical identifiability. Where newly created or content-narrow categories are limited in scope of observations, they should be combined with similar categories in common groups in order to maintain a sufficient sample size, stability of assessments and comparability of groups.

3.1. First instance — district (city) courts

Basic types of district (city) court cases, case-type categories and decisions

Administrative offence cases

Civil cases	Family law cases	Liability law cases
	Applications for temporary protection against violence	Uncontested cases
	Cases of special forms of procedure	Simplified procedure cases
	Legal protection proceedings and insolvency cases	Other cases
Criminal cases and cases of execution of sentences	Criminal cases with examination of evidence	Criminal cases without examination of evidence
	Cases of execution of sentences	
Other	Decisions of the investigating judge	

Land register cases

For the purposes of analyzing the weights of cases in the statistical model, the categories of district (city) court cases were combined into 13 groups. In addition, there is also the case-type category "Decisions of the investigating judge", which, although not a case in substance, constitutes the workload of a separate group of judges – investigating judges. Calculations of the workload of cases handled by the Economic Court are not included in this group, since the structure and procedures of their cases systematically differ from the data profile of other district (city) courts and their analysis is carried out separately.

In order to determine the belonging of a case to one of the groups of categories of district (city) court cases, first of all, TIS cases are grouped by court instance according to the basic case-type specified in the TIS:

Basic case-type before the district (city) court

Administrative cases before the District Administrative Court
 Administrative offence cases
 Civil cases
 Cases falling within the jurisdiction of the ELT
 Decisions of the investigating judge
 Criminal cases with examination of evidence
 Criminal cases without examination of evidence
 Cases of execution of sentences
 Land register cases
 Other

Basic case-type before the court of appeal

Administrative cases before the Administrative Regional Court
 Administrative offence cases
 Civil cases
 Criminal cases
 Cases of execution of sentences
 Other

Table 3. Mapping of district (city) court case-type categories to the grouped Case Weighing Model¹³.

Basic type of cases	Name of the grouped case-type category	Case subtype or case-type category belonging to the TIS
Administrative offence cases	Administrative offence cases	The basic type of the case: <ul style="list-style-type: none"> • Cases of administrative offence
Civil cases	Family law cases	Case-type category (TIS): <ul style="list-style-type: none"> • Child abduction cases; • On the determination, limitation and revocation of custody rights; • On the determination, restriction and cancellation of access rights; • Claims for the abolition of adoption; • Claims for the recovery of funds for the maintenance of children; • Claims for determining the ancestry of children; • Claims for marriage annulment; • Claims for termination and limitation of parental custody; • Divorce claims.
	Applications for temporary protection against violence	Case-type category: <ul style="list-style-type: none"> • Temporary protection against violence.
	Liability law cases	Case-type category (TIS): <ul style="list-style-type: none"> • Claims for loss and debt recovery • Claims for the defense of honor and dignity; • Claims for personal injury due to non-compliance with road traffic rules and vehicle accidents; • Claims for personal injury due to other circumstances; • Claims for personal injury in the performance of work duties by the victim; • Claims for the removal of attachment of property.
	Uncontested cases	Case-type category: <ul style="list-style-type: none"> • Uncontested enforcement of obligations; • Fulfilment of obligations under the notice procedure case.
	Cases of special forms of procedure	Case-type category (TIS): <ul style="list-style-type: none"> • Confirmation of the decision of the Orphan's Court • On the establishment of facts that have legal significance; • On the trusteeship of a person's temporary or property • On the restriction of a person's legal capacity and review of the restriction; • Declaration of a missing person as dead; • Other special court cases; • Applications related to the enforcement of court decisions; • Claims for recognition of a person as dead; • Requirements for approval of adoption; Claims for the annulment of adoption.
	Legal protection proceedings and insolvency cases	Case-type category (TIS): <ul style="list-style-type: none"> • Insolvency cases of natural persons; • Insolvency cases of legal entities; • Complaints against decisions of the creditors' meeting in insolvency cases • Cases of legal protection proceedings.
	Simplified procedure cases	Weighing group: <ul style="list-style-type: none"> • Simplified procedure cases.
	Other cases	Case-type category (TIS): <ul style="list-style-type: none"> • Recognition and enforcement of a foreign court ruling in the territory of the Republic of Latvia; • Other inheritance matters.

¹³ The case-weighting model is a systematised assessment of the workload of cases that are most frequently viewed in courts. Source: REPORT of the Court Administration of 04.09.2025 to the Council for the Judiciary on the model for determining the degree of complexity of cases in district (city) courts and district courts.

Basic type of cases	Name of the grouped case-type category	Case subtype or case-type category belonging to the TIS
		<ul style="list-style-type: none"> • Recognition of property rights to property property; • Recognition of property rights to land or to land and home ownership; • Matters arising from the law of obligations • Approval of the real estate auction deed and consolidation of real estate in the name of the collector; • Voluntary sale of real estate by judicial auction; • On the acceptance and confirmation of inheritance in the law of succession; • On the entry into force of an act of the last will order; • Other claims in legal proceedings; • Applications for the security of evidence; • Applications for the provision of evidence before bringing an action to court; • Applications for securing a claim before bringing an action to court; • Applications for enforcement of arbitration decisions; • Applications to challenge an arbitration award; • Applications related to the enforcement of court decisions; • Requirements for reinstatement; • Claims for the recovery of wages and other labour disputes; • Requirements for eviction with the allocation of another living space; • Requirements for eviction without the allocation of other living space; • Eviction claims for non-payment of rent; • claims for infringements of competition law; • Requirements arising from the relationship between the contract for the rental of premises; • Disputes over copyright and related rights • Disputes over industrial property rights – designs; • Disputes over industrial property rights – patents; • Disputes over industrial property rights – trademarks; • Complaints about the activities of a sworn notary; <p>Complaints about the activities of sworn bailiffs.</p>
Criminal cases	Criminal cases with examination of evidence (first instance)	Case-type : <ul style="list-style-type: none"> • Criminal case (1 inst) • Proceedings on the proceeds of crime Column "With/without evidence": <ul style="list-style-type: none"> • Ar examination of evidence
	Criminal cases without examination of evidence, cases dealt with in a single procedure, application of coercive measures and other cases (first instance)	Case-type : <ul style="list-style-type: none"> • Criminal case (1 inst) • In the order of the agreement process Column "With/without evidence": <ul style="list-style-type: none"> • Without mark • n/z Case-type : <ul style="list-style-type: none"> • Case concerning the application of coercive measures of an educational nature • Coercive measures of a medical nature
	Criminal cases (appellate instance)	Case-type : <ul style="list-style-type: none"> • Criminal case on appeal • Complaint against the decision of the investigating judge • Complaint against the application of a compulsory medical measure • Complaint in proceedings regarding property obtained by crime
Cases of execution of sentences and Other	Cases of execution of sentences	Case-type category: <ul style="list-style-type: none"> • Cases of execution of sentences; • Prosecutor's penal order; • Execution of a sentence imposed outside of Latvia
Land register cases	Land register cases	Land register cases – rights in rem Land register cases – amendments and extinguishments of rights, consolidation of rights in the form of marks.

Basic type of cases	Name of the grouped case-type category	Case subtype or case-type category belonging to the TIS
Other (Weighing group: Decisions of the investigating judge in the written procedure and decisions of the investigating judge in the oral procedure)	Decisions of the investigating judge	Case-type category: <ul style="list-style-type: none"> • Arrests of property; • Detention of a foreigner • Investigative activity; • Permission of the investigating judge; • Extradition of a person to a foreign country; • Procedural coercive measure • Procedural sanction; • Special investigative activity; • Complaint to the investigating judge

Case-types or decisions that are not listed in the table are not included in the regression analysis because the number of these types of cases or decisions ¹⁴ is not sufficient for a robust assessment of the multivariate model. These categories of cases are not suitable for merging with other categories of cases.

