Standard Summary Project Fiche for the Transition Facility

1. Basic Information
   1.1. CRIS Number: 2004/006-270.04.04
   Twinning EE04-IB-JH-04
   1.2. Title: Assistance for improving management decisions in the Estonian Police
   1.3. Sector: Justice and home affairs
   1.4. Location: Estonia

2. Objectives
   2.1. Overall Objective(s):
   Increased efficiency of the Estonian Police, in particular for crime detection.

   2.2. Project purpose:
   Implementation of the Police reform through more efficient police management based on better data analysis.

   2.3. Justification
   The objectives are supported by the following police development related documents:

   Second monitoring mission (peer review) after closure of accession negotiations under chapter 24 in the fields of Justice & Home Affairs in Estonia: “Further concerted efforts are needed in relation to organisational restructuring of the police. As already noted in last year's report, the organisational reform of the police (including reducing the number of prefectures and creating regional emergency centres) has been delayed until now and remains to be implemented. Attention needs to be given to the administrative capacity of specialist units. Attention will have to be paid to ensure that staffing and resources of specialist police units are adequate.”

   National Plan for achieving accession readiness for joining EU. Chapter 24: “Co-operation in Justice and home affairs”, sub-section 4: “Police co-operation”: “Determination of functions and work allocation of different structural units (Adjustment of work allocation of the law enforcement and the criminal police, and clarification of a resulting necessity of resource re-allocation).”

   Monitoring Report for the Commission Review- Estonia 2003, chapter: 24 Justice and Home Affairs, Police co-operation. “As of 01.01.2004 the Police management (incl. Police Board) will be restructured and the number of Police Prefectures (currently 17) will be reduced. New quality management system appears to be good basis for improved monitoring and performance.”

   Comprehensive monitoring report from the Commission, November 2003, chapter 24: “In the area of police co-operation and combating organised crime, preparations are broadly satisfactory. Management, quality control and salary levels of the police are good, as is inter-agency co-operation and, increasingly, information sharing through use of police databases. The organisational reform of the police (including reducing the number of prefectures and creating regional emergency centres) remains to be implemented. Police training is also in good order, but a decision still needs to be made on the funding of the new training system that will start in 2004. As regards co-operation and co-ordination between the police and the prosecuting and judicial bodies, the changes foreseen under the new Criminal Procedure Code will require adequate preparation and training of the police and prosecutors to ensure smooth implementation. International co-operation is well established and supported by co-operation agreements, in
particular the conclusion of an agreement with Europol. Attention should be paid to the timely preparation of national procedures in order to ensure the swift ratification of the Europol Convention upon accession to the EU. The strengthening of the International Criminal Intelligence Department's administrative capacity in connection with the establishment of the Supplementary Information Request at the National Entries Bureau should be stepped up. Inter-agency cooperation is being reinforced. Estonia has signed but not yet ratified the three protocols to the UN Convention against transnational organised crime.”

Relevant recommendations are given in a document “Quality management systems requirements, standard EVS – EN ISO 9001: 2001”.

“Police Priority Trends until the Year 2006”, approved on 03.07.2001 by the decision of the Government of Estonia no 4: clause 4:10: “The efficiency of police service is ensured by data collection and analysis as well as conveying the collected information and analysis to those needing it in their work. Operative and qualitative forwarding of information is a prerequisite for a rapid development of the organisation.” Clause 4:11: “There is the need to involve international experience in police training, especially in continuing education. Clause 4:13: “The computer should become one of the common everyday tools for each policeman… continual applicability of necessary work-related databases should be ensured for all police personnel; databases should be compatible, all police units should be in the same intranet. For more efficient exploitation of info-technological means additional training on info-technology should be conducted for the whole personnel on a continual basis. Clause 6:1: “Police should develop into a well-functioning modern organisation: “Info-technological possibilities should be employed more consciously and systematically for information administration, work management improvement and co-operation development”.

“Trends in Criminal Policy until the Year 2010”, approved by the decision of Parliament on 21.10.2003, clause 8: “The Ministry of Justice co-operates with the Ministry of Internal Affairs and the Ministry of Finances and scientific research establishments to implement common principles for collecting and analysing offence-related statistics from the year 2004.”.

3. Description

3.1. Background and justification

As a result of the big organisational changes in the Estonian Police four regional police prefectures were established (01.01.2004). In the previous situation (up to 31.12.2003), there were 17 police prefectures and therefore the size of service regions, the number of residents, the level of crime and the number of police officers working for the police prefectures varied from each other in great extent, causing big differences in the workload and in the management style of the police prefectures. Enlargement of the police prefectures working regions allows to decrease the number of the employees working for the police support services and to rise the quality of their performance, to reinforce or establish the support services (internal audit, crime analysis, training etc) necessary for a modern police agency what the former small police prefectures did not allow.

The increased force and recourses potential resulting from the enlargement of the police prefectures working regions shall facilitate resolving the crises conflicts and better performing the tasks in emergency, arranging large scale police operations and at the same time reducing the intervention of the Police Board and its co-ordinating role.

In the framework of the police reform, the following organisational changes will take place in the Estonian Police:

- Transition to 4 regional police prefectures (01.01.2004)
- Establishment of the national traffic unit (29.08.2003) which belongs to Law-Enforcement Police
- Reorganization of the Personal Protection Police into the Central Law-Enforcement Police (01.01.2004), which co-ordinates the work of uniformed police, similarly to the Central Criminal Police that is operating in the criminal police working area.
- Specification of the functions of the Central Criminal Police (01.01.2004).
- Restructuring of the Police Board (01.01.2004). The new structure of the Police Board consists of three main departments (Development Department, Service Department and Technical Department) and three bureaus.

The years 2004 and 2005 will be the time of transition to the new working arrangements.

Organizational changes in the Estonian Police are taking place very quickly based more on ad hoc management decisions than analysis. There is a big need for stability and more long-term goals based on analysis. The analysis is one critical success factor of the police reform. It helps in three aspects: (1) to achieve all described purposes of the reform, (2) to improve analytical work of the police institutions in the framework of police reform and (3) to assess the results of the reform.

In 2003 an empirical study was carried out in the Estonian police, “The Role of Crime Analysis in Making Management Decisions in the Police” (Annex 4). It came out that 80% of Estonian police leaders on different organizational levels find it necessary to resort frequently to crime analysis and analysis of police activities in their work (Annex 5). Statistical analysis is most frequently employed on the top management level. Analysis results are applied:
- in crime detection;
- in allocation or re-allocation of resources for detecting specific crimes (including creating structures and defining tasks, forming constable districts, sending patrols into problematic areas and organizing police operations for the detection of crimes and applying other means for crime prevention and solution);
- in crime prevention (e.g. in communication with the public) or in co-operation with local governments for the purpose of crime prevention;
- in goal-setting and compiling activity plans;
- in analyzing work load of police officers for more efficient work organization;
- in performance analysis and in designating performance pay or additional remuneration (Annex 6).

The role of crime analysis is most important in detecting problems and explaining them. All management levels need analysis on both crime tactics and strategy. Analysis is especially important for the more efficient exploitation of scarce human resource of the police in the framework of the police reform. According to the study conducted in the Estonian Police Board police managers recognized a strong need for contemporary data analysis, the current low level of knowledge of analysis skills and analysis tools was considered a problem.

Police leaders usually make simple analyses themselves, more complicated ones being performed by specialists. In most police institutions specially formed structural units deal with statistical analysis of crime and police activities but the analysis level and results do not cover all the needs of the leaders. “More weighty and precise analyses are needed, first of all for bringing out connections between crime/misdemeanour and the time and place of its commission, analysis is needed on the causes and methods of crimes according to crime divisions, also analysis of criminals and victims; there is currently no possibility for quick data inquiries and graphic visualization of analysis results or for example displaying data on digital map,” as it is pointed out by police leaders in above mentioned study.
The absence of common analysis policy and insufficient training on analysis does not enable to assess actual analysis possibilities/potential. The absence of common statements has not enabled to create a strong core of specialists-analysts. Since their functions are not centrally defined, they are dispersed in different institutions and units and often loaded with tasks they need would not need to perform (e.g. because of computer-literacy they make up presentations to leaders, etc.). As the needs of the police for analytical work are not clearly defined, either, it is not possible to recruit analysts meeting certain criteria who would be most efficient for the work. The current police reform creates good prerequisites for the specialization of analysts by merging small police prefectures where it was not efficient to employ highly qualified analysts. At the same time the analysis of the results of police activities, of the environment (crime), etc. enables to use limited resources more effectively, guaranteeing by that successful accomplishing of the police reform.

