

“Approved”
by the Decision of the Council of the
Prosecutor General No. 4
of 18 January 2022

As amended by the Decision of the Council of
the Prosecutor General No. 10
of 13 May 2022

Operational Strategy of the Prosecution Office 2022–2027

Contents

Introduction	3
The PO's mission, vision and values	5
Priorities, goals, results of the PO's activities and their performance indicators	5
1. Quality assurance in the criminal proceedings.....	5
2. Channelling of the PO's resources into the priority activities	9
3. Quality supervision of criminal intelligence activities, the intelligence and counterintelligence processes of State security institutions, and the system for the protection of state secret.....	11
4. Protecting the rights and legitimate interests of individuals and the State beyond the scope of criminal law	13
5. Improving the PO management: introduction of modern management methods; ensuring the efficiency of internal processes; implementation of digital transformation	16
6. Explaining to the public the PO's role and the tasks of the prosecutor	23
7. Developing of the prosecutors' and employees' skills and promoting of their engagement with commitment to principles of ethics and integrity	25
ROAD MAP FOR THE OPERATIONAL STRATEGY OF THE PROSECUTION OFFICE (2022–2027)	30

Operational Strategy of the Prosecution Office 2022–2027

Introduction

The Prosecution Office's (hereinafter referred to as PO) Operational Strategy 2022–2027 (hereinafter – Strategy) has been designed as a tool for strengthening the capacity of the institution and for improving its governance. The Strategy defines the priorities, objectives and results to be achieved through the PO's annual work plans, and the overall progress in implementing the Strategy will be characterised in the Prosecutor General's annual reports and used for setting the relevant priorities for the following year.

The Strategy development started in early summer 2021, when the PO's previous five-year strategy 2017–2021 was about to expire.

The novelty of this Strategy comparing to the previous one is its compliance with the requirements defined in the instructions of 28 April 2015 of the Cabinet of Ministers No. 3 "Procedures for Developing and Updating the Strategy of an Institution and for Evaluating Its Implementation". The development of this Strategy was also based on the recommendations and explanations provided in the annotation (VSS-430, TA-1523/2020) for the new instructions draft "Procedures for Developing and Updating the Strategy of an Institution and for Evaluating Its Implementation" drawn up for approval by the Cabinet of Ministers. Although this regulatory enactment has not been approved yet, the innovations included therein are considered to be applicable for the development of the PO's Strategy.

The methodological novelty was that for the first time in the developing of the PO's strategy the road map method was used to determine the priorities, their corresponding objectives, outcomes to be achieved and their indicators. The use of this method was encouraged by the State Chancellery's recommendations on the implementation of good governance as starting with the strategy development.

The Strategy preparation phase included an assessment of the current situation, based both on the analysis of the PO's internal information and various in-depth unstructured interviews with the Chief Prosecutors of the Prosecution Offices of Judicial Regions, Prosecution Offices of districts (cities), specialized Prosecution Offices and the Departments and Divisions of the Prosecutor General's Office.

The assessment of the current situation was largely affected by the audit report "Is There a Need for Improvements in the Operation of the Prosecution Office of the Republic of Latvia?" developed for the subtask "Efficiency of the State Budget Funds in the Performance of the Functions of the Prosecution Office of the Republic of Latvia" by the State Audit Office performance audit "Effectiveness of the Investigation and Prosecution of Economic and Financial Crimes". The proposals and recommendations made by the State Audit Office were already partly implemented during the strategy development period, whereas the remaining ones have been considered and included both in the priorities and in the objectives of each direction, outcomes to be achieved and their indicators.

The objectives defined in the PO's Strategy will be achieved within the framework of the existing budget planning and financial management. Nevertheless, individual objectives may require additional funding.

During the Strategy development, both prosecutors and staff received updates on the progress of development, and everyone's input was welcome. Information on the strategy development was available in a specially created section of the PO's Intranet, where relevant documents were published including the applicable regulatory enactments, policy planning documents, an overview of the strategies of the Prosecution Offices in the United Kingdom and the European Union, and also some examples of strategies developed by Latvian public authorities.

The PO's mission, vision and values

Mission

The PO's mission is to ensure the legality and justice, and to protect the rights and legitimate interests of persons and the State.

Vision

The PO is an independent, professional, efficient, and modern judicial institution that serves the public.

Values

- Integrity
- Professionalism
- Independence
- Justice
- Equality
- Cooperation

Priorities, goals, results of the PO's activities and their performance indicators

1. Quality assurance in the criminal proceedings

The PO's functions are defined in Section 2 of the Office of the Prosecutor Law. In practice, the PO's activities are mainly concerned with supervision over investigations, criminal prosecution, and maintenance of State prosecution in court. Therefore, one of the basic criteria for assessing the PO's efficiency is the PO's work and its quality in conducting the criminal proceedings. Accordingly, one of the priorities as set in the PO's Strategy is to ensure quality in the criminal proceedings. To this end, several aspects should be considered directly affecting the work carried out within criminal proceedings.

1.1. Fair settlement of criminal-law-based legal relationship at the PO

The quality assurance within criminal proceedings is not and cannot be the PO's sole responsibility. Successful progress of criminal proceedings also means quality cooperation with all involved institutions and officials at any stage of criminal proceedings. Therefore, it is essential that the quality compliance is ensured in each of the involved institutions and in the performance of their officials. Moreover, it is also essential that the staff and financial resources available to the relevant institutions are used efficiently. In other words, it is necessary that the officials authorized to conduct criminal proceedings use the resources intended for the fair settlement of legal relationship in reasonable and economically justified manner. The involvement of all institutions authorized to conduct criminal proceedings – investigative, prosecutorial and judicial authorities – should not be regarded as an end in itself if the legal relationship in the respective case can be fairly settled, for example, at the PO or the investigating authority. This would also reduce the workload of courts and allow them more time, for example, to deal with complex cases involving verification of evidence, thus reducing the risk of delays.

The expected outcome of the above objective and its indicator are as follows:

Outcome	Indicator
a) completion of criminal proceedings at the PO, when possible	Annual increase of the proportion between the count of such cases and the total number of cases received for prosecution

Since both the PO's structure and the system of prosecutors authorized to conduct criminal proceedings were significantly changed in 2021, the first objective assessment of the outcome will be feasible in 2023 regarding 2022.

1.2. Improving the quality of supervision over investigations during pre-trial criminal proceedings

As already indicated above, one of the PO's main functions is the supervision over investigations. Therefore, to ensure the overall quality of criminal proceedings, the Strategy regards the supervision of investigations as its key element.

One of the most important indicators in the area of supervision over investigations is the involvement of the supervising prosecutor in the quality assurance of investigations of serious or especially serious crimes, while investigations in simplified criminal proceedings should be carried out in a standardized manner to concentrate the human resources on investigations in complex criminal proceedings. To achieve this goal, in 2021 the PO already adopted guidelines for the completion of certain criminal proceedings in a simplified manner. Therefore, from now on, the attention should be paid to the successful application of these guidelines in practice.

The more standardized (facilitated) the investigation in and completion of certain (simplified) criminal proceedings will be, the more time and resources will be available to investigate more complex crimes. Another strategic line is to prevent the spending of large resources on investigation in criminal proceedings showing no prospect of prosecution. Hence wasteful and uneconomic use of resources of the investigative authorities and those of the PO would be avoided.

1.3. Timely completion of criminal proceedings

Effective supervision over the investigation also ensures timely completion of criminal proceedings, which is one of the basic principles of criminal proceedings defined in the Criminal Procedure Law.

In practice, investigations carried out within criminal proceedings are regularly of a cross-border nature. Therefore, the effectiveness of international cooperation, especially its timeliness, are particularly important. For this objective, the critical elements are Eurojust and its investigative coordination instruments available for criminal justice cooperation with foreign law enforcement agencies.

The expected outcome of the above objective of increasing the quality of supervision over investigation and timely completion of criminal proceeding, and its indicator are as follows:

Outcome	Indicator
b) fair settlement of legal relationship in accordance with the guidelines for the application of simplified completion of criminal proceedings	Annual increase in the number of criminal proceedings completed in accordance with the guidelines

c) increase in the number of completed criminal proceedings regarding serious and especially serious crimes	Annual increase of the proportion between the count of such cases and the total number of completed criminal proceedings
d) effective exercise of the authority granted to prosecutors by the Criminal Procedure Law to timely suspend or terminate the supervised criminal proceedings that have no prospect of prosecution	Decrease of timeframe between the commencement of criminal proceedings and their suspension or termination
e) more frequent use of Eurojust's investigation coordination instruments in judicial cooperation with foreign law enforcement authorities	Annual percentage increase in the number of occasions where prosecutors (as the persons directing the proceedings and the supervising prosecutors) turn to Eurojust to coordinate investigations and set up joint investigation teams
f) improving the speed, quality and efficiency of international criminal-law based judicial cooperation by ensuring the coordination between prosecutors and the involvement of Eurojust in expediting and facilitating the execution of urgent and complex cooperation requests	Compendium of the identified common problems with recommendations

Since both the PO's structure and the system of prosecutors authorized to conduct criminal proceedings were significantly changed in 2021, the first objective assessment of the outcome will be feasible in 2023 regarding 2022.