3.2. First instance — Economic court

Cases under the jurisdiction of the Economic Court

In the Economic Court, the basic case-types classified as "Civil cases", "Criminal cases" and "Cases of execution of sentences" in the statistical model are combined into one case-type category, "Cases under the jurisdiction of the ELT", as both civil and criminal cases have similar workload profiles in this instance and most judges deal with both types of cases.

The division of case-type categories into more detailed groups does not provide statistically identifiable regression results in the subsequent steps of the Statistical Model, since the number of observations of individual groups is not sufficient for a stable assessment of the multivariate model. The single-category approach provides both an accurate assessment of workload and a methodologically reliable basis for the analysis of the workload of judges in the Economic Court.

3.3. First instance — District Administrative Court

Administrative cases in the District Administrative Court

In the District Administrative Court, the basic case-type "Administrative cases" and the subtypes "Administrative case" and "Application (before an administrative court)" are combined in the Statistical Model into a single case-type category, "Administrative cases in the District Administrative Court". The total number of administrative cases is not so large as to be suitable for division into smaller groups. The workload of the different categories of TIS cases also does not differ significantly, and there is no strong specialisation of judges in the practice of the court, which would justify the division of cases into more detailed categories.

A single combined group of categories of administrative cases provides a qualitative basis for assessing the workload and workload of administrative courts, even in cases where a more detailed breakdown is not available or is not supported by the data structure. Therefore, the

¹⁴ For example, in 2025, there were only 80 cases of coercive measures of an educational nature and 110 cases of coercive measures of an administrative nature.

data obtained in the regression analysis on the total workload of cases are used in the future without dividing into more subtle categories of cases.

3.4. Regional Courts of General Jurisdiction

Categories of Regional court cases	
Administrative offence cases	Criminal cases
Civil cases	Penalty enforcement cases

At the level of the courts of the other jurisdictions, the division of case categories in the statistical model is formed into groups that correspond to the division of cases into basic types, since the appellate instance has limited observations in certain categories of TIS cases and the complexity profiles within the basic types are similar. Statistical assessments show that the level of complexity of cases in district courts of general jurisdiction is very similar within the framework of the basic types of cases, therefore the groups of the Case Weighing Model were reduced to the basic types of cases – administrative offences cases, civil cases, criminal cases and penal enforcement cases, forming the grouped Case Weighing Model for the district courts of general jurisdiction.

3.5. Regional Administrative Court

Administrative cases in the Regional Administrative Court

Administrative cases **of the Regional Administrative Court** in the Statistical Model are combined into one case-type category. The workload of different types of administrative cases does not differ significantly, judges practically do not specialize in dealing with certain categories of cases, therefore, there is no justification for further subdividing administrative cases into more detailed categories.

In addition, the amount of data in the Administrative Regional Court is limited by individual types of cases, so the division into several more detailed categories is not statistically useful. A single combined group of administrative cases provides a qualitative basis for assessing the workload and workload of the Administrative Regional Court, even in cases where a more detailed breakdown is not available or is not supported by the data structure. Therefore, the data obtained in the regression analysis on the total workload of cases (i.e. summing up the workload coefficients of the presiding and the non-presiding judge) are used in the future without dividing into finer categories of cases.

4.1.1. Values of regression analysis variables

Independent variables

The total number of cases completed by each judge per year in each of the grouped case-type category is selected as independent variables. Data shall be obtained from the TIS in accordance with section "1. Data selection and information acquisition" description. The data shall be processed and classified in section "3. Grouping of categories of cases" in the manner described.

Dependent variable

The dependent variable used in the regression analysis is based on data provided by the Court Administration on the number of hours worked per year as recorded in judges' working time records (see variable H in the formula). A coefficient is applied to the dependent variable to reflect the proportion of a judge's total working time devoted to the examination of cases (materials) and to administrative duties related to cases (materials), as described in Section 2.1, "Annual Normal Working Hours per Judge," and Annex 1.

4.1.2. Obtaining a regression factor

In developing the Statistical Model, linear regression is used to identify a linear relationship (in the case of a single independent variable, a straight line) that best fits the data according to the least squares criterion. The independent variables are defined as the total number of cases completed by each judge during the year in each of the grouped case categories. The dependent variable is defined as the number of hours worked by a judge during the year.

For the purposes of the Statistical Model, either a single-factor or a multi-factor linear regression method is applied. Through the regression analysis, case-category weight coefficients are obtained that best characterise the linear relationship between the variables, namely between the total number of cases completed by each judge during the year in each grouped case category and the number of hours worked by the judge during the year. **In essence, the case-category weight coefficients represent the number of hours required to adjudicate cases within each case category, that is, the workload of a specific case category.**

Multiplying the case-category weight factors for each case-type category grouped by the number of cases actually completed in that category in a given year gives the total number of hours per year spent by each judge on cases.

To assess the impact of case-category weight coefficients on the estimated number of hours worked by judges per year, each judge's total number of hours devoted to adjudication per year is compared with the expected time required for case adjudication. In 2024, this amounted to 1,633 hours (see Table 1). If, for the majority of judges, the estimated annual number of hours worked based on case-category weight coefficients exceeds 1,633 hours by at least 30%, it is recommended to verify the correctness of the calculations.

The case-category weight coefficients are hereinafter referred to as "Workload in hours (regression analysis, normal working hours)". The following formula is applied:

Workload in hours (regression analysis, normal working hours)

$$H * \alpha = \sum_{n=1}^k [\text{number of cases per year in the grouped case - type category}] * [\text{case - type category weight}]$$

- H: total number of hours worked by a judge per year as recorded in the working time records;
- α : coefficient representing the proportion of working time devoted to adjudication;
- k: number of case categories;

An alternative regression analysis approach is to apply a multiplication of the hours worked as recorded in the Court Administration’s working time records by a coefficient of 1.15 (see Section 2.2, “Judges’ survey on self-assessment working hours”), in order for the case-category weight coefficients to more accurately reflect the actual hours invested in case adjudication. The case-category weight coefficients obtained in this way are hereinafter referred to as “Workload in hours (regression analysis, self-assessment working hours)”. In the alternative approach, the following formula is applied:

Workload in hours (regression analysis, self-assessment working hours)

$$H * c * \alpha = \sum_{n=1}^k [\text{number of cases per year in the grouped case – type category}] * [\text{case – type category weight}]$$

- H: total number of hours worked by a judge per year as recorded in the working time records;
- α : coefficient representing the proportion of working hours devoted to adjudication;
- k: number of case categories;
- c: adjustment coefficient corresponding to self-assessment working hours.

In the Statistical Model, the regression equation is specified with a zero intercept (intercept = 0).

This implies that, within the model, it is assumed that if a judge has no cases examined during the relevant period, the number of working hours devoted to case adjudication is also zero. This assumption ensures that the linear function originates at the coordinate origin and reflects the logical relationship between the number of cases and the amount of working time a judge devotes to case adjudication.

