



GARDA
INSPECTORATE

PROMOTING EXCELLENCE & ACCOUNTABILITY

Report of the Garda Síochána Inspectorate



CHANGING POLICING
IN IRELAND

NOVEMBER
2015

Delivering a Visible, Accessible and Responsive Service

THE OBJECTIVE OF THE GARDA SÍOCHÁNA INSPECTORATE IS:

'To ensure that the resources available to the Garda Síochána are used so as to achieve and maintain the highest levels of efficiency and effectiveness in its operation and administration, as measured by reference to the best standards of comparable police services.'

(s. 117 of the Garda Síochána Act 2005)



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FOREWORD

The core aim of this review is to modernise and restructure the Garda Síochána to ensure that the greatest proportion of personnel is deployed on front-line policing services. If the recommendations in this report are implemented, the Garda Síochána will achieve best practice and be in a position to set international standards for policing.

During this review, the Inspectorate noted that a significant number of the recommendations made in this report have been made in one form or another in previous Inspectorate and other government sponsored reports over the last two decades. Of particular interest was The Report of the Steering Group on the Efficiency and Effectiveness of the Garda Síochána, June 1997, completed within the framework of the Strategic Management Initiative (SMI). The Inspectorate is of the opinion that many of the previous policing issues that resulted in inquiries, tribunals and government reports could have been minimised or avoided; if the recommendations made in those reports had been implemented and some fundamental changes made.

The Garda Síochána is not alone in the need to implement a reform agenda. Every police service visited or researched by the Inspectorate has completed or is currently engaged in a major organisational reform and transformation programme. A common theme in all of those police services was the requirement for structural adjustments to support the change programmes. In all cases, these police services have addressed redundant bureaucratic process, significantly reduced the number of regions and divisions/districts and become leaner at the top in order to protect front-line services. Lessons learned by these police services during the process of modernisation have informed some of the recommendations made in this review.

As part of this review, the Inspectorate consulted with local communities, other garda stakeholders and a significant number of garda members, staff and reserves. The public consistently highlighted that they have noticed a reduction in police visibility and they want to see more uniform gardaí in their communities. The Inspectorate believes that the highest possible proportion of members should be working on the front line.

To deliver a more visible, responsive and customer-focussed service, the Inspectorate recommends a change in organisational structure that is leaner at the executive level, stronger at the foundation and empowered at the front line. It also recommends a new staffing framework to ensure the best combination of skills and workforce required by a modern police service.

The following fundamental actions must be achieved:

- Change the structure and subsequently the culture of the organisation through amalgamation, rationalisation and empowerment of regions and divisions.
- Develop modern workforce practices and acquire the technological tools needed for the efficient and effective deployment of resources.
- Establish strong governance, leadership, supervision and performance management at all levels of the organisation.

The recommendations must be sequenced and executed in a transparent, holistic and strategic manner. To ensure the success of this reform programme, consistent and transparent internal and external communication must be provided by the Garda Síochána during the change process.

It is difficult to accurately determine the staffing levels needed to provide a fully effective and efficient policing service across the country. While there is no resource management system in place at present, there is significant data available that could assist the Garda Síochána in identifying the level of resources needed for the new functional structure recommended here. A long-term technological solution to manage resources, as previously recommended by the Inspectorate, has already been agreed and funding is in place. However, the Garda Síochána cannot wait for the full implementation of such a system and must embark on a resource allocation and redistribution process immediately. This review provides a clear recommendation for determining the numbers required on an evidence basis by building new amalgamated divisions from the base up through to the region, national units and Headquarters.

The Garda Síochána must also ensure that all incidents and crimes are accurately recorded in order to understand the demands for service. While there is some data available from the current systems, the structure, governance and management information systems recommended in this report will provide more accurate data to enable the development of a robust and objective business case for the staffing needs of the organisation.

In the interim, the Inspectorate recommends that as a priority, the Garda Síochána must immediately focus on replacing full-time garda members in administrative office-based roles all across Ireland with skilled garda staff as soon as possible. The Inspectorate believes that significant numbers of experienced officers could be redeployed to front-line duties in just a matter of months. The Inspectorate recommends several initiatives to release significant numbers of gardaí to front-line duty in the short term by:

- The immediate hiring of large numbers of skilled garda staff to fill clerical and administrative positions currently held by garda members in urban and rural garda stations all across Ireland.
- Release experienced officers to the front line through the recommendation in this report to amalgamate all the administrative units of the current 96 districts into single divisional administration units.
- Establish a special abbreviated training programme for all qualified Reserve members who apply and are suitable for appointment as a full-time member. Some garda reserves members have over seven years' operational experience, are already attested and trained and could be deployed to front-line duties in a much shorter timeframe than the significantly longer process for recruiting and training new garda members.