1.4. Improving the quality of indictments

One of the most important decisions taken by prosecutors is the decision on holding of a person criminally liable (an indictment). Firstly, the quality of indictments is crucial in terms of achieving a fair settlement of the legal relationship in criminal proceedings. Secondly, the quality of indictments is a prerequisite to effective use of the right to defence. To ensure continuous improvement of the prosecutors' professional performance in drawing up indictments, a dedicated mechanism should be introduced and maintained so that it both equips prosecutors with practical methodology for drafting this instrument and provides for regular high-quality in-service training on this subject to continuously improve the overall quality of indictments.

The expected outcome of the above objective and its indicator are as follows:

Outcome	Indicator
g) introduction of a mechanism to improve the prosecutors' skill of indictment drafting	Number of sample indictments drawn up (updated) per year
	Number of prosecutors who completed the training per year

1.5. Effective use of the institution of prosecutor's protest

Section 551(5) of the Criminal Procedure Law obliges prosecutors to submit a protest against an unlawful or unjustified court ruling. The importance of this prosecutors' function requires its quality performance. A certain indicator of the quality of a prosecutor's judicial performance is the ratio of their protests being satisfied. However, the principle of judicial

efficiency requires that fair settlement of legal relationship is reached in court without recourse to a protest.

Certainly, it is essential that the quality of such a protest, if the prosecutor has exercised their criminal procedural authority to submit one, casts no doubt on the prosecutor's professional capacity of comprehending the specific legal characteristics of the case at hand, instils confidence in the legality and legal correctness of the arguments used, and consists with the requirements for the crime combatting determined at the PO and the State in general.

The expected outcome of the above objective and its indicator are as follows:

Outcome	Indicator
h) effective recourse to the prosecutor's protest	A mechanism put in place to coordinate the quality improvement of the prosecutor's protest instrument

1.6. Developing prosecutors' communication skills

Quality maintenance of the State charges in court will take not only appropriate knowledge of the specific field of law, but also the skill to apply this knowledge accordingly. For example, maintaining State charges when the trial involves evidence verification commonly involves verbal communication. Therefore, the skill to present or emphasize the relevant legal nuances in one's case can be crucial in convincing the court and other parties involved in the criminal proceedings of the correctness of the particular legal solution sought in the specific case. Hence the significance of improving (developing) of prosecutors' communication skills, especially regarding the judicial rhetoric and discourse.

The expected outcome of the above objective and its indicator are as follows:

Outcome	Indicator
i) improved prosecutors' communication skills, including those required to maintain the State charges	Number of prosecutors who completed the training per year

2. Channelling of the PO's resources into the priority activities

More than 30 000 criminal proceedings come under the supervision of the PO every year. Together with the ongoing supervised criminal proceedings from the previous years, the total number of cases under supervision is considerably higher. The criminal proceedings deal with criminal offences of various types and severity and require different investigative tactics and methodologies. Certainly, the conducted supervision of investigation cannot be of equal intensity or involvement in all cases, neither should it be seen as an end in itself. However, when the criminal proceedings deal with especially vulnerable persons or crimes committed by public officials, or criminal offences identified at national or international level as to be combated as a matter of priority, appropriate quality of the investigation is critical.

2.1. Identification of the prioritized criminal offences

Section 14(3) of the Criminal Procedure Law provides that criminal proceedings wherein a restraint measure related to deprivation of liberty has been applied or a specially procedurally protected person is involved, or a public official occupying a responsible position is accused shall be fast-tracked over other criminal proceedings in the ensuring of a reasonable term. Based on the above provision of the Criminal Procedure Law, the criminal offences committed by public officials, incl. corruption offences, should be treated as a priority. Considering the competence of the State Audit Office in the public sector audits, in cases when the audits have found indications of a criminal offence and resulted in initiating of criminal proceedings, such criminal proceedings should be prioritized.

Furthermore, protection of underage persons' rights requires to prioritize criminal offences against morality and sexual integrity of minors. This type of offence is also constantly highlighted by the non-governmental organizations championing minors' rights in criminal proceedings.

Among criminal offences of utmost importance should also be indicated human trafficking, financial and economic crimes, including laundering of the proceeds of crime. The topicality of these criminal offences is highlighted in the national strategic documents and in the international recommendations.

Finally, any other serious and especially serious criminal offences are also considered to be priority based on the classification set forth in the Criminal Law.

The expected outcome of the above objective to regard criminal offences based on their respective priority and its indicator are as follows:

Outcome	Indicator
a) increase in the number of completed criminal proceedings regarding the prioritized criminal offences	Annual increase of the proportion between the count of such cases and the total number of completed criminal proceedings

2.2. Supervising prioritized criminal proceedings as of their initiation

2.3. Implementing of short- and long-term country-specific measures for specialization of prosecutors

2.4. Promoting cooperation with law enforcement authorities

Effective supervision over the investigation of prioritized criminal offences depends on the quality of work carried out by the supervising prosecutor and the higher-ranking prosecutor. It is therefore essential that a prosecutor authorized to conduct criminal proceedings, within the scope

of their competence, engages in the supervision over the relevant investigation without any delay, and uses their authority effectively.

To achieve this, the most accomplished prosecutors should be assigned to supervise the investigation of the prioritized criminal proceedings in parallel with enabling them to continuously develop their professional skills. One of the solutions here is the specialization of prosecutors. Therefore, it should be the chief prosecutors' responsibility to evaluate the professional skills and qualifications of their subordinate prosecutors. Based on this evaluation, the most appropriate specialism should be identified for each prosecutor to enable them to exercise their powers of a supervising prosecutor or a higher-ranking prosecutor in the most professional manner.

No less important is the promoting of cooperation with law enforcement authorities to agree on a common approach to the categories of the prioritized criminal offences, lines of investigation and proportionate requirements for the volume of evidence required to hold persons criminally liable. Guidelines relevant both to prosecutors and investigators should be developed to improve the said cooperation mechanisms.

Outcome	Indicator
b) continued PO's structural reform	Defined types of prosecutors' specialisms, and the mechanisms of implementation
c) specialisation of prosecutors decided in each unit	Chief prosecutor's order on the specialization of prosecutors in district POs per the prioritized lines of action
d) cooperation guidelines for the PO and law enforcement authorities	The guidelines applied in practice as developed in cooperation with law enforcement authorities

2.5. Involvement in the implementation of international recommendations, inter-institutional action plans and other strategic documents

As indicated above, the identification of prioritized criminal offences is based not only on the national trends of criminality, but also on the international recommendations, inter alia defining certain tasks for the PO. Quality fulfilment of the tasks assigned to the PO through the international recommendations, inter-institutional action plans and other strategic documents warrants a common approach developed by the PO to comply.

Outcome	Indicator
e) developed and adopted PO's working plan to fulfil the tasks assigned through the international recommendations, inter-institutional action plans and other strategic documents	Implementation report as per the deadlines

3. Quality supervision of criminal intelligence activities, the intelligence and counterintelligence processes of State security institutions, and the system for the protection of state secret

Section 2(1) of the Office of the Prosecutor Law states that one of the PO's functions is the supervision over criminal intelligence activities, the intelligence and counterintelligence processes of State security institutions, and the system for the protection of official secret. This function is a precondition for legitimacy in the said area. Its quality performance determines the further success of supervision over criminal proceedings, prosecution, and maintenance of State charges, since the information on facts obtained through criminal intelligence activities may only be used as evidence if it is verifiable in accordance with the procedure prescribed for by the Criminal Procedure Law. Therefore, duly and quality supervision of the processes of criminal intelligence is crucial to ensure that the gathering of intelligence information, including data recorded by technical means, comply with the provisions of the Criminal Intelligence Activities Law and can be further used for the purposes of criminal proceedings.

3.1. Timely and high-quality supervision of the criminal intelligence process

3.2. High-quality supervision of the reconnaissance and counter-reconnaissance processes in the State security institutions

3.3. High-quality supervision of the State secret protection system

To achieve the set objectives the PO has in place a coordination mechanism enabling prosecutors to assess the acceptability of the criminal intelligence measures provided in Section 15(3), Section 15¹, Section 16(4) of the Criminal Intelligence Activities Law, and to ensure other functions linked to the criminal intelligence supervision. Moreover, regular coordination meetings are held on the identified issues, the criminal intelligence processes and the internal regulatory enactments issued by the subjects of criminal intelligence are constantly inspected as to their compliance with the relevant regulatory enactments and effective external enactments. Nevertheless, further development of these supervision mechanisms is needed through even more active engagement of the PO in the supervising of criminal intelligence activities, reconnaissance and counter-reconnaissance processes of State security authorities and the State secret protection system.

Another line of action is provision of training for the officials of the criminal intelligence bodies to improve their knowledge on how to apply the specific regulatory enactments regulating the criminal intelligence process.