4.1.3. Interpretation of the results of the regression analysis

The quality of the regression model is summarized by four main indicators:

- **The correlation coefficient R** characterises the strength of the relationship between the selected explanatory variables and the dependent variable.
- **The coefficient of determination R²** indicates the extent to which the model explains the variation in the dependent variable. A **higher value of R²** implies a better fit of the model to the data and a greater proportion of the variation in the dependent variable explained by the included factors.
- When the model includes multiple explanatory variables, the **adjusted R² is additionally used for model comparison**, as it accounts for model complexity and the number of included variables. This indicator helps to assess whether the inclusion of additional variables results in a genuine improvement in the model or merely inflates the goodness-of-fit measures.
- The regression **standard error** reflects the precision of the regression analysis, indicating the extent to which the predicted values of the dependent variable deviate

from the observed values. A smaller standard error indicates higher predictive accuracy.

The regression analysis uses data on the working hours of judges in 2024, as well as on the number of completed cases in case categories according to the grouped categories of the case-weighting model. Thus, the regression analysis made it possible to determine workload actually required for each case-type category using mathematically based methods.

For the Statistical Model, it is recommended to recalculate case-category weights on an annual basis by performing a repeated regression assessment.

A comparison of the case-category workload weights for 2024 with judicial data for 2025 indicates that, in several case categories, workload has changed substantially as the number of cases increased. The results show that case weights are not static and may change from year to year, depending on the conditions under which cases are adjudicated, such as changes in case volumes and the regulatory framework.

4.2. Empirical method of analysis

In the Statistical Model, the empirical case-weight analysis method may be applied in several situations:

- 1) when regression results cannot be used due to statistical imprecision. This applies in situations where the estimated coefficients are disproportionately large or small, are not statistically significant, or where coefficients take negative values. A negative number of working hours is not interpretable, as the time required to adjudicate a case cannot be less than zero;
- 2) when grouping TIS case categories in order to identify the optimal number of case categories required in the Statistical Model.

In the Statistical Model, empirical analysis is performed using the number of completed cases recorded in the TIS system and judges' actual working hours, in order to determine the actual amount of work expended across different case categories. Based on empirical observations and the formulated hypothesis, adjusted empirical analysis weights are defined.

If the calculated median of judges' total annual working hours exceeds the normal working hours allocated for case adjudication, the case-category weights are reduced manually. The reduction is carried out so that the average number of hours worked per judge per year for case adjudication does not exceed 1,436 hours, which corresponds to normal working hours per year. This approach ensures that the workload indicators reflect actual work intensity, particularly in cases where statistical estimation does not provide a sufficiently strong relationship between the variables.

A statistical model was developed in the business intelligence tool Power BI, enabling workload testing across different case categories. Within the model, several experiments were carried out by applying alternative case weights and comparing the impact of the selected case weights on the predicted total number of working hours per judge per year. As a result, an optimal combination of case-category weights was identified, providing the most accurate alignment with the observed workload level.

4.3. Analysis and testing of results

In determining the workload coefficients for case categories, the weights obtained through regression analysis were compared with the weights used in the Case Weighting Model and with the weights obtained through the empirical analysis method. In those categories where,

due to insufficient data, the regression analysis could not provide reliable results, the coefficients were determined using empirical analysis. Based on expert judgement and an analysis of adjudication practice, those weights were considered justified that most accurately characterised the actual workload of cases. The results analysis and testing consisted of the following six stages:

1. In the results analysis, the following **regression statistics were analysed**: the correlation coefficient R , the coefficient of determination R^2 , adjusted R^2 , the standard error, the number of observations, and the root mean squared error (RMSE).
2. A **visual analysis of results** was carried out by producing charts showing the distribution of predicted and recorded hours.
3. A visual analysis of residuals was carried out by producing residual scatter plots, a **Q-Q plot**, and a residual histogram.
4. Four tests were performed to assess **the normality of residuals** (Shapiro–Wilk test, Kolmogorov–Smirnov test, Anderson–Darling test, and D’Agostino–Pearson test).
5. Using Tukey’s test, **extreme values were identified** and potential approaches for handling them were proposed.
6. **The obtained coefficients** in each case category were reviewed, and the most justified coefficients were selected based on expert assessment.

4.3.1. Results of regression analysis for case-type categories in district (city) courts

For District (city) courts, the regression analysis produced two sets of case weights, or workload measures: weights calculated using self-assessment working hours and weights calculated using normal working hours. The weights calculated using self-assessment working hours more accurately reflect the work actually performed by judges over the year and are therefore the recommended set of weights for subsequent calculations within the Statistical Model.

Testing of the results of the regression analysis indicate a good fit of the model to the analysed data.

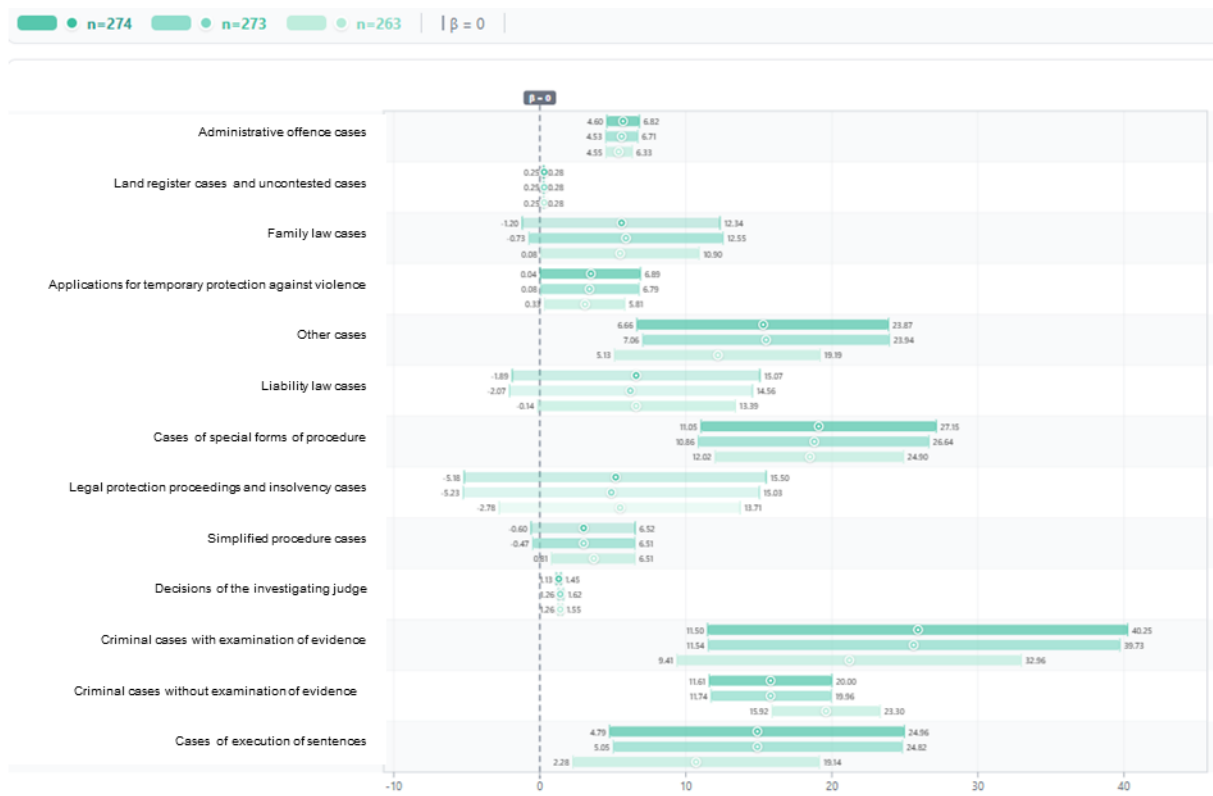
Regression analysis is conducted using data for the year under review in order to assess the relationship between the forecasted and recorded working hours for case adjudication in district (city) courts. If the model demonstrates sufficiently high values of the correlation coefficient R , the coefficient of determination R^2 , and the adjusted R^2 , this confirms that the model effectively explains the relationship between the independent variables (such as the number of cases by category) and the dependent variable (judges’ working hours), and does so consistently across different years, accurately predicting the distribution of judges’ working hours based on the volume and structure of completed cases.