Prerequisite for analytic intelligence, especially for statistic analysis is the existence of common principles: e.g. common standards of crime registration. Until the present time emphasis has been on the development of operative information systems of the police and less on guaranteeing systematically the quality of data. The function of the “analyst” has lied more in the screening/presentation of data, not so much on the analysis of content and interpretation of numbers. As a logical stage of development besides the existence of the established channels of data gathering and the possibilities of implementing them in operative work, data would be implemented for making tactical and strategic management decisions. This in its turn presupposes processing of data, their analysis and generalization.

Little knowledge of analysis skills was considered as a problem. In the main curricula of Public Service Academy where police officers are trained, a course on statistics is also included. In the framework of the police reform there is a need for a training course to equip analysts in the tactical or strategic level with the skills needed to analyse large amounts of information from a variety of sources and to develop accurate intelligence from this information. The ultimate value of the analytical process is to obtain meaning from the available information, not only compilation and organisation of information, or the preparation of analytical products (f.e. charts). Very important is the problem analysis, which includes techniques to recognise problems and to find solutions by using qualitative and quantitative analysis methods together and by integration of the data from different sources. Emphasis should be on the usable techniques and on practical situations related to the police work. In addition to this course there is a great need for police activities and offences analysis specially adjusted for the police, which could be included in curriculum, training programmes and which is necessary for inculcating common principles and methodology. Continuing training would also be necessary for already employed officials. There is a need for training of leaders on the possibilities of data analysis, also highly qualified analysts are needed who are able to apply more complicated analysis methodologies.

It is important to have common policy for analysis which would include the formation of institutional mechanisms necessary for analysis; defining the analysis competency of leaders, operational core and analysts; mechanisms for finding out the needs for analysis; connecting analytical work with everyday work; assessing the efficiency of analytical work; finding out the optimal number of analysts who would be employed in a police organisation for direct support of police activities; finding out the proportion between analysts from among police officers and civilians; tactical and strategic output of analysis; involving academic institutions into carrying out large-scale researches, etc. Likewise it is necessary to ensure the quality of the data employed in analysis, which in its turn presupposes developing a relevant methodology and creating institutional mechanisms for implementing it. The small size of Estonia as well as the unity of police organisation allow quite a centred approach in these issues.
As one of the success criteria for the reform is the establishment of common training system, promoting training, especially academic research of the police is facilitated by making the information gathered on police activities more easily available and useable to the Police College of the Public Service Academy and the police students involved in police studies.

**The main data sources**
The main data source of the police statistical analysis is the information entered into the police operational information-system POLIS. Data are entered into info-system POLIS from the registration of the message sent to the police until its solution by the police or transferring criminal case to Prosecutor’s Office or Court (Annex 7).

At present the following data are entered into POLIS in case of an incident management:
- Messages received by a police authority (crime reports, reports on violations of administrative law, false reports, information, service information, etc); time, place, initial classification of the incident and description of it.
- Persons (informer, solver), objects (vehicles, arms, etc.) related to the message.
- The information connected to a check-up of the message etc.

When there is a crime or misdemeanour to manage, the following data are entered into POLIS:
- More important procedural decisions beginning from the first procedure, prosecution, dropping of charges etc.
- Movement of criminal cases (merger, severance, forwarding to investigation).
- Persons related to proceedings (suspects, the accused, witnesses, various investigators, etc.).
- Objects, institutions and other targets related to an incident.
- Other specified and new information about the initial message etc.

The POLIS network links Police Prefectures and Police Board, where data are duplicated; operators and patrols are connected by radio with their operational centres settled in the regional Prefectures (Circulation of Data in the POLIS Information System is presented in Annex 8).

In addition to POLIS several other electronic databases are in exploitation which should be an input for data analysis: e.g. personnel database PERSONA; accounting database VERP, database of police vehicles PARK; Pilot map software (REGIO) is in usage which can be currently employed for planning police operations and which could be connected to the crime and police activities related information in current databases. Depending on the nature of data and the method of their collection, data are coded or non-coded, in databases they are mostly coded. POLIS and PERSONA also include some programmed report modules (not online inquires).

The main task of the Technical Department of the Police Board is ensuring the creation, developing, service and protection of IT and communication systems, ensuring information delivery; organizing registries and other databases. Main information enterers work in the police prefectures. The control of the input data and correction of data is the task of on-spot employee of special division in the police prefectures and centrally the task of the Database Division under Technical Department of the Police Board.

**Analysis and Estimation**
The main task of the Development Department of the Police Board is the analysis and prognosis of the law and order situation, development of police activities and plans. Personnel-related statistics are dealt with by Personnel Division of the Police Board. In other police institutions under the jurisdiction of the Police Board – in the police prefectures, in Central Criminal Police and Central Law Enforcement Police – information analysis is dealt with by information divisions
or specialized analysis units. The obligation of analytical work in the police institutions is
prescribed in their statutes. In addition to special structural units data are analyzed and assessed by
leaders on all organizational levels and data analysis is to some extent dealt with by all the police
officers. On operational level analyses are more case-related, on the higher hierarchy of the
organization there is more statistical data analysis.

Data on law and order situation and police activities are transferred to different target groups:
police management, all police employees (Intranet), Ministry of Internal Affairs, Ministry of
Justice, local governments, the third sector dealing with crime prevention, establishments of
private sector (e.g. security agencies, stores, etc.), the public (articles in the press, interviews on
TV, police web-page in internet), information inquiries by parliament members, international
organizations, etc. Reports and conclusions are mostly periodical (quarterly, biannual, annual).
Regular conclusions/overviews are mostly planned for getting an overview of the priority areas in
a specific period.

Qualitative analysis presupposes different methods of data gathering and no special technical
means are needed but for the analysis of quantitative information included in databases, statistical
data processing and analyses are implemented by software solution especially developed for that
purpose. Currently the police do not use special statistical data processing and analysis software
(exc. 15 Analyst’s Workstations for case-analysis at operational level, see explanation in clause
3.2). Statistical data of offences and police activities are mainly processed in MS Excel, opinion
polls in SPSS.

In the estimation of leaders, statistical crime analysis necessary for making appropriate
management decisions must show crime dynamics, tendencies, current situation and make
prognoses. In addition to crime analysis it is necessary to apply statistical data analysis for
assessing different aspects of police activities (e.g. personnel analysis, public opinion polls, etc.).
More advanced analysis tools would be necessary for supporting more sophisticated data
processing and in-depth analysis, quick data inquiries as well as visualizing results by using tables,
graphs or geographical maps, detecting and predicting crime problems as well as preventing them,
which would be a reliable input for making decisions (in planning, allocating resources, etc.). The
means of analysis should enable the integration of data from different databases: to explain
connections between police resources (people, technology, etc.) and work performance (POLIS,
register of proceedings). It is necessary for the optimal usage of technical resources and the
harmonization of the workload of police officers, which is also one of the goals of the police
reform. Integration and analysis of data from administration databases as well as operative
databases of police activities enable to create a management information system in the future, e.g.
on the basis of BSC (Balanced Scorecard).