The expected outcome of the above objective and its indicator are as follows:

Outcome	Indicator
a) a mechanism put in place to coordinate the quality improvement of criminal intelligence	At least monthly chairing of the coordinating meetings with the involved institutions to improve the quality of supervision over the criminal intelligence process for the purpose of identifying and solving the issues within the existing criminal intelligence, reconnaissance and counter-reconnaissance processes of State security institutions and the State secret protection system

	At least an annual report on the identified issues and their solutions submitted to the Prosecutor General
b) inspections of the activities carried out by the criminal intelligence bodies, including state security authorities	Inspection of at least one criminal intelligence body per year (including State security institutions) to verify the compliance of its activities with relevant regulatory enactments A summary on the inspection results and prosecutor's letters or communications regarding the established violations (if any), and quality follow-up
c) evaluation of the internal regulatory enactments issued by the criminal intelligence bodies, and control over the compliance with such regulatory enactments	Inspection on the compliance of at least one internal regulatory enactment per year issued by a criminal intelligence body with the effective external regulatory enactments, simultaneously assessing their application in practice A summary on the inspection results and prosecutor's letters or communications regarding the established violations (if any), and quality follow-up
d) training for the officials of the criminal intelligence bodies, including State security authorities	Officials of the criminal intelligence bodies, including State security authorities, receive relevant training at least on the annual basis

4. Protecting the rights and legitimate interests of individuals and the State beyond the scope of criminal law

One of the PO's functions specified in Section 2 of the Office of the Prosecutor Law is the protection of the rights and lawful interests of individuals and the State. Implementation of this function is an important criterion when assessing the effectiveness of the PO's activities, therefore one of the strategic priorities is to ensure that the rights and lawful interests of individuals and the State outside the criminal law area are protected in a qualitative manner. To that end, attention should be paid to the prosecutors' activities carried out under the Civil Procedure Law, and also to improving the PO's activities related to protection of the rights and lawful interests of individuals and the State beyond the scope of criminal law.

4.1. Developing a uniform prosecutors' practice when implementing their functions under the Civil Procedure Law

Participation of a prosecutor in civil proceedings is regulated by Section 90 of the Civil Procedure Law, according to which prosecutors are entitled to participate in examinations of a case if they have brought an action or applied to court, or if their participation is compulsory. A prosecutor is entitled to bring an action or to apply to court in the following cases: it is necessary to protect the statutory rights and interests of the State or local governments; there has been a violation of the rights or lawful interests of underage persons, persons under guardianship, disabled persons, prisoners, or other vulnerable persons; or a prosecutor's inspection has found a violation of law. Participation of a prosecutor in the examination of a case is compulsory if such is provided for by the law or found necessary by the court.

Of all the categories of cases in which a prosecutor's participation is compulsory, the particularly relevant are the ones regarding the approval or revocation of adoption, and restriction of a person's legal capacity and establishment of guardianship over such person due to their mental disorders or other health issues. Given that in such cases decisions are made upon the rights of persons who have limited opportunities to defend their rights, the prosecutor's opinion is essential in making a fair and lawful decision. The evaluation of the prosecutors' opinions and, if necessary, organization of training or other methodological assistance, will improve the quality of prosecutors' role in civil proceedings.

Sections 483 and 484 of the Civil Procedure Law set out the exclusive right of the Prosecutor General to submit to the Supreme Court a protest regarding an unappealable decision of a court of first instance. This is the only occasion when the Supreme Court may hear cases which, pursuant to the law, are only to be tried in courts of first instance, but in which some significant violations of substantive or procedural legal provisions have been committed. These cases are important for the development of case law. The case law developed by the Supreme Court serves the purposes of creating a consistent and uniform case law, which reduces the rate of significant substantive or procedural violations in the examination of cases in courts of first instance. The decrease in the number of both submissions addressed to the PO and the protests submitted to the Supreme Court will indicate that protests submitted by the Prosecutor General have resulted in significant improvement of the quality of trials, thus the trust in the judiciary in general has increased.

The expected outcome of the above objective and its indicator are as follows:

Outcome	Indicator
a) fewer submissions protesting against unappealable decisions of court of the first instance	Annual number of submissions
b) evaluation of the quality of prosecutors' role in the examination of civil cases	Annual analytical report with recommendations (if any improvements needed)

4.2. Improving the PO's performance in the protection of the rights of individuals and State beyond the scope of criminal law

Pursuant to Section 17(1)(1) of the Law on Compensation for Damage Caused in Criminal Proceedings and Administrative Offence Proceedings, the PO is the institution to decide on the compensation for damage caused in criminal proceedings if the decision causing the damage was taken in pre-trial criminal proceedings. The damages are paid from the State basic budget funds allocated especially for this purpose. Analysis of the received compensation claims and the relevant criminal proceedings files identifies the circumstances that have caused or contributed to the occurrence of damage. To reduce both the count of compensation claims and the amount of compensations to be paid, preventive measures are needed, among them – informing prosecutors and the representatives of law enforcement authorities regarding the circumstances which have caused or contributed to the occurrence of damage to be compensated.

Although prosecutors are primarily specialized in criminal law, they also need to deal with civil law matters in criminal proceedings and when examining the individuals' submissions as per Section 16 of the Office of the Prosecutor Law. The heavy workload precludes equal specialisation of all prosecutors in all areas of law, therefore the support in resolving these issues from the prosecutors specializing in the protection of individuals and the State, incl. within criminal proceedings, will ensure fair settlement of legal relations and efficient use of the PO's resources.

The authority of a prosecutor in the protection of the rights and legitimate interests of individuals and the State are determined by Sections 16–21 of the Office of the Prosecutor Law. The responsive measures granted to a prosecutor enable them to react effectively if they find a violation of law. Namely, a prosecutor has – in conformity with the nature of the respective violation – an obligation to do one of the following: warn about the impermissibility of the violation; submit a protest or a communication regarding the necessity to prevent the violation; bring an action to court; initiate criminal proceedings; propose considering either administrative or disciplinary liability for the culprit.

The expected outcome of the above objective and its indicator are as follows:

Outcome	Indicator
c) informing prosecutors and the representatives of law enforcement authorities regarding the circumstances that have caused or contributed to the occurrence of damage to be compensated	Annual analytical report
d) providing support to prosecutors in resolving civil law matters, including those in criminal proceedings	Statements, opinions, and consultations (number per year)

e) effective action in the event of the rights of individuals and the State being violated	Prosecutor's responsive measures applied based on examined submissions (number per year)
--	--

5. Improving the PO's management: introduction of modern management methods; ensuring the efficiency of internal processes; implementation of digital transformation

When assessing the role of public prosecutor offices, the Venice Commission, the Consultative Council of European Prosecutors and other relevant bodies emphasize the quality and efficiency of the prosecution office's performance as preconditions for combating criminality in order to increase public confidence in the justice system. However, the performance of each individual prosecutor results from their individual effectiveness, as well as many other factors beyond their professional competence. Among those is, for example, reasonable utilisation of the financial and human resources allocated to the PO: this includes managing the human resources within the terms of the actual budget while also providing the technical facilities as close to the current standards and state-of-the-art as possible. To this end the PO's internal (institutional) management system must be modern and provide a mechanism for efficient governance both of the PO's principal and back-office functions.

5.1. Effective, productive and economical use of resources available for the PO's functions

5.2. Relieving prosecutors from technical work

5.3. Rational staff management, including balancing the prosecutors' workload

The principle of effectiveness in any organization means that the set goals and the intended results must be achieved, while the principle of productivity characterises the relationship between the resources used and the results achieved, namely, seeking to make the most of the resources available (financial, staff resources, etc.). Whereas the principle of economy means reducing the cost of resources while maintaining quality, i.e., the provisions of resources in the right amount and quality at the best possible 'price'. Responsible management of the available resources, including the application of appropriate mechanisms and methods of management over the general and financial resources, appropriate accounting and control mechanisms, is essential to put these principles into practice.

The improving of the PO's management processes will take, alongside with the PO's structural reform, evaluation of the back-office management system by reviewing and optimizing the relevant processes, and also by introducing methods and mechanisms for regular function analysis in the future. Along with the improvement of the governance model, the PO's remuneration reform needs to be elaborated and implemented defining a clear and transparent performance-based pay system. Moreover, a review of resource management mechanisms is needed, introducing principles and methods for the analysis of resources and costs available for the PO's functions.

The expected outcome of the above objective and its indicator are as follows:

Outcome	Indicator
a) completed evaluation of the PO's back-office management system	An evaluation report with recommendations regarding structural changes to the back-office management system, based on the assessment of the competencies required, review and consolidation of overlapping functions, etc., to optimise the management processes
b) developed and implemented reform of the PO's remuneration system	Methodology and plan for the gradual implementation of the remuneration reform based

	on the results of the evaluation of the back-office management system and the assessment of the employees' qualifications, competencies and performance, within the PO's budget
c) developed and implemented mechanism for the analysis of the costs of the PO's functions, which provides a basis for evaluating the effectiveness, productivity and economy of its operations	Methodology setting framework for the cost analysis of functions (the costs of which functions need to be analysed, what factors need to be taken into account and which categories of expenditure constitute the costs attributable to the performance of certain functions, what formulas are applicable, where and how data are obtained, etc.)
d) improved mechanism for planning and monitoring the Administrative Director Service operations, which creates a basis for performance management	Methodology for the planning and monitoring of the Administrative Director Service's work, setting the vertical cascade of goals, enabling consistent follow up and increasing staff awareness of the Strategy and their role in it

Economical use of the allocated resources cannot be the only indicator of the effective performance of the institution, as the economic functioning of the institution can sometimes hinder the expected quality. It is therefore essential to balance effectiveness and economy. To ensure such balance in the PO's operations, an in-depth analysis of each prosecutor's daily (working day) workload is needed showing how rational and purposeful the prosecutor's professional involvement is in a specific task. This will relieve the prosecutor from duties not requiring professional skills and qualifications of the prosecutor's level. Thus, the prosecutor will be only assigned the tasks corresponding to the position of the particular prosecutor. The volume of tasks requiring high-level professionalism but not specifically the prosecutor's qualifications, highlights the necessity for additional skilled back-office personnel in the PO. Furthermore, the possibilities to enhance the role of prosecutor's assistants should be considered, accordingly reviewing the qualification requirements, duties and responsibilities, as well as creating a corresponding remuneration system consistent with the level of qualification and responsibility. Strengthening the institution of prosecutor's assistant will relieve prosecutors of their procedural activities and also enable selection of the future prosecutors from the best-qualified assistants. Setting precise criteria for balanced workload for prosecutors depends directly on the successful identification of the volume of functions and duties that can be delegated to the back-office personnel.