Review and evaluation of the obtained coefficients

Given that each coefficient has its own confidence interval, the obtained coefficients must be reviewed and evaluated. Confidence intervals of coefficients are a valuable tool for determining whether a given coefficient is sufficiently robust to be used in workload calculations. When assessing the results, both the width of the interval and its implications for the precision of the coefficient should be taken into account. A graphical comparison of case-type category coefficients obtained from different regression models makes it possible to assess their stability and to identify differences across data sample variants. The visualisation (see example in the figure) illustrates how coefficient values vary across different

case-type categories, thereby providing a basis for determining which coefficients are methodologically more reliable for further use in the model.

Figure 2. Confidence intervals of regression analysis coefficients for district (city) courts, 2024.



It is recommended to choose coefficients where in most cases $p < 0.05$. As well as at the end of the assessment, it is necessary to make an expert assessment, which coefficients to use.

4.3.2. Results of regression analysis for case-type categories of the Economic Court Determination of the results of the regression analysis for categories of cases of the Court of First Instance of Economic Affairs

For the Economic Court, the regression analysis shows that case workload is best characterised by a single aggregated case weight within one case-type category, as judges in practice adjudicate both civil and criminal cases and the workload intensity of these cases is similar. The weights calculated on the basis of judges' self-assessment working hours more accurately reflect the actual workload incurred. Therefore, for future calculations within the Statistical Model for the Economic Court, unified case weights determined using self-assessment working hours should be applied.

4.3.3. Results of regression analysis for case-type categories of the District Administrative Court

For the Administrative District Court, a single aggregated weight is applied to all administrative cases, and the weights obtained using judges' self-assessment working hours are considered a more accurate and recommended measure for subsequent calculations.

The results of testing the regression analysis confirm a good fit of the model to the data. In addition, an adjusted model was developed in which two extreme values were excluded, thereby improving the stability of the coefficients and the overall accuracy of the model.

4.3.4. Results of empirical analysis for case-type categories of regional courts of general jurisdiction

The empirical method was applied for assessing the workload of cases in regional courts. The workload weights used for regional courts include the work of both the reporting judge and two non-reporting judges. Given that workload weights determined on the basis of self-assessment working hours most accurately reflect the actual workload observed in courts, these weights are recommended for use in subsequent calculations within the Statistical Model and are also applied in the further analysis.

4.3.5. Results of regression analysis for case-type categories of Regional Administrative Court

In the Regional Administrative Court, the assessment of case-type category workload includes the work of both presiding and non-presiding judges. Statistical analysis does not reveal significant differences between the workloads of presiding and non-presiding judges. In the calculations of the Statistical Model, case-type category weights based on self-assessment working hours are used, as these were recognised during the statistical model validation discussions as most accurately reflecting the actual work intensity observed in courts.

5. Workload of judges by specialisation

The specialisation of judges in dealing with certain categories of cases is a practical approach to the organisation of work, which allows courts to divide pending cases by branch of law and to plan the capacity of judges and courts. The statistical model can be used to determine the distribution of the workload of judges when dealing with cases of different basic types of cases, based on the volume of cases that the judge actually hears.

The workload coefficients of the categories of cases determined in the regression analysis serve as a single, comparable indicator that allows an objective assessment of the workload of the judge, and is also applicable in the assessment of the distribution of workload by case-type categories and basic case-types. Multiplying the workload ratio for each category of cases by the number of cases completed by the judge in the category during the year obtains the amount of hours actually devoted by the judge to dealing with cases together.

Workload of a judge

$$H = \sum_{i=1}^k N_i * W_i$$

- **H**: the total number of hours worked by the judge;
- **k**: number of case-type categories;
- **N_i**: number of cases completed by the judge during the year in case-type category *i*;
- **W_i**: workload coefficient (hours per case) for case-type category *i*.

The workload of judges by specialization in the Statistical Model is assessed on the assumption that the specialization of the judge is determined according to the basic case-type to which the judge devotes the largest amount of working hours during the year to the examination of the cases belonging to it. This approach reflects the actual situation in the courts, where judges often also deal with cases that do not correspond to the specialization defined in the TIS. The calculation of the workload according to the dominant structure of the basic case-type and the cases actually handled provides a uniform and comparable basis for the analysis of specializations.

In the statistical model, the specialization of a judge is determined by summing up the calculated amount of working hours by the basic case-types or decisions (investigating judge). At the level of case categories, the hours calculated are summed up by the corresponding basic case-types. The basic case-type in which a judge has accumulated the largest amount of working hours during the year is determined as the specialization of a judge.

In district (city) courts, cases are divided into 13 grouped case-type categories and each category is calculated with its own workload. By specialization, judges can be divided into five groups based on the basic case-types and decisions:

District (city) court judge with specialization in:

Administrative offence cases

Civil cases

Criminal cases and sentence enforcement cases

Land register and non-contentious cases

Investigating judge

Similarly, the workload of judges **in district (city) courts** is divided according to the specializations of civil and criminal cases. In district courts, the specialisation of judges is more strictly defined, as each judge has only one specialisation – in civil or criminal matters.

District Court Judge with specialization in:

Civil cases

Criminal cases

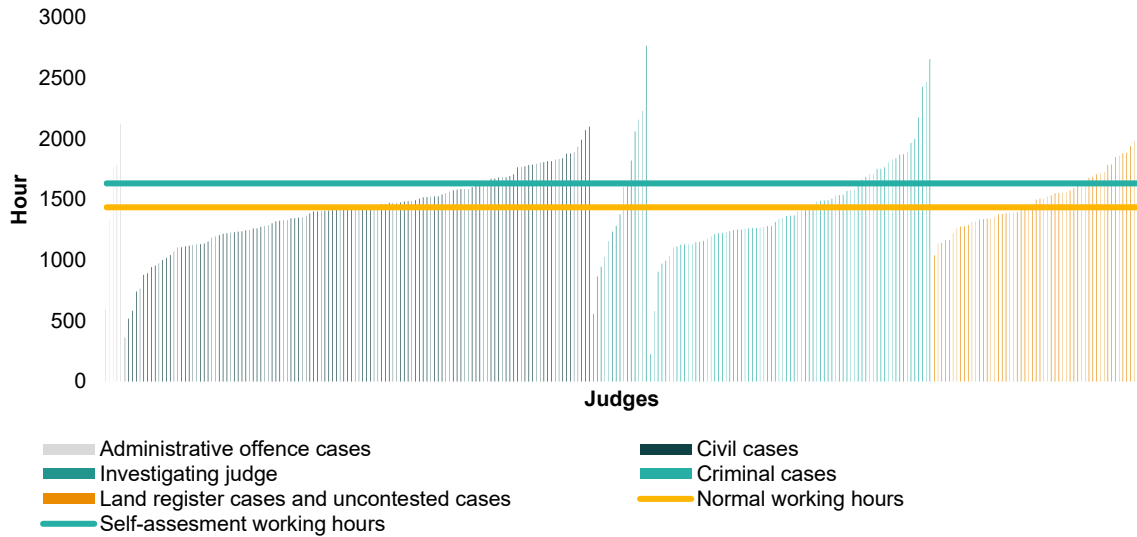
5.1. Graphical and visual analysis

Visual and statistical analysis is used to interpret the results of predicted working hours and compare the distribution of the workload of judges in different basic case-types. Graphical visualisations, such as scatter plots, line charts, or bar charts, allow the intensity of judges' working hours to be compared across basic case-types within a single view and enable the identification of areas in which systematically higher workload emerges.