The Inspectorate has also identified well over a thousand positions that do not require sworn powers that are held by garda members, where there is potential for reassignment to suitable garda staff. As a result, the Inspectorate is re-iterating a previous recommendation, accepted by the Garda Síochána; which stated that all future recruitment of police officers should be linked to progress towards achieving an initial minimum target ratio of one member of garda staff for every three serving police officers. Applying this policy will result in a significant long term reduction in personnel costs and at the same time still increase the number of officers on the front line. The Inspectorate notes that a similar recommendation was made almost 20 years ago by the Garda Deployment Inter-Departmental Group Report.

As noted in this review and other Inspectorate reports, potentially hundreds of thousands of valuable member and garda staff hours are being wasted all across the country on inefficient administrative and investigative processes. The Inspectorate has estimated that every 1,850 officer on duty hours

saved by reducing the level of inefficient bureaucratic processes will result in adding the equivalent of one full-time member to operational policing. This review makes numerous recommendations that are aimed at improving ineffective processes and procedures that can ultimately lead to more gardaí deployed to front-line duties.

Front-line supervision and performance management are areas previously recommended for improvement by the Inspectorate and their importance cannot be overstated. During this review, the Inspectorate met significant numbers of hard working members and garda staff; who identified a sense of frustration with colleagues who were under-performing and often this went unaddressed. When you add this issue to the inefficient bureaucratic processes, lack of effective governance, supervision and technology; the true capacity of these dedicated members and garda staff will never be fully realised. If the performance capacity of the entire Garda workforce could be raised by just 10%; it would have the equivalent affect of increasing the level of police service provided to the country by 1,000 employees; without hiring anyone. The Inspectorate recognises the importance of governance, leadership and supervision in driving performance and makes several recommendations to strengthen the Garda Síochána's position in this regard.

This review addressed the Inspectorate's remit through the lens of what the primary business requirements for a modern policing service in today's world should be. It is about on-going reform of a police service and internal operational culture predicated on legitimacy, procedural justice, leadership, effective governance and transparency. A police service that establishes, trains and embodies these concepts and communicates them both internally and externally in their every interaction with the communities they serve; will be well on its way to becoming a modern, efficient and effective, truly professional, community-oriented and community-supported organisation.

The Inspectorate believes that unless the basic operational, structural, technological and governance changes recommended in this report are implemented now, the Garda Síochána will continue to encounter the same challenges presented in trying to implement recommendations in previous reports. This review provides a clear pathway for the Garda Síochána, as they continue into the 21st Century, to deliver the necessary reform. Without major change, the current Garda operational culture and structure will continue to challenge any modernisation or reform efforts. The Garda Síochána can no longer afford to let the past dictate the future.

This review is about changing policing in Ireland to deliver a visible, accessible and responsive service.

The Inspectorate is confident that if the implementation of the recommendations in this report begin now and are properly sequenced over the coming years, the pathway for change outlined here will keep the Garda Síochána and the country on course to achieving a more efficient and effective police service for Ireland, today and tomorrow.



Robert K. Olson

Chief Inspector

ACKNOWLEDGEMENTS

The Chief Inspector and staff of the Garda Inspectorate would like to express their appreciation to the Garda Commissioner and her staff that shared their time, knowledge, expertise and ideas during this review. The Inspectorate appreciates the practical assistance provided and facilities offered during all field visits.

The Inspectorate would like to thank the following garda member representative bodies and garda staff unions who participated in meetings, some of whom also made written submissions:

- Garda Representative Association.
- Association of Garda Sergeants and Inspectors.
- The Association of Garda Superintendents.
- The Association of Garda Chief Superintendents.
- Civil Public and Services Union.
- Public Service Executive Union.
- Association of Higher Civil and Public Servants.
- IMPACT Trade Union.