The expected outcome of the above objective and its indicator are as follows:

Outcome	Indicator
e) completed assessment of the effectiveness of the PO's staff management	Evaluation report with workload indicators and recommendations for improving the effectiveness (determination of individual goals, periodic progress review)
f) developed criteria for monitoring the workload of the district level prosecutors	More balanced workload allocation to district level prosecutors
	Improvement of the prosecutors' satisfaction levels
g) recruitment of qualified support staff, allocating the funds for salaries and facilities	Successful recruitment of qualified staff
	Evaluation of the impact of the recruited staff on the improved performance of the prosecutors' principal functions, and

	subsequent development and implementation of a further recruitment plan
	Prospective assessment of the institution of prosecutor's assistants – what can and should be done to strengthen their role and to facilitate their progression to applying for the prosecutor's position (differentiation of duties and responsibilities based on the experience, competence and qualification, and an appropriate remuneration system)

To ensure continuous professional growth of a prosecutor, regular evaluation of the prosecutor's professional performance is required in line with the Office of the Prosecutor Law. According to the effective Regulations on the Evaluation of the Prosecutors' Professional Activity, the standard of evaluation envisages a qualitative assessment of a prosecutor's professional competencies and exercise of powers to promote continuous professional development up to the maximum professional potential of the particular prosecutor and to facilitate effective performance of the tasks defined in the PO's Strategy. Therefore, the performance evaluation mechanism should provide regular and objective evaluation of certain prioritized performance indicators and setting of the directions for future development. Analogous mechanism should also apply to the PO's staff.

Furthermore, staffing the PO's management in line with modern qualification standards is essential. To this end, a mechanism should be put in place to evaluate the competencies of the heads of the PO's structural units, hence ensuring regular evaluation of their effectiveness along with defining their professional development prospects.

The expected outcome of the above objective and its indicator are as follows:

Outcome	Indicator
h) effective professional performance evaluation of the prosecutors and the staff	Developed and put in practice mechanism to evaluate professional performance, which ensures regular evaluation of the prioritized performance indicators set for each prosecutor and employee and determines their development prospects. Performance management principles are in place for the personnel, based on their performance planning and assessment
i) competency assessment of the PO's managerial personnel	Developed and put in practice mechanism to evaluate the competencies of the PO's managerial personnel, which ensures regular evaluation of their performance and determines their development prospects

5.4. Adjusting the PO's internal regulatory enactment drafting system

5.5. Improving the internal information exchange processes

The functioning of any public institution is based on a high-quality regulatory framework employed to ensure both the continuity of the institution's activities and the coherence and uniformity of the assigned functions. Undoubtedly, the regulatory framework of the institution is

constantly evolving, hence it requires constant monitoring both from the management and from the entire staff of the institution. In other words, it is important that the staff is involved in maintaining and developing the regulatory framework applying to the respective staff category. Therefore, a generally comprehensible procedure should be in place for the development and application of the PO's internal regulatory enactments to ensure a high-quality information exchange process in the PO regarding the application of regulatory enactments.

To improve the PO's internal regulatory framework, the principles and potential adoption of the ISO (International Organization for Standardization) standards recognized in Latvia considering the PO's specifics will be analysed for the purpose of developing an approach to implementing a quality management system within the PO. The purpose of the system is to document the PO's operation, determine the sequence and interrelation of work processes and define the cooperation and responsibilities of prosecutors and employees, which is especially important for the PO's management and back-office processes. The implementation of the quality management system will facilitate a shared perspective of the staff and prosecutors on their professional tasks and their cooperation to that end.

In 2021 the PO's workings were significantly reorganised. Both the allocation of competences of the PO's structural units and the overall mechanism of their management were changed. The changes also affected the functions of a prosecutor in criminal proceedings. Given the fundamental nature of the reforms, it is important to assess their impact on the increase in quality and efficiency of the PO's performance.

The expected outcome of the above objective and its indicator are as follows:

Outcome	Indicator
j) a standardised control mechanism for the development and application of internal regulatory enactments that determines the range of the officials to be involved in the control of drafting and applying internal enactments, responsibilities of such persons, and the respective procedures	A control mechanism is developed and put into practice for the drawing up and applying of internal regulatory enactments, hence improving the system for the development of the PO's internal regulatory enactments and improving the information exchange process within the PO. The feasibility is evaluated of applying the principles of ISO standards (quality management system, risk management) to the PO's specifics, and an approach is developed for the implementation of the quality management system
k) evaluation of the results of the PO's reorganization in 2021	Evaluation criteria, evaluation report with recommendations
l) implementation of the quality management system	A system is introduced to ensure the progress and management of the PO's operations, describing the operation processes (principal processes, management processes, support processes) implemented to achieve certain performance results and expected to determine the interrelation of operation processes and the respective responsibility of PO's structural units

5.6. Expanding the use of the information and communication technologies

5.7. Ensuring the PO's operation in case of emergencies, supporting of flexible working hours

One of the determining criteria of the efficient operation of an institution nowadays is the daily use of information and communication technologies. The PO is no exception. Although recently attention has been increasingly paid to the development of information and communication technologies, prospects of their use are practically limitless. First, the PO has invested a lot and will continue to invest in the development of the PO's Information System (hereinafter – ProIS). Nearly all PO's internal processes are subject to digitalisation, thus streamlining the daily professional duties, and also providing unlimited possibilities to employ the technologies for more efficient assessment of the PO's performance on a daily basis. Second, the development of the electronic case (e-case) management is another topical matter. Successful implementation of the e-case management is essential for all institutions and officials involved in the conducting of criminal proceedings.

Next to the projects of the ProIS and e-case management system, another line to pursue is digitization of the financial management processes and consider the feasibility to digitise other PO's processes (for example, staff appraisal; staff training administration and other processes). To clearly define the PO's needs and capacity in this regard, the digital transformation strategy will be drawn up aiming at establishing a clear plan and structure to optimise and automate the PO's processes, based on the principles of the cost-effectiveness.

The expected outcome of the above objective and its indicator are as follows:

Outcome	Indicator
m) templates of criminal procedural documents are integrated into the ProIS to expediate, improve and streamline production of procedural documents	Prosecutors draw up all criminal procedural documents using the electronic templates
n) organization of the prosecutors' criminal procedural activities through the e-case managements system	Entirely electronic criminal proceedings
o) further development of the ProIS within the 2nd stage of the e-case development project	Successful management and administration of the ProIS development project to achieve the objectives set for the system, within the Investment: 2.1.2.1.i. "Centralised governance platforms and systems" of the line 2.1 of reforms and investments "Public administration, incl. digital transformation of municipalities" of the Component 2 "Digital Transformation" of the European Union Recovery and Sustainability Mechanism Plan
p) development of the digital transformation strategy that includes a plan and a structure for optimizing and automating the PO's processes, based on cost-effectiveness considerations	Compliance analysis of the current technologies and definition of the required development. The evaluation covers the PO's core processes as well as the processes of support and management. The main digital initiatives are identified and detailed that are needed to achieve the PO's digitization goals in the coming years, their funding and sources

5.8. Improving the information technology infrastructure to optimise the PO's operation processes

The ProIS is an important tool for the PO's operations, which is used both to ensure the internal functions and processes and to streamline the information flow outside the PO, incl. the use of different levels of integration with other information systems, and it is an essential part of the e-case management system. However, the strategic objectives require that next to the interfaces of information systems, platforms and equipment used by end-users in their day-to-day work, also the development, maintenance, and security aspects of the architectural elements and the information technology infrastructure behind these solutions (hereinafter – IT) should be envisaged. To successfully achieve the technological goals, the available options for automation and an outsourced-service model should be assessed, so that the PO's IT staff have more time to focus on the innovations that are important for the PO's specific needs.

The expected outcome of the above objective and its indicator are as follows:

Outcome	Indicator
q) transition from capital investments (purchasing fixed assets the technical support, maintenance, and repair of which results in additional burden on the administrative and staff resources) to the outsourced-service model hence acquiring the needed facilities through rental and maintenance services (multifunctional bulk-printing equipment)	The multifunction bulk-printing equipment is outsourced. The document scanning and printing processes are in line with the latest technological trends in terms of both quality and performance and speed
r) improvement of the IT hardware infrastructure	The IT system evaluation has resulted in certain proposals and an action plan for the necessary improvements in the IT hardware infrastructure
s) improvement of the IT security infrastructure	The IT system evaluation has resulted in certain proposals and an action plan for the necessary improvements in the IT security infrastructure

5.9. Introducing modern solutions for the working environment and physical security

In 2021, the development of the reconstruction project was launched for the building of the General Prosecution Office at 6 Kalpaka Boulevard in Riga. The reconstruction of the building will provide the General Prosecution Office with a fully furnished and modern working environment that meets ergonomic and safety requirements.