These visualisations are complemented by reference curves for **normal working hours (1,436 hours per year)** and self-assessment working hours (1,633 hours per year) (see Section 2.2, "Survey of judges on self-assessment working hours"). These reference lines serve as a benchmark and make it possible to visually assess the extent to which an individual judge's workload exceeds or falls below the methodologically accepted normal workload level.

Workload of judges by specialization of judges in district (city) courts for cases examined in 2024

Figure 3. Time (hours) spent by district (city) court judges of different specializations for cases completed in 2024 according to the weights of regression analysis cases in courts of general jurisdiction.



Source: TIS 2024 data, PwC calculations.

Workload of judges by specialization of judges in Regional courts of general jurisdiction for cases examined in 2024

Figure 4. Time (hours) spent by regional court judges of different specializations for cases completed in 2024.

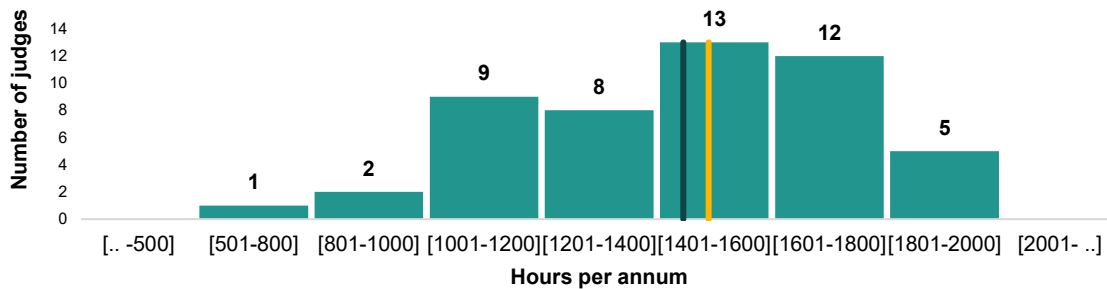


Data source: TIS 2024 data, PwC calculations.

Within the framework of one specialization, the distribution of the workload of judges can be represented in a histogram, which shows the number of judges at different intervals of working hours and allows a visual assessment of the typical level of workload and its dispersion, supplementing the graph with markings of median (black vertical line) and average workload (yellow vertical line).

Workload of regional court judges specialising in civil cases, cases examined in 2024

Figure 5. The workload of judges in the handling of cases in 2024 (regional courts, specialization in civil cases).



Data source: TIS 2024 data, PwC calculations.

5.2. Compilation of statistical indicators

The compilation of statistical indicators in the form of a table is applicable to analytically characterize the distribution of estimated working hours between the specializations of judges and to provide a comparable insight into the differences in the level of workload. The median and standard deviation characterizes the central trend and dispersion of the distribution of working hours in each basic case-type, while the average excess above normal and self-assessment working hours indicates to what extent a particular specialization exceeds the average working hours available for examination of cases.

The median is the midpoint value of the dataset, which characterizes the central level of workload in the specialization and provides a stable estimate of the typical number of working hours, since it is not significantly affected by the extreme values **The average exceedance above normal or self-assessment working hours** indicates by how many hours judges work, on average, more than the methodologically defined benchmark, thereby allowing an assessment of how pronounced the workload exceedance is for a given basic case type. The **standard deviation**, in turn, characterises the dispersion of working hours within a specialisation and provides information on how homogeneous or heterogeneous judges' workloads are within the same specialisation.

Workload of judges by specialization of judges in district (city) courts for cases examined in 2024

Table 5. Comparison of statistics on the workload of district (city) court judges by specialization.

Specialisation of judges	Median workload (hours)	Standard deviation of the workload (hours)	Average excess over self-assessment working hours	Average excess above normal working hours
Administrative offence cases	1766	526	258	455
Civil cases	1430	308	169	600
Investigating judge	1379	582	576	600
Criminal cases	1367	384	307	347
Land register and uncontested cases	1500	231	177	240

Data source: PwC calculations.

Workload of judges by specialization of judges in Regional courts of general jurisdiction for cases examined in 2024

Table 6. Comparison of statistics on the workload of regional court judges by specialization.

Specialisation of judges	Median workload (hours)	Standard deviation of the workload (hours)	Average excess over self-assessment working hours	Average excess above normal working hours
Civil cases	1514	283	149	240
Criminal cases	1458	468	368	422

Data source: PwC calculations.

6. Workload of courts

In the Statistical Model, the analysis of court workload is based on the calculation of total workload in hours for all cases completed during the year, broken down by case-type categories. This approach makes it possible to carry out a comparative assessment of court workload while taking into account the specific characteristics of different case-type categories.

The distribution of case workload across courts is calculated on the basis of case-type category workload coefficients determined through regression analysis and the number of cases completed by the court, by calculating the workload in hours for each grouped category and aggregating these workloads according to the number of cases completed by the court.

For the purpose of comparing workload across courts, the total number of working hours required for case adjudication at court level is used. This indicator is calculated as the sum of the workload of all cases completed by the court and effectively characterises the total annual time spent by the court's judges on case adjudication:

Workload of the judicial authority

$$\text{Workload of the court} = \sum_{i=1}^k Ni * Wi$$

- **k**: number of case-type categories;
- **Ni**: number of cases completed during the year in case-type category *i*;
- **Wi**: workload coefficient (hours per case) for case-type category *i*.

6.1. Calculation of the comparison of the workload of courts

Several interrelated indicators are used in court workload analysis to reflect a court's capacity and its volume of work over the year. These indicators are calculated using data applied within the Statistical Model, disaggregated by courts:

- **The weight of the cases completed during the year** characterizes the total workload of the cases adjudicated in the court. It is calculated by applying the case weights obtained in the Statistical Model to each case-type category and multiplying the result by the number of cases in the court.
- Judge workload is the workload of cases completed by a judge during the year, i.e. the total weight of cases expressed in hours. It is calculated by applying the case weights obtained in the Statistical Model to each case-type category completed by the judge and multiplying the result by the number of cases completed by the judge.
- Court judges' workload is the average workload per judge in a court, expressed in working hours. This indicator is calculated by dividing the court's total case workload by the number of judges actually employed in the court.

Comparison of workload statistics of district (city) courts for cases completed in 2024

Table 7. Comparison of the workload of courts of first instance¹⁵.

Court	Actual number of judges ¹⁶	Number of completed cases ¹⁷	Total workload of finished cases	Completed cases to the judge	The workload of cases per judge in hours
District Administrative Court	35	1 618	50 158	46.2	1 433
Economic Court	9	369	14 391	41	1 599
Kurzeme District Court	37	52 265	50 901	1 412.6	1 375.7
Latgale District Court	34	45 820	49 030	1 347.6	1 442.1
Riga City Court	92	109 919	140 876	1 194.8	1 531.3
Riga District Court	36	57 688	47 599	1 602.4	1 370.1
Vidzeme District Court	29	46 102	39 386	1 590	1 394.6
Zemgale District Court	51	64 557	69 695	1 266	1 401.5

Comparison of workload statistics of regional courts of general jurisdiction for cases completed in 2024

Table 8. Comparison of regional court workloads¹⁸.