In conclusion the analysis software package should involve components enabling:
- fast access to the database systems (Oracle, Progress, SyBase) being currently used by the
  Police, drawing up reports, making rapid on-line inquiries, screening and visualizing data in
different formats (tables, graphs or geographical maps),
- to process and manipulate data,
- in-depth analysis,
- to describe variables (crosstables, summaries, distribution, correlations, frequencies etc.)
- to assess reliability of data and relevance of variables
- to use typical techniques for statistical analysis: comparison of means, analysis of variance,
  regression, correlation, time series, cluster- and factor analysis etc.,
- to distribute results by web (Annex 9).
Some examples of the efficiency of the software for the Police:
- The analyst is able to conduct in-depth analysis, e.g. on the correlation of certain types of crime, factor and cluster analysis, can reveal groups of different types of crimes that are correlated to each other, so it would be more efficient to implement combined measures in combating them. It gives a good basis for planning.
- The analyst is able to explain factors that affect crime situation, e.g. in the analysis of variance explains the influence of regional factors (social, economic and other factors). This aspect is essential in planning the activity oriented to regional problems as well as in assessing the efficiency of police service.
- The analyst can explain how optimally the resources (people, technology et al) are allocated, what the connection is between resources and work performance as well as the influence of specific law amendments or decisions. This is important for assessment of the performance of the police.
- The regular user and leader can display relevant data by a quick inquiry by web distribution (in the form of tables, graphs or geographical (map) presentation). It is possible to draw up reports based on a concrete need/task independently, etc.

Several business enterprises offer data processing and analysis packages necessary for statistical data analysis, which would facilitate working with large data files in the police (SAS – Statistical Analytical Systems, SPSS, GIS – Geographical Information System and others). Pilot project of strategic analysis (Performance Management) is in process for assessing the compatibility with SAS software solution. Software solutions can present additional quality and other requirements for the useable hardware.

After the project completion the Police Board, the Central Criminal Police, the Central Law Enforcement Police, four police prefectures will become the owners of equipment and software. According to preliminary estimations up to 10 analysts workplaces are needed (3 for Police Board, 1 for all other police institutions). All the analysts working in the aforementioned institutions will be provided with relevant training in the framework of the project.

In conclusion the specific goals for achieving the purpose of the project are:
- Implemented common analysis principles
- Trained analysts and leaders
- Improvement of analytical tools (procurement and application of analysis software):
  - Police has timely and adequate overview of law and order situation, enabling to detect crime-related problems, to predict them and to respond appropriately to the changes in law and order situation
  - Qualified analysts in the police who are provided with data analysis software necessary for their work and support everyday activities of the police by data analysis.

**Obligatory requirement of analysis**

Pursuant to the Public Information Act the holder of information is obliged to reveal generalised statistics relating to crime and misdemeanours (§28 subsection 2), information concerning danger to the life, health and property of persons (§28 subsection 7). As the Police Act (section 12) prescribes the obligation of the police to receive and register information on crimes and other events, POLIS provides info-technological solution for that purpose. But the Police Act (section 12) also prescribes the obligation of the police to inform state and local government authorities and the public regarding crime situation, which in its turn presupposes certain data processing and analysis to get a necessary overview of the situation by making a generalization on the basis of individual cases.
Analysis obligation of each individual police structural unit has been prescribed in the statutes of police institutions. The task of the Police Board also includes the analysis, co-ordination, direction and supervision of the activities of police institutions and police school under its administration. The main task of the Development Department of the Police Board is the analysis and prognosis of the law and order situation; development of police trends and plans; ensuring the creation, developing, service and protection of IT and communication systems, ensuring information delivery; organizing registries and other databases.

The importance and reliability of police statistics and data is underlined in development of strategic documents. In chapter 2 of the explanatory letter to “Trends in Criminal Policy until the Year 2010” it is noted: “Due to the fragmentary nature of other sources it is the police statistics that can first of all be taken as a basis for crime description within the said period (1991-2001)…”. In the “Estonian National Development Plan – Single Programming Document 2003-2006” it is noted in chapter 1.3.5 which covers social problems that “In describing crime situation the main data sources are police statistics on registered crimes and public survey on crime-victim cases”. It also shows the importance of police statistics for other institutions dealing with law and order problems.

In “Police Priority Trends until the Year 2006”, in the analysis of the police organisation SWOT it is observed: “Information plays a very essential role in police work, the efficiency of all work is to a great extent dependant on having command of it.”. Statistical processing of great files enables to select the important and present the understandable (the interpreted) result.

Considering the nature of the project, no NGOs were consulted during the project preparation process. The project aims at institution building at the central government level and the NGOs are not seen as directly benefitting or having a role in the project’s activities.

### 3.2. Linked activities:

The following home affairs projects were financed under Phare programme in Estonia:

<table>
<thead>
<tr>
<th>Project no</th>
<th>Name</th>
<th>Amount EUR</th>
<th>Status</th>
</tr>
</thead>
<tbody>
<tr>
<td>ES0007-2</td>
<td>Police Training and Educational System</td>
<td>390 000</td>
<td>Completed</td>
</tr>
<tr>
<td>ES01.04.01</td>
<td>Developing the Readiness to Implement SIS</td>
<td>1 675 990</td>
<td>Ongoing</td>
</tr>
<tr>
<td>ES01.04.03</td>
<td>Program of Information System for Criminal</td>
<td>605 313</td>
<td>To be completed by the end of 2003</td>
</tr>
<tr>
<td></td>
<td>Investigation and Criminal Analysis</td>
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The current project supplements the results of the project Police Training and Educational System (ES0007-2). Vision on learning of the Estonian Police was elaborated under this project and 9 core jobs and core activities for those were identified (analysts not included), blueprint for the curriculum of the core job of the Constable was elaborated. Under current project a training program of statistical data analysis will be adjusted to the police and included in the police curricula/continuing training programmes.

In the framework of the Phare 2001 National Programme Project Program of Information System for Crime Investigation and Crime Analysis (ES01.04.03) the procurement of 28 Analyst’s Workstations is planned by December 2003, out of which 16 are planned for the police, 1 of these for Financial Intelligence Unit. The Analyst's Workstation integrates the complete i2 suite of analysis tools that enables switch seamlessly between different analysis techniques without losing the overall thread of work:

The results of the project Program of Information System for Crime Investigation and Crime Analysis do not overlap with the present project, since the former was more oriented to the
analysis on the operative level – case analysis for explaining relationships between people, organisations, events, etc. (mainly Analyst’s Notebook is used). The aforesaid project did not include more complicated methods of statistical data processing and analysis that is necessary for statistical processing of large files in the police and for enabling to explain the reasons of offences and by doing it to prevent them. Likewise essential aims of the present project are applying common analysis principles and defining the competence of analysts in the Estonian Police as a whole, which the aforesaid project did not cover.

The present project can be considered as a development of the aforesaid project, focusing more on statistical data processing and analysis methodologies. The suitability of Analyst’s Workstation iGlass (which is more an excellent presentation tool for data visualization and pattern analysis using graphs, charts and tables) for police statistical data processing and analysis should be evaluated and compared with the most-applied and most-presented solutions (including analysis of variance, regression, factor analysis, cluster analysis etc.) in police of other countries.

3.3. Results\(^1\):

1. Strategy on analysis of police activities incl crime analysis (Contract 1) developed;
2. Recommendations on the institutional framework for implementation of the strategy and design of a management plan (Contract 1)
3. Methodology for evaluating the quality of data and recommendations for its implementation elaborated (Contract 2);
4. Training program of statistical data analysis adjusted to the police developed;
5. 30 analysts qualified on data analysis in police institutions (Contract 1) and skilled for working with analysis software (Contract 2);
6. Managers are aware of the possibilities of data analysis and implement the results of analysis in decision-making process (Contracts 1, 2);
7. Application software of data analysis is in use (Contracts 2, 3).

3.4. Activities:

3.4.1 Contract 1: Twinning (386 000 EUR TF)

The project will be implemented through a Twinning package, which will include the following components:

**Developing Analysis Principles and Policy**

1. **One long-term Resident Twinning Advisor (RTA)** for 14 consecutive-months in the amount of 210 000 EURO-s is needed.