Since the staff is the greatest value of any organization, it must be appreciated, heard and involved in the decision-making. Modern working conditions and a safe working environment are the essential motivational factors.

To understand what needs to be improved in the PO's working environment, how to arrange workplaces in a more appropriate and ergonomic manner, and what preventive occupational safety measures should be planned, the PO will conduct a safety evaluation in its structural units and develop an action plan for improvements. The PO's will also continue the implementing of its physical security policy and introducing of the automated control management solutions.

The expected outcome of the above objective and its indicator are as follows:

Outcome	Indicator
t) successful real estate development projects for the PO's structural units	The renovation project for the building of the General Prosecution Office at 6 Kalpaka Boulevard in Riga, in cooperation with the State joint stock company "State Real Estate", ensuring adaptation of the building to the PO's specific needs. Evaluation of the future locations for the PO's regional structural units, and development of proposals for further action if any opportunities arise to improve the working conditions in the PO or to optimise the appropriation of the state budget funds without compromising the effectiveness of the PO's processes
u) improvement of the occupational safety system	The assessment of the occupational safety at the PO's structural units is completed resulting in an action plan to minimize any potential hazards through modern preventive occupational safety measures
v) implementation of the PO's physical security policy	The assessment of the physical security at the PO's structural units is completed resulting in an action plan to optimise and automate the physical security system and processes in question

(As amended by the decision No. 10 of 13 May 2022 of the Council of the Prosecutor General)

6. Explaining to the public the PO's role and the tasks of the prosecutor

It is important for the law enforcement that the PO's functions and tasks are clear not only to the parties implementing them but also to the general public. This would prevent situations where people turn to the PO for help in matters out of its scope. Although the PO has no precise statistics on the received appeals and submissions that have been left without examination or forwarded to another authority in accordance with the relevant jurisdiction, the in-depth interviews conducted during the Strategy development, however, suggest that the number of such misaddressed submissions is rather significant. This gives rise to the conclusion that the level of the general public's understanding of the PO's functions and jurisdiction is rather low. Therefore, explaining to the public the PO's role and the tasks of the prosecutor should be set as a strategic priority.

6.1. Raising public awareness of the role and special legal status of a prosecutor

6.2. Increasing public confidence in the PO

6.3. Creating successful cooperation with the higher education institutions to encourage the current law students to become prosecutors

6.4. Conducting of a proactive public relations campaign

One of the objectives of this priority is to raise public awareness of the role and special legal status of a prosecutor. To this end, the PO's public relations and communication strategy will be developed for two three-year periods.

The PO's Strategy is based on the strategic goals, priorities, and tasks set for the national development in the Latvian National Development Plan for 2021–2027 (NAP2027) pursuing the growth and prosperity of Latvia and its every single inhabitant. The NAP2027 has postulated the people-centred development of Latvia.

One of the four directions of growth set forth in the NAP2027 is closely related to the PO's operation and envisages that equal rights encompass the exercising of the fundamental rights by all Latvian residents through the government services. The NAP2027 priority "United, safe & secure and open society" seeks increasing the sense of belonging and social trust and confidence in the just and well-governed state. The instilling the sense of connection with the state in the people of Latvia depends on the rule of law. The rule of law, in its turn, results from mutual interaction between the people and all three branches of the government – legislative, executive and judicial. As one of the indicators for the direction "Rule of law and governance" in the NAP2027 is defined the trust in the public administration and law enforcement system. The indicator of the confidence ratio has also been set for the PO with 2018 as the baseline when public confidence in the PO was at 43.9%. The NAP2027 provides that by 2024 this indicator should reach at least 45.8%, and in 2027 – at least 47.1%. Accordingly, the increasing of public confidence in the PO is also set out as a goal in the PO's Strategy. The progress will be measured on the basis of the public confidence indicators set out in the NAP2027.

The expected outcome of the above objective and its indicator are as follows:

Outcome	Indicator
a) increase of public confidence in the PO	Base year 2018: 43.9%; 2024: 45.8%; 2027: 47.1% (NAP2027)

b) development and implementation of the PO's public relations and communication strategy	The PO's Public Relations and Communication Strategy for the three-year period (2022–2024; 2025–2027) is approved determining its tasks and measurable performance indicators
c) implementation of the communication measures to promote the prestige of a prosecutor, especially among students	The number of informative materials prepared, and the size of the audience reached
d) implementation of the communication measures to foster a positive PO's image	The number of informative materials prepared, and the size of the audience reached

7. Developing of the prosecutors' and employees' skills and promoting of their engagement with commitment to principles of ethics and integrity

The PO's capacity stems from honest, professional, and highly qualified prosecutors and employees. Therefore, developing the skills and promoting the engagement of prosecutors and employees with their commitment to principles of ethics and integrity are identified among the seven priorities of the PO's Strategy.

7.1. Highly qualified, professional, honest prosecutors and employees

7.2. Continuous management of the professional development model, ensuring long-term and up-to-date vocational development

7.3. Implementation of the knowledge management principles, ensuring efficient circulation of knowledge driven by creation, acquisition, accumulation, analysis, and transfer of knowledge

7.4. Improvement of the methodological support

7.5. Motivation for the prosecutors' and employees' personal growth

Pursuant to Section 5(3) of the Office of the Prosecutor Law, prosecutors are obliged to regularly increase the knowledge necessary for the performance of their official duties and to improve their professional skills and abilities. At the final stage of the Strategy development, the Prosecutor Training Procedure was approved by the Prosecutor General's order No. 132 "On the Training of Prosecutors" of 3 December 2021. Its goal is to provide high-quality and effective framework for the development of prosecutors' professional skills and abilities and the increasing of their knowledge to promote the quality of the performance of the PO's functions. The procedure defines the concept of compliance of prosecutors' qualifications, it regulates the means and specifics of prosecutor training, establishes a mechanism for co-operation between the PO's structural units and defines their competence, and it also sets the criteria for nominating prosecutors to join training with a limited number of participants. Further implementation of this Strategy will be related to the putting into practice of the approved Prosecutor Training Procedure. To facilitate the prosecutors' and employees' individual growth, a survey on the factors promoting or hindering one's growth will be conducted. Analysis of the survey results will be used to define the areas where improvements are needed and will provide a basis for recommendations.

One of the outcomes envisaged for the seventh priority is appropriate qualification of the prosecutors and employees, ensured based on a prospective set of needed knowledge and skills. The analysis will be based on the criteria for prosecutor training organisation specified in the Prosecutor Training Procedure: 1) the training needs identified by the chief prosecutor of a structural unit; 2) the training needs identified for a prosecutor by the Prosecutors Attestation Commission; 3) recommendations from the Prosecutors Qualification Commission, given after the evaluation of professional background of prosecutors or candidates for the position of a prosecutor (trainees) and the apprenticeship supervisor's performance; 4) the task given by the Chief Prosecutor of the relevant Department of the Prosecutor General's Office; 5) a prosecutor's individual application, approved with the chief prosecutor of the relevant structural unit, addressed to the chief prosecutor of the Department for Supervision of Operation and International Cooperation; 6) requirements specified in the external or internal regulatory enactments; 7) training activities offered by the State or local government institutions, private educational institutions or supranational institutions. The analysis of required skills is expected to have two main outcomes: draft recommendations regarding the measures needed to develop the necessary skills, and the PO's involvement in the development of the Judicial Training Centre for

prosecutors: its design and syllabus, both through proposals and meetings with the training program developers.

Along with the measures to be taken to identify the knowledge, competencies and skills the prosecutors and employees will need, and to provide the appropriate training, different possibilities of setting up a system for administering the training process need to be explored. Such a system would ensure, for example, gradual development of the PO's internal e-training environment based on the training sessions organized by the PO itself over time to accumulate the content of the PO's special training, since not all educational needs can be covered by the external service providers. Depending on the prosecutors' level of experience and qualifications, separate training modules (for example, a set of training required for new prosecutors; modules for specialized subjects; courses to perfect the management skills, increase staff motivation, etc.) may be developed in future. The same applies to employee training, where the training process should be structured in a similar way.

One of the key challenges for the PO's staff management over next six years will be engagement of prosecutors and employees. Engagement means that employees feel emotionally attached to the PO's and its goals. Engagement is important for the operation of any institution, since satisfaction, energy, loyalty of the employees is not to be expected without them feeling engaged and motivated to fulfil the goals of the institution, which accordingly leads to better work results, better performance of duties, and gives inspiration to new ideas and solutions. The studies conducted on the human resource management prove that higher levels of employees' engagement result in improved individual performance (productivity) of employees directed at achieving the goals of the institution, as well as in decrease of absences due to incapacity for work and employee turnover rate, and it also improves the employees' work/leisure balance.

Employees engagement is a broad set of activities that includes both one's participation in decision-making, the opportunity to express one's opinion, and creating the motivational drivers to work better. But most importantly, the engagement manifests an employee's awareness of their duties and their willingness to deliver, an employee's understanding of their role in the PO, of the PO's goals and their individual goals, and it demonstrates an employee's readiness to contribute to further development of the PO.