Court	Actual number of judges	Number of completed cases	Weight of finished cases	Completed cases to the judge	The weight of cases per judge in hours
Regional Administrative Court	13	625	19 415	48.1	1 493
Kurzeme Regional Court	10	398	12 622	39.8	1 262.2
Latgale Regional Court	11	435	13 299	39.5	1 329.9
Riga Regional Court	48	2 910	80 054	60.6	1 667.8
Vidzeme Regional Court	9	296	9 286	32.9	1 031.8
Zemgale Regional Court	11	503	14 995	45.7	1 363.2

Data source: TIS 2024 data, PwC calculations.

¹⁵ Only judges who have served for at least 10 months in 2024 are included.

¹⁶ Including land registry judges and investigating judges in courts of general jurisdiction.

¹⁷ Including land register and non-contentious cases and decisions of investigating judges in courts of general jurisdiction.

¹⁸ The assessment includes only district court judges who have served for at least 10 months in 2024.

6.2. Calculation of the share of basic case categories for court workload analysis

The breakdown of the caseload in the judiciary by basic case-type is calculated on the basis of the workload of the categories of cases identified in the regression analysis and the number of cases completed in court, calculating the workload of each grouped category in hours and summarizing these workloads according to the basic case-types.

The workload of all case-type categories belonging to a given basic case-type is summed up to form the total amount of working hours of the corresponding basic type. This amount is divided by the total workload of the court in hours, obtaining a percentage that characterizes the distribution of the court's workload into different categories of cases.

Total workload of the court

$$P_j = \frac{\sum_{i=1}^k N_i * W_i}{T}$$

- **P_j**: the proportion of the basic case-type in the total workload of the court;
- **K**: the number of grouped case-type categories that fall within the basic case-type *j*;
- **N_i**: number of cases completed during the year in case-type category *i*, which belong to the basic case-type *j*;
- **W_i**: Workload coefficient (hours per case) for the case-type category *i*, which belongs to the basic type *j*;
- **T**: the court's total workload in hours, which consists of the aggregate workload of all case-type categories;

The comparison of basic case-types by workload allows for an objective comparison of court workload, as it is based on actual time invested rather than on the number of cases completed, which is not directly comparable across courts with different case structures and specialisations.

As a result of the aggregation, it is possible to identify courts with a pronounced specialisation, such as a dominant share of civil or criminal cases, as well as courts where the distribution of basic case-types is more balanced. This analysis reveals significant differences, particularly at the appellate court level, reflecting both the allocation of competencies and the concentration of certain case categories in specific courts. This analysis can be used to improve case allocation or the distribution of resources.

Share of first-instance court workload by case workload for cases examined in 2024 across different case-type categories

Table 9. Proportion of the workload of courts of first instance in different categories of cases by basic case-type.

Court	Administrative cases	Cases under the jurisdiction of ELT	Administrative offence cases	Civil cases	Decisions of the investigating judge	Criminal cases	Cases of execution of sentences	Land-book and uncontested cases
Administrative District Court	100%	0%	0%	0%	0%	0%	0%	0%
Economic Court	0%	100%	0%	0%	0%	0%	0%	0%
Kurzeme District Court	0%	0%	3%	44%	6%	22%	1%	23%
Latgale District Court	0%	0%	3%	42%	4%	29%	1%	21%
Riga City Court	0%	0%	5%	48%	8%	22%	1%	16%
Riga District Court	0%	0%	6%	46%	5%	15%	1%	27%
Vidzeme District Court	0%	0%	2%	47%	5%	18%	1%	26%
Zemgale District Court	0%	0%	3%	48%	6%	23%	1%	19%

Data source: PwC calculations.

Share of regional court workload by case workload for cases examined in 2024 across different case-type categories

Table 10. The proportion of regional court workloads in different categories of cases.

Court	Administrative cases	Administrative offence cases	Civil cases	Criminal cases	Cases of execution of sentences
Administrative Regional Court	100%	0%	0%	0%	0%
Kurzeme Regional Court	0%	9%	36%	54%	1%
Latgale Regional Court	0%	8%	43%	47%	3%
Riga Regional Court	0%	11%	65%	22%	2%
Vidzeme Regional Court	0%	12%	34%	51%	2%
Zemgale Regional Court	0%	7%	51%	41%	1%

Data source: PwC calculations.

7. Determining the optimal number of judges

Determining the optimal number of judges is one of the key elements in ensuring the functionality and sustainability of the judicial system. The required number of judges in the country, as well as in each court, depends on the expected workload, namely the number of incoming cases and their complexity, i.e. workload intensity.

The optimal number of judges can be estimated both for the past period and for subsequent years.

The proposed calculation of the optimal number of judges is based on the following principle: the total working time required for case adjudication, obtained by multiplying the number of cases completed during the year or planned to be examined in the following year in each case category by the workload intensity in hours assigned to that category and summing the results, is divided by the number of working hours available to a judge for case adjudication during the year.

The number of judges shall be determined using the formula:

Workload of the judicial system

$$\text{Number of judges} = \frac{\sum_{i=1}^n (N_i \times w_i)}{T}$$

- N: total number of case-type categories;
- Ni: number of cases completed in a given category;
- wi: Workload or weight of the case-type category;
- T: the number of working hours per judge per year for examining cases.

The calculation assumes that the judge will work normal working hours, i.e. without overtime. This means that the established optimal number of judges is based on the assumption that the judicial system is able to ensure that cases are heard without systematic overload. This approach allows for the planning of judges' capacity in a sustainable way, ensuring that the work is carried out efficiently and in accordance with professional standards.'

For the purposes of the Statistical Model, assumption holds that the normal working time of a judge per year is 1730 hours, of which 1436 hours are devoted to the examination of cases.

This method of calculation is applicable at different levels of analysis, since it allows to determine the optimal number of judges both at the national level, in individual courts, and in specific specializations, attributing the volume of completed cases to the selected unit of analysis.

Calculations of the optimal number of judges are based on statistics on the number of cases received in courts and calculations of the average time required to hear each category of cases according to the recommended case weights. This methodology is applicable not only for retrospective analysis, but also for forecasting the required number of judges – for example, by predicting the number of cases received by basic case-types and categories of cases in the next year or period, it is possible to calculate the expected optimal number of judges for the next programming period.

7.1. The optimal total number of judges for hearing cases received in courts

Based on the total number of cases received during the calculation period, according to the methodology described above, the Statistical Model allows to calculate the optimal number of judges in district (city) courts and district courts combined. By comparing the required number of judges and the actual number of judicial positions in the court, the Statistical Model allows to predict mathematically reasonable changes in the number of judges required in judicial instances. The results for 2024 are presented in Table 17:

Table 11. The number of posts of a judge and the optimal number of judges in district (city) courts and regional courts.

Instance	Number of cases received in 2024 ¹⁹	Number of judge's posts as of 31.12.2024. ²⁰	Optimal number of judges ²¹
District (city) courts	381 185	405	341 (-16%)
Regional courts	6 088	141	131 (-7%)

Data source: TIS 2024 data, PwC calculations.

7.2. The optimal number of judges in courts

Using data on the total number and workload of cases received and completed during a given period, according to the same methodological approach, the Statistical Model provides an opportunity to calculate the optimal number of judges in each judicial institution. The calculation obtains the number of judges required by the appointed court to ensure that cases are heard in accordance with the normal working hours of the judge. By comparing the obtained data with the actual number of judges, a recommended changes in the number of judges based on calculations is obtained.