   **Tasks:**
   1. Preparation and conduction of a study with the aim of specifying the need and prerequisites for analytical work in the Estonian police.
   2. Developing a strategy for the analysis of police activities (incl crime analysis) which includes:
      - Assessment of the needs for analysis;
      - recommendations for creating the institutional mechanisms necessary for best use of analysis;
      - assessment of the competence of current staff (leaders, operational core and analysts);

\(^1\) For the indicators please see Annex 1 – Logical Framework Matrix
- basis for a management plan including,
  * recommendations for combining analytical work with everyday work; *
  * criteria for assessing the efficiency of analytical work;*
  * recommendations for the optimal number of analysts who should be employed in police
  * organization for direct support of police activities, inc the proportions
  between analysts from among police officers and civilians;
  * job description of specialized analysts;
- principles of training, recruiting, career model and remuneration of analysts;
- defining tactical and strategic output of analysis;
- recommendations on when to involve academic institutions in analytical work.

3. Recommendations on the institutional framework for implementation of the strategy and design
   of a management plan
4. Evaluation methodology for the quality of numerical data (document) and recommendations for
   the institutional guarantee of its implementation.
5. Compilation of primary assignments for experts (STE) who prepare data analysis training.
6. Training program of data analysis adjusted to the police (in co-operation with STE).

**Profile:**
(1) Higher education (scientific degree recommended) in social sciences.
(2) Excellent knowledge about the needs of analytical work of the police and experience in
analytical work for 5 years minimum.
(3) Experience in directing analytical work of the police.
(4) Knowledge of management, especially in strategic management and planning
(5) Good skills in conveying knowledge/teaching
(6) Computer literacy: skills in working with statistical data processing and analysis programs
(7) Good command of the English language

2. **MS Project Leader** 12 man – days over 14 calendar months in the amount of 10 000 EURO.

**Tasks:**
(1) General co–ordination of the project
(2) Supervision of budget
(3) Making conclusions

**Profile:**
(1) Knowledge about the analytical work of the police
(2) Excellent knowledge of management and high level position in the police of a Member
 State
(3) Experience in risk assessment and programme evaluation
(4) Experience in international co – operation projects
(5) Good command of the English language
(6) Computer literacy

3. **RTA Assistant** (14 consecutive months, 14 000 EUR)

**Tasks:**
Provision of full time assistance for purposes of translation and interpretation, organisation of
meetings and office duties on a daily basis

**Profile:**
(1) Excellent knowledge of English
(2) Computer literacy
(3) Experience in assisting (international) projects would be an advantage
(4) Strong organisational skills
**Training**

4. **Pool of short term experts (STE)** in the field of statistical analysis methods for a total of 5 months in the amount of 100 000 EUR

**Tasks:**
1. Assessment of the current situation and needs for data analysis of the Estonian police.
2. Review of existing curricula and developing a curriculum (with RTA) for methodologies and materials of data analysis (after the completion of the project the Public Service Academy will be the owner of the developed curriculum, see 7.4). Training should give theoretical as well as practical knowledge:
   - concerning the needs and possibilities of using data analysis in the police;
   - concerning the timeliness and adequacy of the information meant for observing law and order problems, detecting and predicting them;
   - for independent devising of problem-settings and hypotheses as well as forming analysis models;
   - concerning data analysis techniques, incl. qualitative and quantitative methodologies.
3. Conducting 2-week training session for 30 analysts in three groups (à 10 officials, 3x5 days total).
4. The preparation and conduction of training programme and preparation of study materials in order to increase awareness among leaders regarding analysis. The target-group is top and middle managers, about 120 leaders total. 3-day trainings in 3 groups, à 40 officials (3x3 days total).

**Profile:**
1. Excellent theoretical as well as practical knowledge regarding the needs for (statistical) analytical work of the police
2. Analytical work experience of the police
3. Computer literacy: skills in working with programs of statistical data processing and analysis
4. Experience and good skills in conveying knowledge/teaching and the development of curricula
5. Good command of the English language

**Training related costs**

Training materials (inc individual study materials) 11 300 EUR by TF budget: Translation, purchasing of copyright, individual advanced-level study materials for 30 analysts and introductory material for 120 leaders, presentation materials, etc.

Rent expenses of rooms and presentation technique of training sessions (30 study-days total) 7 200 EUR will be covered by the national co-financing.

**Study visits**

In the framework of the project 2 visits will be made: 6 days total to 10 persons, 12 500 EUR total (round-trip travel expenses 6 500 EUR will be covered by the budget of the Ministry of Internal Affairs, daily allowance 6 000 EUR by TF budget).

- 1 study visit for 5 analysts (for the Estonian analysts: 2 from the Police Board, 1 from Central Criminal Police, 1 from Personal Protection Service, 1 from Public Service Academy) with the duration of 3 days in order to familiarize with the analytical work and possibilities of the police in the project partner-state and to define the trends of the Estonian police.
- 1 study visit for 5 analysts who have passed the training at the end of the project. The duration of the visit is 3 days with the aim to clarify police specific issues/problems that have come up during the analysis courses after software training, which is not conducted by the police.

**3.4.2 Contract 2. Procurement, development and application of software (350 000 EUR of which 262 000 EUR by TF budget), incl.**

**1. Procurement of software (250 000 EUR of which 187 000 EUR by TF budget)**

An overview has been given on the existing databases and systems in the police in annexes 7, 8 and 9. The analysis software should support the systems of databases being used for police databases (Oracle, Progress, SyBase).

Analysis software package should include components enabling:
- fast access to the existing database systems (Oracle, Progress, SyBase), drawing up reports, making rapid on-line inquiries, screening and visualizing data in different formats (tables, graphs or geographical maps),
- to process and manipulate data,
- in-depth analysis,
- to describe variables (crosstables, summaries, distribution, correlations, frequencies etc.)
- to assess reliability of data and relevance of variables
- to use typical techniques for statistical analysis: comparison of means, analysis of variance, regression, correlation, time series, cluster- and factor analysis etc.,
- to distribute results by web.

Calculation of the software environment for the computer and estimated cost of the relevant software package are based on costs on the Estonian market.

Procurement of and adaptation of application software of statistical data processing and analysis (up to 30 licenses, including up to 10 licenses for analysts, other for users). After project completion Police Board, Central Criminal Police, Central Law Enforcement police, police prefectures, Public Service Academy will become the owners of equipment and software (the location of analysis software). According to preliminary estimations up to 10 workplaces are needed (3 for Police Board and 1 for each police institution). The real need will be specified in the course of the project. All the analysts working in the aforementioned institutions will be provided with relevant training in the framework of the present project. The users are described under background information (3.1) and institutional framework (4).

**2. Technical assistance for data import and making it compatible with software within 10 man-months (60 000 EUR of which 45 000 EUR by TF budget)**

Testing the technical suitability of analysis software solution and the IT environment of the police and technical support of analysis program:
- Data importing, making compatible with software, collection into data warehouses and preparation.
- Creation of data warehouse into a specific server directory/servers directory with the access from analysts’ workplaces/computers.
- Customer support for the users of analysis program.

**3. Training on the usage of data analysis program (40 500 EUR of which 30 000 EUR by TF budget)**

Tasks:
1. Preparation of training programme on the usage of application software of statistical data analysis and working out relevant study materials (analysis modelling etc).

2. Carrying out 2-week training session for 30 officials in two groups (à 10 officials, 3x5 days total). Training includes implementation of different data analysis techniques with the help of analysis program, incl:
   - description and manipulation of variables in database (data-coding, index-formation, etc);
   - methodical and substantive interpretation of results;
   - acting out practical examples etc.

3. Preparation and conduction of training programme and preparation of study materials in order to increase awareness among leaders regarding analysis. The target-group is top and middle managers, about 120 leaders total. 3-day trainings in 3 groups, à 40 officers (3x3 days total).

A feasibility study will be conducted by April 2004 for the investment needs for contract 2, for which finances will be contended via Project Preparation Facility 2 (PPF 2). The budget for contract 2 should be revised according to the results of this study. The study will define the software and training needs and detailed functionalities of the software and draw up a tender dossier based on which a procurement can be carried out. Any additional cost that might result from this study for the procurement will be covered by national funds. Should any of the components as listed above be excluded from the investment, Transition Facility financing will be reduced accordingly.