The levels of prosecutors' and employees' engagement will be studied via survey. The respective questionnaire will be based on the engagement study of the government officials' engagement conducted by the State Chancellery in 2019. The adoption of the methods of this earlier study will allow to assess the level of engagement and to perform an in-depth analysis of the factors affecting engagement, burnout and loyalty, as well as of three elements of the PO's dynamism. The following aspects of dynamism will be assessed: 1) the dynamism of perception – the organizational ability to monitor and notice in due time the events and changes in the environment; 2) the dynamism of decision-making – the ability to summarize, accumulate, restructure and evaluate relevant information from a variety of sources in order to explain and, based on the interpretation of events, immediately identify opportunities and threats, as well as the ability to develop action plans leading to reconfiguration of resources and development of new procedures; 3) the dynamism of action – a set of activities – restructuration of organizational resources and modification of processes to address changes in the environment.

The questionnaire will also be accompanied by questions scientifically tested by the Organization for Economic Cooperation and Development (for example, “in general, I am satisfied with my work”, “my work inspires me”, “my work gives me satisfaction for what I have done”, “I

have a sense of belonging at my institution”, “I relate to my institution’s mission as if it is mine”, “it matters to me that my work contributes to the public benefit”), thereby the results regarding the engagement of prosecutors and employees will be internationally comparable.

Based on the results of the survey, the indicators of engagement will be identified, enabling their gradual improvement by orchestrating the necessary PO’s staff development measures, identifying training needs and making data-based decisions.

The expected outcome of the above objective and its indicator are as follows:

Outcome	Indicator
a) completed prospective assessment of the required knowledge, competencies and skills for prosecutors and employees	An evaluation report with recommendations on the measures needed to develop the required skills
	Involvement in the development of the design and syllabus of the prosecutor training programme planned at the Judicial Training Centre: number of proposals duly prepared, meetings with the developers of the training program
b) continuous identification of topical training subjects for prosecutors and employees, and subsequent provision of the necessary training	The relevant training identified during the professional performance evaluation and via the activities of the coordinating (mentoring) prosecutors, and within the framework of recommendations set by the inter-institutional and foreign organizations
	Number of prosecutors lecturers duly trained to teach the identified training subjects
	Number of prosecutors and employees who have completed the training
c) creation of a training process administration system	A system for the administration of the prosecutors’ and employees’ training process is developed and implemented, the e-learning environment accumulates the materials of trainings internally organized by the PO, ensuring their availability depending on the need
d) rate of the prosecutors’ and employees’ engagement (%), annual satisfaction survey	First satisfaction survey in 2022 (base indicator), annual increase of 2%
	Number of prosecutors and employees (%) who feel involved in the decision-making affecting their work – base rate and annual increase
	Number of prosecutors and employees (%) who believe that their supervisor motivates them to work better – base rate and annual increase
e) measures to strengthen the capacity of developing the methodology needed for the prosecutors to be able to carry out their duties	The competence of the structural units responsible for the development of the methodology is determined
	The procedure for the development, coordination, approval and application of the relevant methodological materials is determined
f) creation of a group of coordinating (mentoring) prosecutors, defining specific directions of peer-provided methodological support	Number of consultations provided per year
	Number of online discussions per year
g) analysis of factors promoting and hindering the growth of prosecutors and employees	Survey for prosecutors and employees on their personal growth, report on the results of the survey stating the factors promoting or hindering such

	growth, with recommendations on how to improve the situation
--	--

7.6. Putting the new Code of Ethics for Prosecutors into practice

7.7. Developing and implementing into practice of a new Code of Ethics for Employees

7.8. Implementing of integrity control system (strategy)

The requirements set for the conduct of prosecutors, both regarding their official duties and in their private life, are normally higher than the average. Adherence to the highest ethical standards plays an essential role in creating the reputation of the prosecutor's office. The new Code of Ethics for Prosecutors approved during the development of this Strategy states the following: "An independent and honest prosecutor is an essential precondition to guarantee the democracy, human rights, the rule of law and justice. To maintain their independence and integrity, a prosecutor shall adhere to, uphold and honour the highest standards of conduct." It is expected that the implementation of the new Code of Ethics for Prosecutors will take place by organizing regular discussions and consultations on ethical issues with examples from practice. The PO's whistle-blowing contact person will be available to prosecutors to submit their pseudonymised inquiries to the Prosecutors Attestation Commission regarding ethical standards. Such practice will enable any prosecutor, in case of any doubt, to receive support and advice on how to proceed in each specific case.

Another forming element in the PO's overall public image along with the prosecutors' conduct are individual actions of each PO's employee. The ethical standards for the PO's employees are set out in the "Code of Ethics for the Assistant Prosecutors and Employees of the Administrative Director Service", approved in 2009. During the development of this Strategy, the said code was reviewed, and it was concluded that ethical standards for employees also need to be revised to supplement them with certain standards from the new Code of Ethics for Prosecutors, hence imposing them upon all PO's staff members. Therefore, the development and implementation of a new Code of Ethics for Employees has been set as one of the objectives of the seventh priority of this Strategy.

The broad responsibilities, authority and freedom of action of prosecutors expose them to a range of risks related to integrity and corruption. Given that prosecutors' decisions may affect personal, economic and political interests of individuals, prosecutors might be offered bribes or other benefits in order to influence their decisions in criminal proceedings. Structural units of the PO's Administrative Director Service are exposed to risks related to integrity, which is a common problem for all public administration organizations, for example – non-transparent human resource management, conflicts of interest within the procurement processes and shortcomings of the internal control policies. Given these risks, the PO's integrity is essential not only to ensure the adherence to the rule of law and justice, but also to guarantee the independence of the PO's decision-making power. Moreover, it provides better performance, allowing to efficiently use the available resources and improve the quality of work.

The corruption risk analysis has established a link between the level of engagement and the likelihood of corruption risks. Unless feeling a strong attachment to one's workplace, accountability towards the employer and the reputation of the institution, or feeling valued adequately, a person will be more inclined to corrupt activities. Therefore, the PO's Strategy envisages both the creation of an ethical working environment and strengthening the sense of the engagement and loyalty of prosecutors and employees.

One of the goals in this area is the development and implementation of an Integrity Control System (strategy). The integrity strategy will cover the risks related to integrity (honest action), ethical conduct and the prevention of corruption, the relevant objectives and mitigation measures, as well as the responsible persons, and a timetable for assessing progress. It will be based on an established and consistently implemented integrity policy in accordance with the recommendations of the Organization for Economic Cooperation and Development, documents adopted by the United Nations and European institutions.

To embed the integrity standards in the PO's culture and working environment, training and explanatory work will be continued. Activities aimed at raising the integrity awareness will be included in the training system for prosecutors, envisaging the mandatory integrity training activities both at the beginning of a prosecutor's career and on a regular basis throughout its duration.

The expected outcome of the above objective and its indicator are as follows:

Outcome	Indicator
h) the standards of the new Code of Ethics for Prosecutors are complied with	Number of events to introduce the new Code of Ethics for Prosecutors
	Number, per year, of discussions and consultations on ethical matters with case studies
i) a new Code of Ethics for Employees has been approved, and its standards are complied with	Developed and approved new Code of Ethics for Employees
	Number, per year, of discussions and consultations on ethical matters with case studies
j) the Integrity control system (strategy) has been developed and implemented	Analytical report on existing risks with recommendations on the measures necessary to reduce the impact of the risks in the main risk areas and processes
	Number, per year, of risk mitigation measures and training
k) popularization of the whistleblowing channel created in the PO	Increase in the number of inquiries submitted through the whistleblowing contact point on the professional activities of prosecutors

(As amended by the decision No. 10 of 13 May 2022 of the Council of the Prosecutor General)

ROAD MAP FOR THE OPERATIONAL STRATEGY OF THE PROSECUTION OFFICE (2022–2027)

MISSION		VISION		VALUES	
The PO's mission is to ensure the legality and justice, and to protect the rights and legitimate interests of persons and the State.		The Prosecution Office is an independent, professional, efficient, and modern judicial institution that serves the public.		▪ Integrity ▪ Professionalism ▪ Independence	▪ Justice ▪ Equality ▪ Cooperation
PRIORITIES					
1. Quality assurance in conducting the criminal proceedings. 2. Channelling of the PO's resources into the priority activities. 3. Quality supervision of criminal intelligence activities, the intelligence and counterintelligence processes of State security institutions, and the system for the protection of state secret. 4. Protection of the rights and legitimate interests of individuals and the State beyond the scope of criminal law. 5. Improving the PO's management: introduction of modern management methods; ensuring the efficiency of internal processes; implementation of digital transformation. 6. Explaining to the public the PO's role and the tasks of the prosecutor. 7. Developing of the prosecutors' and employees' skills and promoting of their engagement with commitment to principles of ethics and integrity.					
GOALS: 1st PRIORITY "Quality assurance in the criminal proceedings"					
1.1. Fair settlement of criminal-law-based legal relationship at the PO. 1.2. Improving the quality of supervision over investigations during pre-trial criminal proceedings. 1.3. Timely completion of criminal proceedings. 1.4. Improving the quality of indictments. 1.5. Effective use of the institution of prosecutor's protest.					