Table 12. The optimal number of judges in the courts²²

Instance	Court	Number of judge's posts as of 31.12.2024. ²³	Actual number of judges as of 31.12.2024 ²⁴	Actual number of judges as of 01.10.2025	Optimal number of judges ²⁵
District (city) courts	Administrative District Court	42	37	36	34 (-19%)
	Economic Court	10	10	9	13 (+30%)
	Kurzeme District Court	44	38	37	36 (-18%)
	Latgale District Court	44	35	31	37 (-16%)
	Riga City Court	122	106	106	103 (-16%)
	Riga District Court	43	40	38	37 (-14%)
	Vidzeme District Court	39	30	29	31 (-21%)

¹⁹ Data provided by the Court Administration

²⁰ Data provided by the Court Administration

²¹ The brackets indicate a decrease compared to the number of judge's posts as of 31.12.2024.

²² PwC calculation.

²³ Data provided by the Court Administration.

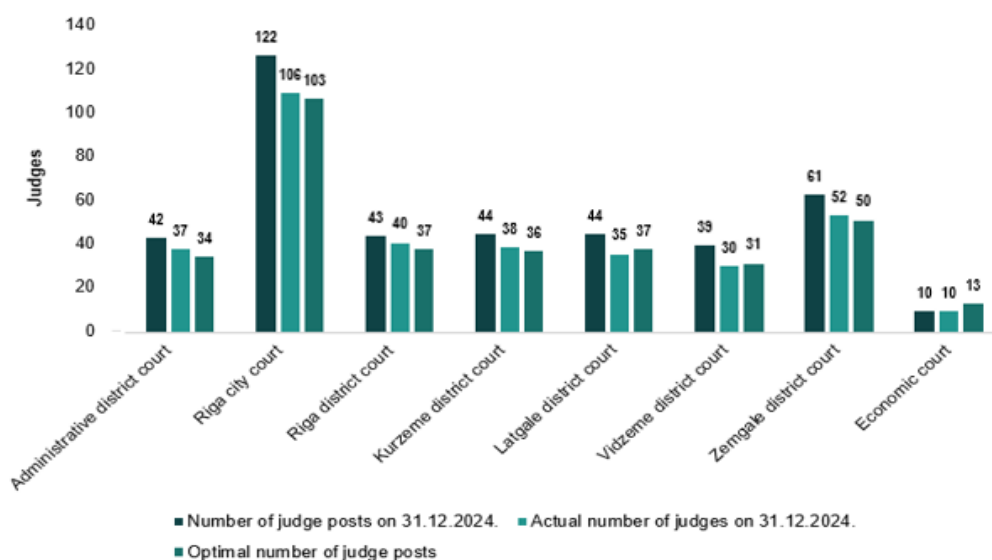
²⁴ Data provided by the Court Administration.

²⁵ The percentage comparison is calculated against the number of judicial posts.

Instance	Court	Number of judge's posts as of 31.12.2024. ²³	Actual number of judges as of 31.12.2024 ²⁴	Actual number of judges as of 01.10.2025	Optimal number of judges ²⁵
	Zemgale District Court	61	52	53	50 (-18%)
Regional courts	Regional Administrative Court	22	20	21	18 (-18%)
	Kurzeme Regional Court	13	12	13	11 (-15%)
	Latgale Regional Court	13	13	12	11 (-15%)
	Riga Regional Court	65	57	57	68 (+5%)
	Vidzeme Regional Court	13	12	10	9 (-31%)
	Zemgale Regional Court	15	15	14	14 (-7%)

It is possible to visually compare the actual and optimal number of judges in judicial institutions by displaying the number of posts in each court and the number of judges actually employed with the estimated number of judges required, which makes it possible to clearly identify judicial institutions with excess or insufficient capacity.

Figure 6. The number of positions of judges, the actual number of judges in 2024 and, the optimal number of positions of a judge in district (city) courts.



7.3. Optimal number of judges by specialization

In order to determine the required number of judges specializing in specific basic case-types, the Statistical Model provides for the specialization of the calculation of the optimal number of judges by judicial instance, as well as by courts. This approach makes it possible to assess what number of judges is objectively necessary to ensure that cases are heard in certain basic case-types. As a result, it is possible to identify areas where the existing capacity of judges is

insufficient or where there is an insufficient workload, as well as courts where strengthening specialisation or reallocation of resources is needed to ensure balanced and efficient work.

When determining the optimal number of judges by specializations, the calculation is made on the assumption that judges consider only cases corresponding to their specialization. Consequently, the optimal number of civil judges is determined using only the total workload of civil cases, while the number of criminal judges is determined by the workload of the relevant criminal proceedings, penal enforcement cases and administrative violation cases. It should be taken into account that an accurate comparison with the actual number of judges in specializations is limited, since in practice judges often deal with several case-types, and the factual specialization does not always correspond to the assumption used in the calculations.

When calculating the optimal number of judges by specialization, it is assumed that judges deal with only one basic case-type.

Therefore, the number of judges is determined by the workload of civil cases, while the number of judges in criminal cases is determined by the workload of criminal proceedings, execution of sentences and administrative offence cases.

Table 13. The optimal number of judges by specialization ²⁶

Court		Administative cases	Civil cases	Criminal-cases	Investigating judge	Land-book and uncontest ed cases	Total
District (city) courts	Administrative District Court	34	0	0	0	0	34
	Economic Court	0	4	9	0	0	13
	Kurzeme District Court	0	15	10	3	8	36
	Latgale District Court	0	13	14	2	8	37
	Riga City Court	0	44	33	10	16	103
	Riga District Court	0	16	9	2	10	3737
	Vidzeme District Court	0	13	8	2	8	3131
	Zemgale District Court	0	20	17	3	10	5050
	Total	34	125	100	2222	60	12141
Regional courts	Regional Administrative Court	18	0	0	0	0	18
	Kurzeme Regional Court	0	4	7	0	0	11
	Latgale Regional Court	0	5	6	0	0	11
	Riga Regional Court	0	38	30	0	0	68
	Vidzeme Regional Court	0	4	5	0	0	9

²⁶ PwC calculation.

Court		Administrative cases	Civil cases	Criminal-cases	Investigating judge	Land-book and uncontested cases	Total
	Zemgale Regional Court	0	6	8	0	0	14
	Total	18	57	56	0	0	131

8. Guidelines on the collection and regularity of future judicial data

8.1. Use of statistical calculations to assess the workload of courts and judges

The application of a statistical model, including regression analysis, in the development of case weights has a number of significant advantages. It not only provides mathematically based and data-driven results, but also provides a flexible approach, allowing the weights of case categories to be updated relatively easily. For example, by receiving data on the number of cases dealt with in a given year and the working hours worked by judges, the weights can be updated each year using updated data in the regression analysis.

If regression analysis is used in determining the workload of case categories in the future, it is recommended that the scales be reviewed and updated regularly, for example once a year or two, using the most up-to-date judicial performance data, so that the model dynamically reflects changes in judicial practice and ensures consistency and accuracy over time.

In order to ensure realistic and effective setting of standards for the duration of proceedings and planning of the total duration of proceedings, it is necessary to base the variables of the statistical model also on the results of periodic time surveys. This would make it possible to obtain data verifying assumptions about the actual consumption of working time for the examination of different categories of cases.

Such potential also exists for the Case Weighing Model used in Latvia, which is currently largely based on subjective assessments. Essential decisions such as budgeting, determining the optimal number of judges and forecasting long-term capacity would require a more statistically based approach to determining the weight of cases.