In addition, the Inspectorate is grateful for the input of the following key stakeholders who contributed to the content and recommendations contained in this review:

- The staff of the Organisation Development & Strategic Planning Office, in the Garda Síochána for providing responses to information requests and arranging for the appointment of liaison officers.
- The members and staff of the Garda Síochána who participated in group workshops and individual meetings.
- Participants at public community engagement meetings.
- The Minister and officials of the Department of Justice and Equality.
- The Minister and officials of the Department of Public Expenditure and Reform.
- Officials at the Department of Social Protection.
- The Garda Síochána Ombudsman Commission.
- Policing Authority Chairperson Designate, Ms. Josephine Feehily.
- The Forensic Science Laboratory.
- The Office of Public Works.
- The Courts Service.
- Commission for Public Service Appointments.
- Dr. Maurice Hayes.
- Mr. Ray McGee, Former Deputy Chairman of the Labour Court.
- Her Majesty's Inspectorate of Constabularies, London.
- Criminal Justice Inspection Northern Ireland.
- The Winsor Review Team at the Home Office, London.
- Police Service Northern Ireland.
- Police Scotland.
- Metropolitan Police Service.
- Greater Manchester Police.
- Surrey Police.
- Essex Police.
- Merseyside Police.

- Chicago Police Department.
- The Danish National Police, Politi.
- Commissioner Karl O'Callaghan, Western Australia Police.
- Mr. Howard Broad, Former Police Commissioner of New Zealand.
- Mr. Andrew Morley, Police Consultant.
- Mr. Kevin Hurley, Police and Crime Commissioner, Surrey
- Mr. Nick Bracken – Director of Enforcement for Newham Council in London.
- Representatives of Dublin City Council.
- Commissioner Queensland Police Service - Ian Stewart.
- Mr. Alex Marshall, Chief Constable, College of Policing U.K..
- Representatives from Dublin Chamber of Commerce, Dublin City Business Association and Dublin Town.

The Inspectorate also wishes to acknowledge the generous assistance of PwC in arranging contacts with international police services.

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Chapter 1, 3 and 5 images courtesy of Photocall Ireland

Chapter 2 image courtesy of Paddy McGrath/Opel Ireland

GLOSSARY

AFIS	Automated Fingerprint Identification System
AGSI	Association of Garda Sergeants and Inspectors
AHCPS	Association of Higher Civil and Public Servants
AVLS	Automatic Vehicle Location System
C&AG	Comptroller and Auditor General
CAB	Criminal Assets Bureau
CAD	Computer-Aided Despatch
CAO	Chief Administrative Officer
CCC	Central Command and Control
CCIU	Computer Crime Investigation Unit
CCTS	Criminal Case Tracking System
CCTV	Closed Circuit Television
CHIS	Covert Human Intelligence Source
CJINI	Criminal Justice Inspection Northern Ireland
CMO	Chief Medical Officer
CO	Clerical Officer
CPA	Crime Policy and Administration
CPD	Continuous Professional Development
CPSU	Civil Public and Services Union
CRI	Child Rescue Ireland
CRMS	Crime Recording Management System
CSEs	Crime Scene Examiners
CSO	Central Statistics Office
DCE	Deputy Chief Executive
DMR	Dublin Metropolitan Region
DPER	Department of Public Expenditure and Reform
DPP	Director of Public Prosecutions
DV	Domestic Violence
DV/SA	Domestic Violence/Sexual Assault
EAS	Employee Assistance Service
ECF	Employment Control Framework
EO	Executive Officer
ERU	Emergency Response Unit
EWTD	European Working Time Directive
FCPS	Fixed Charge Processing System
FIU	Financial Investigation Unit
FTE	Full-Time Equivalent
GBFI	Garda Bureau of Fraud Investigation