1.6. Developing prosecutors' communication skills.

OUTCOMES TO BE ACHIEVED AND THEIR INDICATORS

OUTCOMES	INDICATORS
a) completion of criminal proceedings at the PO, when possible	Annual increase of the proportion between the count of such cases and the total number of cases received for prosecution (first comparison will be feasible in 2023, when assessing the progress made in 2022)
b) fair settlement of legal relationship in accordance with the guidelines for the application of simplified completion of criminal proceedings	Annual increase in the number of criminal proceedings completed in accordance with the guidelines (first comparison will be feasible in 2023, when assessing the progress made in 2022)
c) increase in the number of completed criminal proceedings regarding serious and especially serious crimes	Annual increase of the proportion between the count of such cases and the total number of completed criminal proceedings (first comparison will be feasible in 2023, when assessing the progress made in 2022)
d) effective exercise of the authority granted to prosecutors by the Criminal Procedure Law to timely suspend or terminate the supervised criminal proceedings that have no prospect of prosecution	Decrease of timeframe between the commencement of criminal proceedings and their suspension or termination (first comparison will be feasible in 2023, when assessing the progress made in 2022)
e) more frequent use of Eurojust's investigation coordination instruments in judicial cooperation with foreign law enforcement authorities	Annual percentage increase in the number of occasions where prosecutors (as the persons directing the proceedings and the supervising prosecutors) turn to Eurojust to coordinate investigations and set up joint investigation teams (first comparison will be feasible in 2023, when assessing the progress made in 2022)
f) improving the speed, quality and efficiency of international criminal-law based judicial cooperation by ensuring the coordination between prosecutors and the involvement of Eurojust in expediting and facilitating the execution of urgent and complex cooperation requests	Compendium of the identified common problems with recommendations (if any improvements are needed), from 2022 onwards
	Number of sample indictments drawn up (updated) per year

g) introduction of a mechanism to improve the prosecutors' skill of indictment drafting	Number of prosecutors who completed the training per year
h) effective recourse to the prosecutor's protest	A mechanism put in place to coordinate the quality improvement of the prosecutor's protest instrument
i) improved prosecutors' communication skills, including those required to maintain the State charges	Number of prosecutors who completed the training per year
GOALS: 2nd PRIORITY "Channelling of the PO's resources into the priority activities"	
2.1. Identification of the prioritized criminal offences, including criminal offenses committed by public officials; financial, economic or corruptive criminal offences; laundering of the proceeds from crime; criminal offences within the criminal proceedings initiated based on the findings of the State Audit Office; human trafficking; criminal offences against morality and sexual integrity, if committed against underage children; serious and especially serious crimes. 2.2. Supervising prioritized criminal proceedings as of their initiation. 2.3. Implementing of short- and long-term country-specific measures for specialization of prosecutors. 2.4. Promoting cooperation with law enforcement authorities for the purpose of ensuring a common position on the categories of prioritized criminal offences, directions of investigations, and the proportionate requirements for the volume of evidence required to hold persons criminally liable. 2.5. Involvement in the implementation of international recommendations, inter-institutional action plans and other strategic documents.	
OUTCOMES TO BE ACHIEVED AND THEIR INDICATORS	
OUTCOME	INDICATORS
a) increase in the number of completed criminal proceedings regarding the prioritized criminal offences	Annual increase of the proportion between the count of such cases and the total number of completed criminal proceedings (first comparison will be feasible in 2023, when assessing the progress made in 2022)
b) the PO's structural reform continued	Defined types of prosecutors' specialisms, and the mechanisms of implementation

c) specialisation of prosecutors decided in each unit	The Chief prosecutor's order on the specialization of prosecutors in district POs per the prioritized lines of action
d) cooperation guidelines for the PO and law enforcement authorities	The guidelines applied in practice as developed in cooperation with law enforcement authorities
e) developed and adopted PO's working plan to fulfil the tasks assigned through the international recommendations, inter-institutional action plans and other strategic documents	Implementation report as per the deadlines
GOALS: 3rd PRIORITY "Quality supervision of criminal intelligence activities, the intelligence and counterintelligence processes of State security institutions, and the system for the protection of state secret"	
3.1. Timely and high-quality supervision of the criminal intelligence process.	
3.2. High-quality supervision of the reconnaissance and counter-reconnaissance processes in the State security institutions.	
3.3. High-quality supervision of the State secret protection system.	
OUTCOMES TO BE ACHIEVED AND THEIR INDICATORS	
OUTCOMES	INDICATORS
a) a mechanism put in place to coordinate the quality improvement of criminal intelligence	At least monthly chairing of the coordinating meetings with the involved institutions to improve the quality of supervision over the criminal intelligence process for the purpose of identifying and solving the issues within the existing criminal intelligence, reconnaissance and counter-reconnaissance processes of State security institutions and the State secret protection system
	At least an annual report on the identified issues and their solutions submitted to the Prosecutor General
b) inspections of the activities carried out by the criminal intelligence bodies, including state security authorities	Inspection of at least one criminal intelligence body per year (including State security institutions) to verify the compliance of its activities with relevant regulatory enactments

	A summary on the inspection results and prosecutor's letters or communications regarding the established violations (if any), and quality follow-up
c) evaluation of the internal regulatory enactments issued by the criminal intelligence bodies, and control over the compliance with such regulatory enactments	Inspection on the compliance of at least one internal regulatory enactment per year issued by a criminal intelligence body with the effective external regulatory enactments, simultaneously assessing their application in practice A summary on the inspection results and prosecutor's letters or communications regarding the established violations (if any), and quality follow-up
d) training for the officials of the criminal intelligence bodies, including State security authorities	Officials of the criminal intelligence bodies, including State security authorities, receive relevant training at least on the annual basis
GOALS: 4th PRIORITY "Protecting the rights and legitimate interests of individuals and the State beyond the scope of criminal law"	
4.1. Developing a uniform prosecutors' practice when implementing their functions under the Civil Procedure Law.	
4.2. Improving the PO's performance in the protection of the rights of individuals and State beyond the scope of criminal law.	
OUTCOMES TO BE ACHIEVED AND THEIR INDICATORS	
OUTCOMES	INDICATORS
a) fewer submissions protesting against unappealable decisions of court of the first instance	Annual number of submissions (first comparison will be feasible in 2022, when assessing the progress made in 2021)
b) evaluation of the quality of prosecutors' role in the examination of civil cases	Annual analytical report with recommendations (if any improvements needed), onwards from 2022
c) informing prosecutors and the representatives of law enforcement authorities regarding the circumstances that have caused or contributed to the occurrence of damage to be compensated	Annual analytical report, onwards from 2022
d) providing support to prosecutors in resolving civil law matters, including those in criminal proceedings	Statements, opinions, and consultations (number per year)

e) effective action in the event of the rights of individuals and the State being violated	Prosecutor's responsive measures applied based on examined submissions (number per year)
GOALS: 5th PRIORITY "Improving the PO's management: introduction of modern management methods; ensuring the efficiency of internal processes; implementation of digital transformation" <i>(As amended by the decision No. 10 of 13 May 2022 of the Council of the Prosecutor General)</i>	
5.1. Effective, productive and economical use of resources available for the PO's functions. 5.2. Relieving prosecutors from technical work. 5.3. Rational staff management, including balancing the prosecutors' workload. 5.4. Adjusting the PO's internal regulatory enactment drafting system. 5.5. Improving the internal information exchange processes. 5.6. Expanding the use of the information and communication technologies. 5.7. Ensuring the PO's operation in case of emergencies, supporting of flexible working hours. 5.8. Improving the information technology infrastructure to optimise the PO's operation processes. 5.9. Introducing modern solutions for the working environment and physical security.	
OUTCOMES TO BE ACHIEVED AND THEIR INDICATORS	
OUTCOME	INDICATORS
a) completed evaluation of the PO's back-office management system	An evaluation report with recommendations regarding structural changes to the back-office management system, based on the assessment of the competencies required, review and consolidation of overlapping functions, etc., to optimise the management processes
b) developed and implemented reform of the PO's remuneration system	Methodology and plan for the gradual implementation of the remuneration reform based on the results of the evaluation of the back-office management system and the assessment of the employees' qualifications, competencies and performance, within the PO's budget

c) developed and implemented mechanism for the analysis of the costs of the PO's functions, which provides a basis for evaluating the effectiveness, productivity and economy of its operations	Methodology setting framework for the cost analysis of functions (the costs of which functions need to be analysed, what factors need to be taken into account and which categories of expenditure constitute the costs attributable to the performance of certain functions, what formulas are applicable, where and how data are obtained, etc.)
d) improved mechanism for planning and monitoring the Administrative Director Service operations, which creates a basis for performance management	Methodology for the planning and monitoring of the Administrative Director Service's work, setting the vertical cascade of goals, enabling consistent follow up and increasing staff awareness of the Strategy and their role in it
e) completed assessment of the effectiveness of the PO's staff management	Evaluation report with workload indicators and recommendations for improving the effectiveness (determination of individual goals, periodic progress review)
f) developed criteria for monitoring the workload of the district level prosecutors	More balanced workload allocation to district level prosecutors Improvement of the prosecutors' satisfaction levels (the first survey conducted in 2022, second – in 2024)
g) recruitment of qualified support staff, allocating the funds for salaries and facilities	Successful recruitment of qualified staff (onwards from 2022) Evaluation of the impact of the recruited staff on the improved performance of the prosecutors' principal functions, and subsequent development and implementation of a further recruitment plan (the first evaluation conducted in 2023 regarding 2022) Prospective assessment of the institution of prosecutor's assistants – what can and should be done to strengthen their role and to facilitate their progression to applying for the prosecutor's position (differentiation of duties and responsibilities based on the experience, competence and qualification, and an appropriate remuneration system)
h) effective professional performance evaluation of the prosecutors and the staff	Developed and put in practice mechanism to evaluate professional performance, which ensures regular evaluation of the prioritized performance indicators set for each prosecutor and employee and determines their