8.2. Results of regression analysis in determining the workload of case-type categories

The regression analysis uses data on the working hours of judges in 2024, as well as on the number of completed cases in case categories according to the grouped categories of the case-weighing model. Thus, regression analysis allows to determine the workload actually required for each case-type category of cases using mathematical methods.

For district (city) courts and administrative courts, regression analysis showed a strong correlation of data with high statistical significance. The regression analysis identified categories of cases whose workload was rated too high or too low. It should be noted that the regression analysis provided a first glimpse into the workload of administrative cases, given that they are not included in the case weighing model developed by the current Judicial Efficiency Task Force of the Court Administration. In view of the fact that the weights of administrative cases have been established for the first time, it is necessary to re-examine the

established weights in subsequent periods in order to obtain solid final conclusions on the weights of the categories of cases.

In determining the workload of the 2024 regional court case categories, the regression analysis did not provide conclusive results. Instead, it is suggested to use the workload coefficients of empirically determined case-type categories. On the other hand, testing with 2025 regional court data yielded pretty convincing results that regression analysis is also applicable in regional courts. Consequently, it is recommended to continue to examine the suitability of regression analysis observations for assessing the workload of regional court case-type categories in subsequent years.

8.3. Forecasting the number of cases in the courts

For future planning of the number of judges, it is essential to forecast the expected volume of cases in upcoming periods. Court workload depends on how many cases a given court will receive and on their complexity.

Classical statistical methods, such as *time-series* forecasting of case numbers, are not suitable in this context. Case inflow to courts is neither sufficiently stable nor cyclical and is significantly influenced by external factors, such as changes in legislation, economic challenges, or other events. The variable nature of these factors cannot be reliably modelled using historical data alone; therefore, traditional statistical forecasts are not sufficiently accurate in this context.

To ensure a sustainable approach, close cooperation would be required between the Ministry of Justice, the Prosecutor General's Office, the State Revenue Service, the Council of Sworn Advocates, bailiffs and other institutions in order to plan forecasts of the number of cases received by courts.

In practice, this would mean that when preparing forecasts, the judicial system would receive information, for example, from the prosecutor's office about the planned increase or decrease in the number of criminal proceedings, from the Ministry of Justice - about upcoming changes in the regulatory framework, which could affect the volume of specific categories of cases. Such a proactive exchange of information would make it possible to model expected changes in the structure of cases in a timely manner and to plan the required judicial capacity accordingly.

Such an approach is used, for example, in Finland and other comparable countries, where the judicial system regularly receives information about the estimated number of cases, changes in regulatory enactments.

9. Annex

Annex 1. Calculation of judges' annual working hours devoted to case adjudication

Based on the results of ²⁷a survey conducted by PwC on the workload of judges and court staff.

No.		2023	2024	2025	Typical	
p.k.	Position	h	h	h	h	%
1	Total hours per year	8760	8784	8760	8760	
2	Total number of working hours per year²⁸	1996	2003	1987	2002	100
3	Annual paid leave ²⁹	200	200	200	200	10
3.1	Annual paid leave for a judge after five years of service as a judge (additional 3 days)	224	224	224	224	11
3.2	Annual paid leave for a judge after ten years of service as a judge (additional 6 days)	248	248	248	248	12
3.3	Annual paid leave for a judge after 15 years of service as a judge (additional 9 days)³⁰	272	272	272	272	14
3.4	Annual paid leave for a judge after twenty years of service as a judge (additional 12 days)	296	296	296	296	15
3.5	Annual paid leave for a judge after twenty-five or more years of service as a judge (additional 15 days)	320	320	320	320	16
4	Annual normal working hours per year³¹	1724	1731	1730	1730	86
4.1	Examination of cases (materials)	1362	1367	1355	1367	79
4.2	Administrative responsibilities in the case	69	69	69	69	4
4.3	Other administrative responsibilities	155	156	154	155	9
4.4	Participation in trainings	121	121	120	121	7
4.5	Participation in judicial self-government	17	17	17	17	1

²⁷ PwC, "Report on the survey of judges and court staff". The survey took place from 3 to 18 April 2025 within the framework of the project "Improvement of the efficiency and budget of the Latvian judicial system".

²⁸ The total number of hours worked per year, without deducting any kind of absence (vacation, study or anything other). From the total number of hours per year, minus Saturdays and Sundays, public holidays and postponed public holidays, as well as shortened working hours before public holidays.

²⁹ Annual paid leave. In accordance with Section 41 of the Law on Remuneration of Officials and Employees of State and Local Government Authorities, the Judge shall be granted annual paid leave - five calendar weeks, excluding public holidays. A judge's annual paid leave shall be extended by three working days after every five years of service as a judge or prosecutor, but not more than 15 working days in total.

³⁰ Median (typical indicator) selected for the calculation of working time.

³¹ The proportion of time allotted for each duty is obtained within the framework of the survey, while the number of hours per year is calculated based on the working hours of the Judge in hours per year. Source: PwC, "Report on the survey of judges and court staff". The survey took place from 3 to 18 April 2025 within the framework of the project "Improvement of the efficiency and budget of the Latvian judicial system".


Annex 2. Example of a Working Time Survey Template

Example of a working time survey template:

Filling instruction:

- 1 First, fill in the administrative information at the top of the worksheet, indicating:
 - 1) **Name and surname;**
 - 2) **Position;**
 - 3) **Court.**

The survey cannot be anonymous, since it is necessary to ensure the identification of the respondent and corresponding court.
- 2 Select a function from the menu **in the column "Function"** by clicking on the corresponding cell and pressing the down triangle. Daily functions are classified into the following categories:
 - 1) **Examination of cases (materials)** (for example, preparation of a ruling, hearings and other activities related to the examination of the case);
 - 2) **Administrative duties in the case** (e.g. printing, scanning, copying, stitching through cases, recording information about the hearing in the TIS, sending letters/documents, communicating with the parties about the time of the hearing and other administrative activities other than hearing the case);
 - 3) **Other administrative duties** (e.g. various meetings, participation in the work of selection boards, procurement, planning of court work, analysis of statistics on court work and other duties that must be performed but do not relate to a specific case);
 - 4) **Participation in training or education;**
 - 5) **Absence** (e.g. annual paid leave, maternity leave, leave for the child's father, adoptive parent or other person, parental leave, supplementary leave, temporary incapacity for work);
 - 6) **Participation in the organization of self-government.**
- 3 **For the functions "Examination of cases (materials)" and "Administrative duties in the case"**, in addition, enter:
 - 1) **Case ID number** (case ID number is required to correctly sum up the hours spent on a given case and automatically generate the addition of additional actions. If it is not possible to provide the case ID number due to confidentiality, please use another pseudonymized number);
 - 2) **The basic nature of the case;**
 - 3) **Case-type category;**
 - 4) **The type of action performed.**

Other functions (Administrative duties not related to the examination of cases (materials), Participation in training or education, Absence, Participation in a self-governing organization) do not require the entry of additional information.
- 4 It is possible to add several actions to one case by choosing the option . In this case, enter the working hours of the relevant day in the line of the specific activity.
When judge adds an additional action to an already entered case, **the basic information of the case is generated automatically** – it is only necessary to select the appropriate action.

According to the selected function or action performed in the case, enter the working hours of the corresponding date in the corresponding line (for example, **specify 30 min as 0.5 hours**).

5 If continued to work on the same function or activity file, please continue to enter the working hours in the same line by selecting the appropriate date. **There is no need to duplicate the same functions or actions.**

6 **There is no limit to the number of lines for entering functions and actions** – if necessary, add additional records by selecting the "Add new row" option.