GCVU	Garda Central Vetting Unit
GEAS	Garda Employee Assistance Service
GERM	Garda Establishment Resource Model
GIAS	Garda Internal Audit Section
GIS	Geographic Information Systems
GISC	Garda Information Services Centre
GMP	Greater Manchester Police
GNDU	Garda National Drugs Unit
GNIB	Garda National Immigration Bureau
GNTB	Garda National Traffic Bureau
GPS	Global Positioning System
GPSU	Garda Professional Standards Unit
GRA	Garda Representative Association
GRACE	Garda Response to A Changing Environment
GRIPS	Garda Regional Integrated Personnel System
GSAS	Garda Síochána Analysis Service
GSI	Garda Síochána Inspectorate
GSOC	Garda Síochána Ombudsman Commission
GTB	Garda Technical Bureau
GYDO	Garda Youth Diversion Office
HARP	Honesty, Accountability, Respect and Professionalism
HEO	Higher Executive Officer
HMIC	Her Majesty's Inspectorate of Constabulary
HRA	Haddington Road Agreement
HRIMS	Human Resource Information Management System
HRIS	Human Resource Information System
HRM	Human Resource Management
HRMS	Human Resource Management System
HSE	Health Service Executive
HQ	Headquarters
IACP	International Association of Chiefs of Police
ICE	Immigration and Control Enforcement
ICO	Immigration Control Officers
ICT	Information Communication Technology
IDR	Incident Data Recorders
IMPACT	Irish Municipal Public and Civil Trade Union
INIS	Irish Naturalisation and Immigration Service
IOM	Integrated Offender Management

IPLDP	Initial Police Learning and Development Programme
IR	Industrial Relations
IT	Information Technology
JPC	Joint Policing Committee
KPI	Key Performance Indicator
LGBT	Lesbian Gay Bisexual Transgender
LRC	Labour Relation Commission
MIT	Major Investigation Team
MPS	Metropolitan Police Service
NBCI	National Bureau of Criminal Investigation
NSS	National Support Services
NSU	National Surveillance Unit
NSW	New South Wales
OCU	Organised Crime Unit
OGP	Office of Government Procurement
OPW	Office of Public Works
PAC	Public Accounts Committee
PAF	Performance Accountability Framework
PALF	Performance And Learning Framework
PAS	Public Appointments Service
PCSO	Police Community Support Officer
PEMS	Property and Exhibits Management System
PPP	Public Private Partnerships
PQ	Parliamentary Question
PSEU	Public Service Executive Union
PSNI	Police Service of Northern Ireland
PSV	Police Service Volunteer
PSV	Public Service Vehicle
PULSE	Police Using Leading Systems Effectively
PwC	PricewaterhouseCoopers
RFT	Request for Tender
RMO	Risk Management Officer
RMS	Resource Management System
RSA	Road Safety Authority
RSU	Regional Support Unit
SAMS	Sickness Absence Management System
SARA	Scan, Assess, Respond, Analyse
SCA	State Claims Agency

SDU	Special Detective Unit
SHO	Senior House Officer
SHRAC	Strategic Human Rights Advisory Committee
SMI	Strategic Management Initiative
SMS	Short Message Service
SMT	Senior Management Team
SOCU	Serious and Organised Crime Unit
SOP	Standard Operating Procedure
SORAM	Sex Offender Risk Assessment and Management Model
SOTM	Strategic, Operational and Tactical Management
STaRC	Specials Tasking and Rural Crime Team
STO	Strategic Transformation Office
TNA	Training Needs Analysis
UK	United Kingdom
US	United States
WTA	Working Time Agreement
WTE	Whole-Time Equivalent

INTRODUCTION AND CONTEXT FOR CHANGE

BACKGROUND

This review arises out of the Haddington Road Agreement 2013-2015 (HRA), which required an independent review of the structure, operation and deployment of the Garda Síochána.

The HRA was the outcome of negotiations between public service management and unions which took place under the auspices of the Labour Relation Commission (LRC). The aim of the reform under the HRA is to make existing processes in the public sector more cost-effective and efficient. The parties to the HRA agreed to a series of pay and productivity measures across the public sector to be implemented in order to achieve the necessary €1 billion savings in the cost of the pay and pensions bill over the subsequent three years. Acknowledging reform already implemented, the parties also agreed that further reform measures would be implemented in the following areas:

- Redeployment.
- Performance management.
- Flexible working arrangements.
- Work-sharing arrangements.
- Workforce restructuring.

Remit

The terms of reference for this review, as requested by the Minister for Justice and Equality in April 2014, were as follows:

‘To review and make recommendations on the use by An Garda Síochána of the resources available to it, with the objective of achieving and maintaining the highest levels of efficiency and effectiveness in its operation and administration.

The review shall encompass all aspects of the operation and administration of An Garda Síochána, including:

- the structure, organisation and staffing of An Garda Síochána;
- the deployment of members and civilian staff to relevant and appropriate roles.’