	development prospects. Performance management principles are in place for the personnel, based on their performance planning and assessment
i) competency assessment of the PO's managerial personnel	Developed and put in practice mechanism to evaluate the competencies of the PO's managerial personnel, which ensures regular evaluation of their performance and determines their development prospects
j) a standardised control mechanism for the development and application of internal regulatory enactments that determines the range of the officials to be involved in the control of drafting and applying internal enactments, responsibilities of such persons, and the respective procedures	A control mechanism is developed and put into practice for the drawing up and applying of internal regulatory enactments, hence improving the system for the development of the PO's internal regulatory enactments and improving the information exchange process within the PO. The feasibility is evaluated of applying the principles of ISO standards (quality management system, risk management) to the PO's specifics, and an approach is developed for the implementation of the quality management system
k) evaluation of the results of the PO's reorganization in 2021	Evaluation criteria, evaluation report with recommendations (evaluation begins in 2023).
l) implementation of the quality management system	A system is introduced to ensure the progress and management of the PO's operations, describing the operation processes (principal processes, management processes, support processes) implemented to achieve certain performance results and expected to determine the interrelation of operation processes and the respective responsibility of PO's structural units
m) templates of criminal procedural documents are integrated into the ProIS to expediate, improve and streamline production of procedural documents	Prosecutors draw up all criminal procedural documents using the electronic templates (the first evaluation conducted in 2025 regarding 2024)
n) organization of the prosecutors' criminal procedural activities through the e-case managements system	Entirely electronic criminal proceedings
o) further development of the ProIS within the 2nd stage of the e-case development project	Successful management and administration of the ProIS development project to achieve the objectives set for the system, within the Investment: 2.1.2.1.i. "Centralised governance platforms and systems" of the line 2.1 of reforms and investments "Public administration, incl. digital transformation of

	municipalities” of the Component 2 “Digital Transformation” of the European Union Recovery and Sustainability Mechanism Plan
p) development of the digital transformation strategy that includes a plan and a structure for optimizing and automating the PO’s processes, based on cost-effectiveness considerations	Compliance analysis of the current technologies and definition of the required development. The evaluation covers the PO’s core processes as well as the processes of support and management. The main digital initiatives are identified and detailed that are needed to achieve the PO’s digitization goals in the coming years, their funding and sources
q) transition from capital investments (purchasing fixed assets the technical support, maintenance, and repair of which results in additional burden on the administrative and staff resources) to the outsourced-service model hence acquiring the needed facilities through rental and maintenance services (multifunctional bulk-printing equipment)	The multifunction bulk-printing equipment is outsourced. The document scanning and printing processes are in line with the latest technological trends in terms of both quality and performance and speed
r) improvement of the IT hardware infrastructure	The IT system evaluation has resulted in certain proposals and an action plan for the necessary improvements in the IT hardware infrastructure
s) improvement of the IT security infrastructure	The IT system evaluation has resulted in certain proposals and an action plan for the necessary improvements in the IT security infrastructure
t) successful real estate development projects for the PO’s structural units	The renovation project for the building of the General Prosecution Office at 6 Kalpaka Boulevard in Riga, in cooperation with the State joint stock company “State Real Estate”, ensuring adaptation of the building to the PO’s specific needs. Evaluation of the future locations for the PO’s regional structural units, and development of proposals for further action if any opportunities arise to improve the working conditions in the PO or to optimise the appropriation of the state budget funds without compromising the effectiveness of the PO’s processes

u) improvement of the occupational safety system	The assessment of the occupational safety at the PO's structural units is completed resulting in an action plan to minimize any potential hazards through modern preventive occupational safety measures
v) implementation of the PO's physical security policy	The assessment of the physical security at the PO's structural units is completed resulting in an action plan to optimise and automate the physical security system and processes in question
GOALS: 6th PRIORITY "Explaining to the public the PO's role and the tasks of the prosecutor"	
6.1. Raising public awareness of the role and special legal status of a prosecutor. 6.2. Increasing public confidence in the PO. 6.3. Creating successful cooperation with the higher education institutions to encourage the current law students to become prosecutors. 6.4. Conducting of a proactive public relations campaign.	
OUTCOMES TO BE ACHIEVED AND THEIR INDICATORS	
OUTCOME	INDICATORS
a) increase of public confidence in the PO	Base year 2018: 43.9%; 2024: 45.8%; 2027: 47.1% (NAP2027)
b) development and implementation of the PO's public relations and communication strategy	The PO's Public Relations and Communication Strategy for the three-year period (2022–2024; 2025–2027) is approved determining its tasks and measurable performance indicators
c) implementation of the communication measures to promote the prestige of a prosecutor, especially among students	The number of informative materials prepared, and the size of the audience reached
d) implementation of the communication measures to foster a positive PO's image	The number of informative materials prepared, and the size of the audience reached
GOALS: 7th PRIORITY "Developing of the prosecutors' and employees' skills and promoting of their engagement with commitment to principles of ethics and integrity" <i>(As amended by the decision No. 10 of 13 May 2022 of the Council of the Prosecutor General)</i>	
7.1. Highly qualified, professional, honest prosecutors and employees.	

- 7.2. Continuous management of the professional development model, ensuring long-term and up-to-date vocational development.
- 7.3. Implementation of the knowledge management principles, ensuring efficient circulation of knowledge driven by creation, acquisition, accumulation, analysis, and transfer of knowledge.
- 7.4. Improvement of the methodological support.
- 7.5. Motivation for the prosecutors' and employees' personal growth.
- 7.6. Putting the new Code of Ethics for Prosecutors into practice.
- 7.7. Developing and implementing into practice of a new Code of Ethics for Employees.
- 7.8. Implementing of integrity control system (strategy).

OUTCOMES TO BE ACHIEVED AND THEIR INDICATORS

OUTCOME	INDICATORS
a) completed prospective assessment of the required knowledge, competencies and skills for prosecutors and employees	An evaluation report with recommendations on the measures needed to develop the required skills
	Involvement in the development of the design and syllabus of the prosecutor training programme planned at the Judicial Training Centre: number of proposals duly prepared, meetings with the developers of the training program
b) continuous identification of topical training subjects for prosecutors and employees, and subsequent provision of the necessary training	The relevant training identified during the professional performance evaluation and via the activities of the coordinating (mentoring) prosecutors, and within the framework of recommendations set by the inter-institutional and foreign organizations
	Number of prosecutors lecturers duly trained to teach the identified training subjects
	Number of prosecutors and employees who have completed the training
c) creation of a training process administration system	A system for the administration of the prosecutors' and employees' training process is developed and implemented, the e-learning environment

	accumulates the materials of trainings internally organized by the PO, ensuring their availability depending on the need
d) rate of the prosecutors' and employees' engagement (%), annual satisfaction survey	First satisfaction survey in 2022 (base indicator), annual increase of 2%
	Number of prosecutors and employees (%) who feel involved in the decision-making affecting their work – base rate and annual increase
	Number of prosecutors and employees (%) who believe that their supervisor motivates them to work better – base rate and annual increase
e) measures to strengthen the capacity of developing the methodology needed for the prosecutors to be able to carry out their duties	The competence of the structural units responsible for the development of the methodology is determined
	The procedure for the development, coordination, approval and application of the relevant methodological materials is determined
f) creation of a group of coordinating (mentoring) prosecutors, defining specific directions of peer-provided methodological support	Number of consultations provided per year
	Number of online discussions per year
g) analysis of factors promoting and hindering the growth of prosecutors and employees	Survey for prosecutors and employees on their personal growth, report on the results of the survey stating the factors promoting or hindering such growth, with recommendations on how to improve the situation
h) the standards of the new Code of Ethics for Prosecutors are complied with	Number of events to introduce the new Code of Ethics for Prosecutors
	Number, per year, of discussions and consultations on ethical matters with case studies
i) a new Code of Ethics for Employees has been approved, and its standards are complied with	Developed and approved new Code of Ethics for Employees
	Number, per year, of discussions and consultations on ethical matters with case studies
j) the Integrity control system (strategy) has been developed and implemented	Analytical report on existing risks with recommendations on the measures necessary to reduce the impact of the risks in the main risk areas and processes

	Number, per year, of risk mitigation measures and training
k) popularization of the whistleblowing channel created in the PO	Increase in the number of inquiries submitted through the whistleblowing contact point on the professional activities of prosecutors
KEY PERFORMANCE INDICATORS	
1. Increase in the number of completed criminal proceedings related to prioritized offences. 2. Whenever possible, a fair settlement of criminal-law-based legal relations is reached during the pre-trial criminal proceedings. 3. In criminal proceedings regarding a criminal violation or a less serious crime, a fair settlement of criminal-law-based legal relations is reached within 48 hours. 4. Increase in public confidence in the PO. 5. Satisfaction of prosecutors and employees with their work in the PO.	