The feasibility study will also provide recommendations as to the number and nature of contracts necessary (service/supply).

**Procurement of hardware/equipment (from Estonian state budget 20 000 EUR)**

In order to ensure a necessary computer hardware environment for the users of analysis software (15 PC-s), computer configuration should meet the minimum requirements set for it. It is also necessary that the storing of data would be ensured by appropriate hardware, e.g. separate server (2 servers) for data warehouse (calculation in Annex 11). National cofinancing will also cover any maintenance fees deriving from the procurement of the software, hardware and licenses.

**3.5. Lessons learned:**

The Estonian police has direct experiences from three finished Phare projects: Development of Criminalistics and Forensic Science, Police Training and Education System and EU Phare Support to Development and Implementation of the National Drug Strategies and Programme. Final reports of these projects also included recommendations for future that can be considered during the implementation of current project.

Four Phare projects are currently being implemented under Ministry of Internal Affairs: Developing the readiness to implement SIS, Program of information system for criminal investigation, Enhancing border control and development of border surveillance at Estonian Eastern border and Extension of Estonian Automated Fingerprint Identification system. Two additional projects were approved under the Phare 2003 programme: Improving investigation involving digital evidence and Support to the creation of witness protection system. All projects cover different fields of justice and home affairs.

As regards project implementation the decentralised approach has been most successful. Direct beneficiaries are implementing the projects having designated or employed project managers and assisting staff for proper implementation.
Lessons for the future on the basis of the experience with Phare projects:

- **“Timing of different elements of the project** In future projects, involving big investments, both the CC and MS representatives should be informed as clearly and accurately as possible of how the procurement process has to be handled according to EU rules and regulations, and how much time it really requires.

- **Experts adaptation to the foreign work environment**, where he/she is to a certain extent as an outsider, could be easily improved e.g. through a tutor system. Task managers have very many responsibilities and very tight work schedules. Thus it could be useful, right in the beginning of the project, to set up a timetable for the meetings between the task manager and expert covering the entire project.

- **Interpreters continuously available throughout the project.** This requires a lot of extra efforts, especially in multidisciplinary projects, but it would make the training increasingly effective. (Phare twinning project ES9905/IB-JH 01 “Development of Criminalistics and Forensic Science”)

- **Linguistic misunderstandings**

- It takes a great deal of time to build teams, considering the experts' expectations of their roles that tend to some degree to be full of conflicts. This process should be taken into account during the drafting of the Covenant.

- **Too ambitious, objectives due to a lack of experience and personnel, excessive demands on the level of administrative processing** (for example, in the field of invitations to tender, etc.), despite the people's commitment and motivation. The objectives defined in the Covenant should also be oriented towards the administrative possibilities.

- **Precise definition of the expert’s profile and tasks, realistic and measurable outcomes of the project, communication and co-ordination between evolved parties, problems in timing of different activities** (Phare twinning project EE00/IB/JH-01 “EU Phare Support to Development and Implementation of the National Drug Strategies and Programme”)

Representatives of stakeholders were involved in drafting of all aspects of the project fiche - there is better understanding of expectations of different institutions. Expert's tasks and outcomes were indicated in detail as possible, the feasibility study is to be carried out allowing stakeholders to draft earlier more precise technical specifications.

### 4. Institutional Framework

The Estonian Police is under the jurisdiction of the Ministry of Internal Affairs (Annex 12).

There are 4 national authorities and four regional Police Prefectures (Annex 15) subordinated to the Police Board (PB) (Annex 13): Central Criminal Police (CCP), Central Law-Enforcement Police (CLEP), Forensic Service Centre (FSC), Police School (PS).

The PS is a police educational institution subordinated to the PB which trains junior and senior police officers giving them a vocational secondary education. Public Service Academy is an institution of applied higher education for training public officials, its Police College prepares senior police officers and provides necessary competence for continuing in Master’s programme. In 2004 the police training reform is launched in the framework of which the Public Service Academy and the Police School will be combined.

The following units are more closely involved in this project:

The main task of the Development Department of the Police Board (Annex 14) is the analysis and prognosis of the law and order situation; development of police trends and plans. The main task of the Technical Department is ensuring the creation, development, service and protection of IT and
communication systems, ensuring information delivery; organizing registries and other databases. In police prefectures information analysis is dealt with by information divisions and specialized analysis units of Central Criminal Police and Central Law-Enforcement Police. Contact persons of the project in the police institutions involved are given in Annex 16 (heads of the institutions have given permission to participate in the project). The obligation of analytical work in the police institutions is prescribed in their statutes. Main information enterers work in the police prefectures. The control of the input data and correction of data is the task of on-spot employee of Information Division in the police prefectures and centrally the task of Database Division of the Police Board. In addition to special structural units data analysis is to some extent dealt with by all the police officers.

The final beneficiary of the project will be the Estonian Police as the work results of the police show improvement in tendency and in the types of crime that most affect the safety of population. Analysis function will be improved by elaborating contemporary curriculum and training materials for training police officials and by procuring analysis software.

After project completion Police Board, Central Criminal Police, Central Law Enforcement police, police prefectures, Public Service Academy will become the owners of equipment and software (the location of analysis software). According to preliminary estimations up to 10 workplaces are needed (3 for Police Board and 1 for each police institution). The real need will be specified in the course of the project. All the analysts working in the aforementioned institutions will be provided with relevant training in the framework of the present project.

5. Detailed Budget

<table>
<thead>
<tr>
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<td>20 000</td>
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<td>11 300</td>
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<td>1.8 Study visits</td>
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<td>187 000</td>
<td>350 500</td>
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<td>2.2 Data import and making compatible with software</td>
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<td>45 000</td>
<td>350 500</td>
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<tr>
<td>2.3 Training on the usage of statistical data analysis program</td>
<td>30 000</td>
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<tr>
<td>Procurement of hardware/equipment</td>
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<td>648 000</td>
<td>648 000</td>
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<td>Total</td>
<td>187 000</td>
<td>461 000</td>
<td>125 900</td>
<td>773 900</td>
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* National co-financing will come from the State Budget of 2005

Joint co-financing principle will be followed. The amounts for co-financing indicated in the table correspond to cash co-financing. In addition, in-kind contributions from the Estonian administration for effective implementation of the
Twinning may be further detailed in the twinning covenant. Procurements will be financed via joint co-financing scheme. Twinning co-financing includes travel expenses for study visits totally for 10 persons, production and publication of training materials and rooms costs (rent of rooms for training sessions, presentation equipment and other).

The beneficiary and the National Authorising Officer (NAO) will monitor the co-financing expenses. For the co-finance, a clear and verifiable set of costs will be provided. The beneficiary will define which budget lines are the sources for co-finance. Flow and stock data on co-finance will be submitted quarterly for steering committees, twice a year to the Sector Monitoring Working Group.

The beneficiary, together with the NAO commits to sound financial management and financial control.

**National co-financing**

<table>
<thead>
<tr>
<th>National co-financing</th>
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<th>2005</th>
<th>Total</th>
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</thead>
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<tr>
<td>State budget</td>
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<td>125 900</td>
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<tr>
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<td><strong>125 900</strong></td>
<td><strong>125 900</strong></td>
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</tbody>
</table>

Co-financing funds will be used for financing seminars, study visit and training material. Contract 2 will be jointly co-financed.

6. **Implementation Arrangements**

6.1. **Implementing Agency**

The Implementing Agency is the CFCU. The CFCU will be responsible for tendering and contracting. The responsibility for project preparation, implementation and control will remain in the recipient institution.