Context of the Review

In this review and in previous reports, the Inspectorate has identified many of the reform challenges that exist for the Garda Síochána. These challenges must be addressed for the organisation to achieve and maintain the highest levels of efficiency and effectiveness in its operation and administration.

The Garda Síochána is not alone in the challenges faced in implementing significant change in a policing organisation. Many other police services around the world have engaged in similar modernisation processes.

The Inspectorate considered this remit in the context of a very challenging environment for many public services, particularly for the Garda Síochána. The key external factors taken into account were:

- A demanding public sector reform agenda.
- New legislation impacting on garda governance and accountability.
- Rising public expectations.
- The changing nature of criminality.
- The need for cost reduction.
- The desire for a modern and accessible police service.
- The demand for easily accessible information.

These factors are explained and elaborated upon throughout the report.

Terminology

Garda Síochána personnel include:

- Members who are authorised to carry out full policing powers.
- Members of the Garda Reserve who are volunteers with limited policing powers.
- Non-sworn staff.

For the purpose of this report, members with full policing powers are referred to as members, members with limited policing powers are referred to as Garda Reserve and non-sworn staff employed in the Garda Síochána are referred to as garda staff.

Methodology

As a preliminary step to this review, the Inspectorate met with the Garda Commissioner and her senior management team. Material to inform the review was then gathered through the following methods:

- Formal information and data requests to the Garda Síochána.

- Statistical workload and deployment information from the PULSE System.¹
- Computer-Aided Dispatch (CAD) incident and paper-based dispatch records.
- Desk-based research.
- Visits to three garda regions and divisions therein, as well as to all headquarters and national units.
- Structured interviews and focus group workshops.
- Public community engagement meetings.
- Visits to and contact with other policing jurisdictions and agencies.

Finally, the information and data received from the Garda Síochána was analysed in detail to assess the current structure, administration, operation and staffing of the organisation.

At the micro-level, the Inspectorate focused on two days in August 2014 and examined an Operational Deployment Survey conducted by the Garda Síochána on behalf of the Inspectorate.

In addition, a number of findings and relevant issues identified in the Inspectorate's *Crime Investigation* report are further explored in this review.

Field Visits

Field visits specifically for this review were conducted in the:

- Dublin Metropolitan Region.
- Western Region.
- Southern Region.
- National Units.
- Garda Vetting Unit.
- Garda College.
- Garda Information Services Centre.
- Areas of national administration within the Garda Síochána.

These field visits involved structured interviews with rank-specific focus groups, specialist focus groups, garda staff, reserves and local representatives from the garda member associations and garda staff unions, thereby

ensuring representation of all relevant garda stakeholders. Over 1,200 people were interviewed in either one-to-one interviews or in rank/grade specific focus groups. A list of parties and organisations who met with the Inspectorate is provided at Appendix 1.

In advance of the field visits to Garda Headquarters and National Units, the Inspectorate requested the completion of a self-assessment template with background information on the specific area under review. Field visits were facilitated by local units and involved releasing staff to meet with the Inspectorate. In addition, many individual members and garda staff made contact directly with the Inspectorate to give their views on matters relevant to the review. The open and insightful participation provided by all those interviewed is greatly appreciated by the Inspectorate. The contributions of people that met with the Inspectorate have informed many of the recommendations in this report.

Staff Associations and Unions

Meetings were held with all garda member associations and garda staff unions:

- Garda Representative Association.
- Association of Garda Sergeants and Inspectors.
- Association of Garda Superintendents.
- Association of Garda Chief Superintendents.
- Civil and Public Services Union.
- Public Sector Executive Union.
- Association of Higher Civil and Public Servants.
- IMPACT.

The Inspectorate also requested formal submissions and received a number of written responses that were considered as part of this review.

Government Bodies

Meetings were held with the Department of Justice and Equality, the Department for Public Expenditure and Reform, the Department of Social Protection, the Forensic Science Laboratory, the Garda Síochána Ombudsman Commission, the Courts Service, The DPP, the State Claims Agency, chair designate of the Policing Authority and the Office of Public Works.

¹ PULSE is an acronym for Police Using Leading Systems Effectively. PULSE is an IT enabled service delivery project. PULSE comprises seventeen operational and integrated system areas, e.g. Crime Recording, Processing of Prisoners and Traffic Management.