The Programming Authorizing Officer/PAO is:
Mr Renaldo Mändmets
Deputy Secretary General of the Ministry of Finance
Tel: (+372) 6113 545
Fax: (+372) 6966 810
raldo.mandmets@fin.ee

The Program Officer/PO is:
Mr Märt Kraft
Secretary General
Ministry of Internal Affairs
Tel: (+372) 612 5008
Fax: (+372) 612 5010
mart.kraft@sisemin.gov.ee

The project leader is:
Mr Priit Männik
Police Director of the Development Department of the Police Board
Tel: (+372) 612 3020
Fax: (+372) 612 3009
priit.mannik@pol.ee

The project manager is:
Ms Marilis Sepp
Senior Police Inspector of the Development Department of the Police Board
Tel: (+372) 612 3312
Fax: (+372) 612 3009
marilis.sepp@pol.ee

IT contact person is:
Mr Raul Savimaa
Police Director of the Technical Department of the Police Board
Tel: (+372) 612 3301
Fax: (+372) 612 3309
raul.savimaa@pol.ee

A counterpart from the PSA for the curricula must be defined here.

A Steering Committee will be set up to oversee the project implementation. The Steering Committee will meet once in a quarter and it will include the representatives of Ministry of Internal Affairs, Police Board, Central Criminal Police, Central Law-Enforcement Police and Public Service Academy a representative from the European Commission as appropriate and the Ministry of Finance.

6.2. Twinning
The Estonian twinning counterpart is:
Ms Marilis Sepp
Senior Police Inspector of the Development Department of the Police Board
Tel: (+372) 612 3312
Fax: (+372) 612 3009
marilis.sepp@pol.ee

6.3. Non-standard aspects
No non-standard aspects are foreseen.

6.4. Contracts
Contract 1 Twinning package: 403 400€ (TF 386 000 €, co-financing 17 400 €).
Contract 2 Service contract for Procurement and application of software (international open procedure): 350 500€ (TF 262 000 €, joint co-financing 88 500 €).

7. Implementation Schedule

7.1. Start of tendering/call for proposals
August, 2004

7.2. Start of project activity
December, 2004

7.3. Project Completion
January, 2006

7.4. Sustainability
Ensuring the institutional structure: workplaces of analysts and other persons involved in this project are existent in police structures, by the statutes the relevant obligation is assigned to specialized analysis units or person. In the course of the police reform special analysis units were established in police institutions which form a good basis for launching the present project.
The alteration of requirements set for the workplace presupposes continuous training for the employed personnel or recruitment of employees meeting relevant requirements, which should be included in training and development programmes of the personnel. For the employee who has been trained as analyst in the framework of the present project the obligation is assigned (contract signed) to organize internal trainings in police institutions, if necessary in co-operation with the Police Board.

For the continuation of training, Police College of Public Service Academy is involved in the project. PC will be so called owner of the training program after project and annual expenses for continuing analysis training will be planned in the budget of the police (the estimated cost calculation is given in Annex 17) and according to it contracts of continuing training are concluded between the Public Service Academy and the Police annually. PC guarantees the inclusion of the training programme in the curriculum of basic police training, if needed. Until then learning is organized in the form of continuous training.

Annual expenses will be planned in the budget of the police for software licenses, to include a relevant application for the new initiatives 2006 in the budget strategy already in 2004.

Continuous analysis software support will be ensured; preparation of data and customer support. These obligations will be assigned to a relevant police structural unit.

The police reform will have no controversial effect on the current project.

8. Conditionality and sequencing
- The project is conditional upon conclusion of written MoU with relevant training institutions (Police College, Public Service Academy) specifying the necessary provisions for delivery of training based on the developed curriculum after completion of the project as well as their commitment to make the necessary resources available that will be needed to achieve the project objectives.

- Contract 2 is conditional upon results of a Feasibility study to be carried out by April 2004; budget for contract 2 might be revised on the basis of the results of this study within the limit of 262 500 € for the transition facility contribution, any additional expense to be covered by national co-financing. Transition Facility financing will be reduced if the scope of the project activities is reduced as output of the feasibility study.

Sequencing
No previous supplementary work is presupposed excl preliminary study on the feasibility of the application software. Feasibility study will be conducted in January-March 2004, for which finances will be contended via Project Preparation Facility 2 (PPF 2).

Preparation of technical specifications for contract 2 as soon as results of the feasibility study are available.

Strategy of police activities analysis (incl crime analysis)
Study on evaluation methodology of the quality of numerical data, recommendations for its improvement and institutional guarantee of its implementation.

Assessment of the current situation and needs of data analysis of the Estonian police.

Procurement and application of software
Study visit for 5 analysts in order to familiarize with the analytical work and possibilities of the police in the project partner-state and to define the trends of the Estonian police.

Training program of data analysis adjusted to the police (RTA and STE).
Preparation and conduction of 2-week training session for 30 analysts in three groups. The preparation and conduction of training programme and preparation of study materials in order to increase awareness among leaders regarding analysis. Study visit for 5 analysts to clarify police specific issues/problems that have come up during the analysis courses after software training, which is not conduct by the police.

**ANNEXES TO PROJECT FICHÉ**

Annex 1  Logical framework matrix in standard format  
Annex 2  Detailed implementation chart  
Annex 3  3A Cumulative Contracting Schedule  
3B Cumulative Disbursement Schedule  
Annex 4  The role of crime analysis in decision-making in the police management: Empirical study  
Annex 5  Analysis Application in Estonian Police  
Annex 6  Correlation between the application of different crime analysis outputs and crime analysis application for management activities  
Annex 7  Data of Offences and Police Activities  
Annex 8  Circulation of Data in the POLIS information System  
Annex 9  Data Warehouse Sources and Application of Analysis (the analysis process model).  
Annex 10  The Structure of Estonian Ministry of Internal Affairs  
Annex 11  The Structure of the Estonian Police  
Annex 12  The Structure of Estonian Police Board  
Annex 13  4 Police Prefectures  
Annex 14  Contact persons of the project in the police institutions involved (heads of the institutions have given them permission to participate in the project)  
Annex 15  The estimated cost of the continuing training in the Public Service Academy
## LOGFRAME PLANNING MATRIX FOR *(add project name)*

**Analysis for improving management decisions in the Estonian Police**

<table>
<thead>
<tr>
<th>Project Number</th>
<th>Total Budget</th>
<th>TF budget</th>
</tr>
</thead>
<tbody>
<tr>
<td>ES</td>
<td>773 900 EUR</td>
<td>648 000 EUR</td>
</tr>
</tbody>
</table>

### Overall Objective

**Increased efficiency of the Estonian Police, in particular crime detection.**

- Work results of the police show improvement tendency (the criminogenic level does not increase in comparison to the 53,595 crimes registered in 2003).
- Decrease in the types of crime that affect most the safety of population (data of the year 2003 in brackets):
  - percentage of the offences against the person (2.2%)  
  - street crimes (14,772), robberies (1885)  
  - number of persons killed in traffic accidents (256)  
  - thefts from premises (6495), from vehicles (7385), thefts of vehicles (460)  
  - crimes committed by minors (2358)

### Project purpose

**More efficient police management based on better data analysis.**

- Improvement of relevancy (65%-2003), timeliness (58%), correctness (56%), availability (77%) and wholeness (39%) of analytical information for managers.

### Sources of Verification

- Regular reporting of police activities  
- Crime statistics

### Assumptions

- Amendments in legislation, latency of crime which was 30% on the basis of public poll conducted in 2003 and the influence of environment should be taken into account.
• Frequency of the implementation of the input of analysis for goal-setting, allocation of resources, communication with the public, assessment of results, distribution of tasks (results of the research in 2003)
• Improved analytical tools for analysts

<table>
<thead>
<tr>
<th>Results</th>
<th>Objectively verifiable indicators</th>
<th>Sources of Verification</th>
<th>Assumptions</th>
</tr>
</thead>
</table>
| • Strategy on analysis of police activities incl crime analysis (Contract 1) developed; Professional.
• Recommendations on the institutional framework for implementation of the strategy and design of a management plan (Contract 1);
• Methodology for evaluating the quality of data and recommendations for the institutional structure of its implementation elaborated (Contract 2);
• Training program of statistical data analysis adjusted to the police developed (training program has been included in the continuing training programmes) (Contract 1);
• 30 analysts qualified on data analysis in police institutions (Contract 1) and skilled for working with analysis software (Contract 2);
• Managers are aware of the possibilities of data analysis and implement the results of analysis in decision-making process (Contract 1, 2);
• Application software of data analysis is in use (Contract 2, 3). | • Principles of the analysis policy of the police have been approved by the Police Board by the year 2006
• Methodical document and recommendations for guaranteeing data quality have been written
• Training programme on statistical data analysis has been made up and adjusted to the police and its correspondence to the basic training programme of the police has been evaluated.
• Analysis software licenses (10 for analysts) have been procured
• Police data from different databases have been made compatible with software application
• 30 analysts who have passed analysis training will be working in police institutions by the year 2006
• 120 leaders who have passed analysis training will be working in police institutions by the year 2006 | • Reporting on project results
• The Police has an adequate human resource potential – qualified analysts. |
**Twinning:**

**RTA’s tasks:**
- Developing strategy of police activities analysis (incl crime analysis)
- Recommendations on the institutional framework for implementation of the strategy and design of a management plan
- Evaluation methodology for the quality of numerical data (document) and recommendations for the institutional guarantee of its implementation
- Preparation and conduction of study with the aim of specifying the need and prerequisites for analytical work in the Estonian police
- Compilation of primary assignments for experts who prepare data analysis training
- Training program of data analysis adjusted to the police (in co-operation with STE).

**MS Project Leader’s tasks:**
- General co-ordination of the project
- Supervision of budget
- Making conclusions

**RTA Assistant’s tasks:**
- Provision of full time assistance for purposes of translation and interpretation, organisation of meetings and office duties on a daily basis

**STE’s tasks:**
- Assessment of the current situation and needs for data analysis of the Estonian police.
- Developing a curriculum (with RTA) for methodologies and materials of data analysis

<table>
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<tr>
<th>Twinning package:</th>
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<th>Estonia</th>
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<tr>
<td>Preparation of TC</td>
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<td>RTA for 14 months</td>
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<td>RTA assistant</td>
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<td>MS Project Leader</td>
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<td>STE (Training on statistical data processing and analysis methods)</td>
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<td>Training of the usage of data analysis program</td>
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<td>Procurement of hardware/equipment</td>
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</tr>
<tr>
<td>Total:</td>
<td>648 500</td>
<td>125 400</td>
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</table>

- Timely conclusion of agreements
- Financing of the programme as indicated in the project
(after the completion of the project the Public Service Academy will be the owner of the developed curriculum, see 7.4). Training should give theoretical as well as practical knowledge.
- Conducting 2-week training session for 30 analysts in tree groups (à 10 officials, 3x5 days total).
- The preparation and conduction of training programme and preparation of study materials in order to increase awareness among leaders regarding analysis.

Study visits:
- 1 study visit for 5 analysts (for the Estonian analysts: 2 from the Police Board, 1 from Central Criminal Police, 1 from Personal Protection Service, 1 from Public Service Academy) with the duration of 3 days in order to familiarize with the analytical work and possibilities of the police in the project partner-state and to define the trends of the Estonian police.
- 1 study visit for 5 analysts who have passed the training at the end of the project. The duration of the visit is 3 days with the aim to clarify police specific issues/problems that have come up during the analysis courses after software training, which is not conduct by the police.

**Procurement and application of software:**
Procurement of software.
Technical assistance for data import and making it compatible with software
Training on the usage of statistical analysis program

**Procurement of hardware/equipment**
ANNEX 2. Time Implementation Chart

Project N°:
**Project Title:** Analysis for improving management decisions in the Estonian Police

<table>
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24
### ANNEX 3A. Cumulative Contracting Schedule

**Project N°:**
**Project Title:** Analysis for improving management decisions in the Estonian Police

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ANNEX 3B Cumulative Disbursement Schedule

**Project N°:**
**Project Title:** Analysis for improving management decisions in the Estonian Police

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ANNEX 4


**ABSTRACT**

Master’s thesis “The role of crime analysis in decision-making in the police management” gives an overview of decision-making activities and the information necessary for decision-making in the aspect of implementation of crime analysis as well as application of the analysis by police managerial personnel, and outlines conclusions and propositions, which can be made on the basis of the results of the analysis.

The objective of the present Master’s thesis is to examine application of the output of the crime analysis at different levels of police management, to assess that and to make proposals concerning the type of analytical data, which is needed by police managers of different levels for management decision-making.

The author in her work characterizes as decision-making of her own and types of decisions, so as that and decision types taken by police managerial personnel. Herbert Simon’s model of rational decision making was taken as a theoretical basis. Also in the work there were examined managers information needs, quality of information needed for decision-making, implementation aspects of crime analysis and free movement of information inside an organization. In an empirical research the author presents a description of research method and results of the analysis, on the basis of which the author formulates proposals concerning the type of analytical data needed by managers of different levels for management decision-making.
Analysis Application in Estonian Police

Graph 1. Analysis Application in decision-making

Graph 2. Frequently or very frequently applied crime analysis conclusions
Chart 1. Correlation between the application of different crime analysis outputs and crime analysis application for management activities

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** p< 0.01, *p< 0.05

- correlation correspondingly on the 99% and 95% level of importance
Data of Offences and Police Activities

**Databases in Estonian Police**

In the possession, administration, employment of the Police Board there are the following essential databases that support the main activities of the police as well as the general functioning of the organization:

1. Database of stolen vehicles
2. Database of wanted persons and unidentified corpses
3. Database of stolen objects (weapons, documents, items).
4. Database of civilian weapons
5. Database of police service weapons
6. Document records of police institutions
7. Database of personnel registration of police institution
8. Database of police vehicles
9. POLIS database: Police information system POLIS (criminal investigation, proceedings of administrative offences,...)
10. National criminal record
11. Fingerprints identification record

**Ways of Data collection**

Data are entered into info-system POLIS from the registration of the message sent to the police until its solution by the police or transferring criminal case to Prosecutor’s Office/court. The process of message/application movement is traceable by POLIS from the beginning to the end. Data collection is continual in POLIS info-system.

At present the following data are entered into POLIS in case of an incident management:

- Messages received by a police authority (crime reports, reports on violations of administrative law, false reports, information, service information, etc); time, place, initial classification of the incident and description of it.
- Persons (informer, solver), objects (vehicles, arms, etc.) related to the message.
- The information connected to a check-up of the message.

Information comes in by telephone (110), by personal approach, by a policeman on the field, by post-email-fax, etc and the Police duty officer or information service worker enters it into POLIS.

When there is a case to manage, the following data are entered into POLIS:

- More important procedural decisions beginning from the first procedure, prosecution, dropping of charges etc.
- Movement of criminal cases (merger, severance, forwarding to investigation)
- Persons related to proceedings (suspects, the accused, witnesses, various investigators, etc.)
- Objects, institutions and other targets related to an incident
- Other specified and new information about the initial message.
The POLIS network links Police Prefectures and Police Board, where data are duplicated; operators and patrols are connected by radio with their operational centres settled in the Prefectures.

1. Data are collected both electronically (POLIS, entering in real time) and manually (single uncommon tasks). Depending on the nature of data and the method of their collection, data are coded or non-coded (e.g. POLIS, coded PERSONA).

2. The center (centers) of data collection and administration: Currently there are 19 bases in POLIS – in local police prefectures (17), in Central Criminal Police and the whole information entered by the Estonian police is in the compatible central database which is administered by the Police Board.

3. It is possible to correct data afterwards (e.g. when the criminal is identified later) but reports are made for a specific period. Thus the corrected data can be looked at in 2 years, for example.

**Data Collected for Offences**

1. Place of crime commission/time of crime commission/modus operandi/ description of criminal.

2. Data are collected for all the offences registered by the police and enlisted in Criminal Code and Penal Code, additionally also for misdemeanours fixed in Penal Code and other acts.

3. It is possible to distinguish recidivism and offences committed in a group (by several persons), personal data of offender, juvenile delinquency.

4. Personal data of the victim are entered into info-system POLIS at the reception of the (initial) message or application by the police.

5. For collecting data for the (previous) relationship between criminal-victim, it is possible to use different channels – speech distinction analysis of phone-calls, kinship according to the population register, etc. It is not directly connected to statistical data but has more to do with operational data on the level of investigator/surveillance conductor.

6. Data on the amount of damage regarding all criminal offences, where possible.

7. Note is made in database for each offence whether it was committed in drunkeness or under narcotics.

**Analysis and Estimation**

1. Reports and conclusions are mostly periodical (quarterly, biannual, annual). Regular conclusions/overviews are mostly planned for getting an overview of the priority areas in a specific period.

2. Data are analyzed and assessed by leaders on all organizational levels. More specific data are dealt with by Information Division and similar analysis units and by police officers in their everyday work. On operational level there is more case analysis, on the higher hierarchy of the organization there is more statistical data analysis. In the Police Board the analysis of the whole law and order situation of Estonia is dealt with by Analysis and Development Bureau (Law Enforcement and Criminal Department), personnel-related statistics is dealt with by Personnel Division of the Police Board.
3. Data on law and order situation and police activities are transferred to different target groups: police management, all police employees (Intranet), Ministry of Internal Affairs, Ministry of Justice, local governments, the third sector dealing with crime prevention, establishments of private sector (e.g. security agencies, stores, etc.), the public (articles in the press, interviews on TV, police webpage in internet), information inquiries by parliament members, international organizations, etc.

**Application of Analysis Results**

Analysis results are mainly applied:
1) in crime detection;
2) in allocation or re-allocation of resources for detecting specific crimes (including sending patrols and organizing police operations for the detection of crimes);
3) in crime prevention (e.g. in communication with the public) or in co-operation with local governments for the purpose of crime prevention;
4) in allocation or re-allocation of resources (e.g. creating structures and defining tasks, forming constable districts, sending patrols into problematic areas and applying other means for crime prevention and solution);
5) in goal-setting;
6) in analyzing work load of police officers for more efficient work organization;
7) in designating performance pay or additional remuneration.
Circulation of Data in the POLIS information System

16 POLICE PREFECTURES (except Tallinn)

- Information Division (reports, criminal proceedings, misdemeanours, queries)
- Duty Officer’s Division (reports, queries)

Tallinn Police Prefecture

- Keskkonn Police Department
- Ida Police Department
- Lõuna Police Department
- Poäja Police Department

ESTONIAN POLICE DEPARTMENT

- Fixed database, update once a month
- Database Division
- Analysis and Development Bureau
- Consolidated data on crime
- Users of the Police Board

Central Database POLICE BOARD

- Data exchange every 30 min.
- Forwarded to be investigated

Local POLIS server

- Data exchange every 30 min.
- Forwarded to be investigated

Traffic Surveillance Division

Operating Centre
ANNEX 9

Data Warehouse Sources and Application of Analysis (the analysis process model)

**INPUT of the analysis**

**Data** (Crime, misdemeanour, police activities, personnel, finances, resources)

Main databases of the police:
- POLIS
- PERSONA
- PARK
- VERP
- REGIO MAP
- PUBLIC POLLS

**Hardware**

**People**

**Analysis Methods and Knowledge**

**OUTPUT of the analysis**

**Information** on security situation and police activities:
- Problem analysis, recognizing hotspots
- In-depth analysis,
- Prognosis and Crime prevention
- Input to planning and advising decision makers
- Resources (re-) allocation
- Police activities and Performance measurement etc.

**Crime/ Misdemeanour reports and quick inquiries**
- Tables, Graphs, Maps

**Web Distribution**
- Intranet
The Structure of Estonian Ministry of Internal Affairs

Minister of Internal Affairs

Security Police Board

Board of Border Guard

Citizenship and Migration Board

Police Board

Rescue Board

Inspection of Data Protection

Public Service (Safety) Academy
The Structure of the Estonian Police

The central agency is the Estonian Police Board, which manages, directs, coordinates the activities of all police units under its administration.

The Estonian Police has four national units:
- Central Criminal Police
- Central Law Enforcement Police
- Forensic Service Centre
- Police School

Territorial police units are called prefects.
The Structure of the Estonian Police Board
4 Police Prefectures

- Police Prefectures
- Police Departments, stations
- Constable stations
- Regional Centres of the Central Criminal Police
- Regional Centres of the Forensic Service

Regional courts
Regional Centres of the Rescue Board
Contact persons of the project in the police institutions involved (heads of the institutions have given them permission to participate in the project)

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<td></td>
</tr>
<tr>
<td>Central Law Enforcement Police</td>
<td>Hannes Järvine</td>
<td><a href="mailto:hannes.jarvine@jp.pol.ee">hannes.jarvine@jp.pol.ee</a> 612 3244</td>
</tr>
<tr>
<td></td>
<td>Leading Police Inspector</td>
<td></td>
</tr>
<tr>
<td>Central Criminal Police</td>
<td>Rein Keva</td>
<td><a href="mailto:rein.keva@kkp.pol.ee">rein.keva@kkp.pol.ee</a> 612 3862</td>
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<td></td>
<td>Leading Police Inspector</td>
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</tr>
<tr>
<td>Police School</td>
<td>Andrus Padar</td>
<td><a href="mailto:andrus.padar@kkp.pol.ee">andrus.padar@kkp.pol.ee</a> 612 3860</td>
</tr>
<tr>
<td></td>
<td>Chief Superintendent</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Avo Mitt</td>
<td><a href="mailto:avo.mitt@kool.pol.ee">avo.mitt@kool.pol.ee</a> 447 6767</td>
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<tr>
<td></td>
<td>Superintendent of the</td>
<td></td>
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<td></td>
<td>Organisation Division of</td>
<td></td>
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<tr>
<td></td>
<td>the Department of Academic</td>
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<tr>
<td></td>
<td>Affairs</td>
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</tbody>
</table>
The estimated cost of the continuing training in the Public Service Academy

<table>
<thead>
<tr>
<th>Statement of costs of the training</th>
<th>Cost</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>(1) Direct costs of continuing training, incl</strong></td>
<td>Total 23 100 EUR (cost of 1 training day per 1 participant 35 EUR), incl</td>
</tr>
<tr>
<td>training of analysts 2x5 days for 30 people, who will participate in the training in groups of 10</td>
<td>2x5x3x10x35=10 500 EUR</td>
</tr>
<tr>
<td>training for management and regular users in 3-day cycles, altogether for 120 people with approximately 20 people per group</td>
<td>3x6x20x35=12 600 EUR</td>
</tr>
<tr>
<td><strong>(2) Other: Preparation of materials, salary of the program manager, <em>per diem</em> costs and substitute payments for participants</strong></td>
<td>Total 30 320 EUR</td>
</tr>
<tr>
<td>Preparation of materials a’ 2000 EUR, i.e. costs per two training cycles</td>
<td>total 2x2000=4000 EUR</td>
</tr>
<tr>
<td>Salary of the program manager a’ 2000 EUR, i.e. costs per two training cycles</td>
<td>total 2x2000=4000 EUR</td>
</tr>
<tr>
<td><em>Per diem</em> costs of the program manager, minimum 15 EUR per day, i.e. costs per two training cycles (for analysts and managers)</td>
<td>2x5x3x15=450 EUR and 3x6x15=270 EUR</td>
</tr>
<tr>
<td>Payments to substitutes standing in for the officials attending training, 10% of the salary, i.e. costs per two training cycles (for analysts and managers)</td>
<td>2x5x3x10x30=9 000 EUR and 3x6x20x35=12 600 EUR</td>
</tr>
<tr>
<td><strong>Total cost of the project</strong>*</td>
<td><strong>TOTAL 23 100+30 320=53 420 EUR</strong></td>
</tr>
</tbody>
</table>

* The costs of the continuing training are calculated for the conduction of analysis related training described in the present project in the same quantity and for the same number of persons. The need for additional analysis related training should be assessed after launching the present project and continuing trainings should be organized according to the need, therefore the cost of the said training is relative.