International Research

Field visits were made to the Police Service of Northern Ireland, Police Scotland, the London Metropolitan Police Service, Surrey Police, and the Greater Manchester Police. Meetings were also held with the Home Office and Her Majesty's Inspectorate of Constabulary in London as well as the Criminal Justice Inspection in Northern Ireland. Material from previous international visits relevant to this review was also considered.

Teleconference meetings were held with the Commissioner of the Western Australia Police Service and a former Commissioner of the New Zealand Police Service. The Inspectorate is very grateful to PwC (Ireland) for arranging these meetings.

Review Themes

Following some preliminary research and stakeholder meetings, it was decided that the remit required a focus on the following themes:

- Culture and Organisational Change.
- Organisational Structure.
- Operational Deployment.
- Governance and Risk Management.
- Workforce Modernisation.
- Human Resources.
- Leadership and Supervision.
- Customer Service.
- Communications.
- Information Technology.
- Estates and Equipment.
- Financial Management.

Report Structure

Following consideration of all the material gathered under the thematic headings and having conducted analysis on the data collected, it was decided to present the findings of the review in five main chapters:

1. Developing a More Effective Structure for the Garda Síochána.
2. Enhancing Operational Deployment Practices.
3. Enabling Organisational Change.
4. Making the Most Effective Use of Human Resources.
5. Improving the Efficiency of Financial, Information Technology and other Resource Practices.

Apart from Chapter 1, each of the chapters contains specific parts which examine the themes set out above.

Review Recommendations

Previous Inspectorate reports and other inquiries have made recommendations relevant to this review. While the vast majority of these recommendations have been formally accepted by the Garda Síochána, a large number of them remain to be fully implemented and, where appropriate, are referenced in this review.

Conscious of the volume of previous recommendations made by the Inspectorate and other bodies in relation to the Garda Síochána, this review takes this into account when setting timelines for the implementation of recommendations. Each recommendation is given a timeline for actions to be implemented on either a short (zero to twelve months), medium (twelve to 24 months) or long (more than 24 months) term basis. While implementation of some of the recommendations will require investment, some can be implemented immediately, at little or no cost. It should also be noted that a small number of the recommendations require action by bodies other than the Garda Síochána.

The recommendations in this review aim to underpin a strong revised structure to enable the Garda Síochána to drive robust governance and policy compliance in order to support the delivery of consistent, highly-effective and efficient front-line policing. The overall objective of the review and recommendations is to support and strengthen the Garda Síochána to deliver a visible, accessible and responsive police service.

To achieve this aim and to ensure that the recommendations are realised, the Inspectorate believes that there is a need for a strong implementation group to assist and oversee this process of modernisation and reform.

Overall Recommendation

The Inspectorate recommends that the Department of Justice and Equality assigns responsibility for the implementation of this report to a high-level oversight group, such as the impending Policing Authority. (Short term)

Summary

The Inspectorate was requested to examine the structure, organisation, staffing and deployment of the Garda Síochána. This review builds on the previous work of the Inspectorate and takes account of the Garda Síochána

strategic transformation programme, public sector reform plans, initiatives in other police services and the external and internal environment relevant to the organisation at this time. Input from a wide variety of sources has been considered, including from the management and employees of the Garda Síochána, their representative associations and unions as well as the experience of other international police services.

The Inspectorate makes a number of recommendations with the objective of achieving and maintaining the highest levels of efficiency and effectiveness in the operation and administration of the Garda Síochána.

EXECUTIVE SUMMARY

CHANGING POLICING IN IRELAND

EXECUTIVE SUMMARY

The Inspectorate was requested by the Minister for Justice and Equality to examine all aspects of the administration and operation of the Garda Síochána, including the structure, organisation, staffing and deployment. This is a far-reaching review which builds on the work of previous Inspectorate reports.

A feature of the findings in this review is the number of recommendations made in previous Inspectorate reports that are still applicable today. A large number of them have not been fully implemented and where relevant, these are referenced in the review.

Material from a wide variety of sources has been considered, including information from engagements with the management and employees of the Garda Síochána, their representative associations and unions and state bodies.

The Inspectorate also conducted a large number of field visits to garda divisions, national units and headquarters sites in addition to engaging with local communities on their interaction with the Garda Síochána. As part of this review, the Inspectorate consulted with a number of national and other police services, and government appointed stakeholders in policing in other jurisdictions.

Statistical data on workload and deployment requested from the Garda Síochána was analysed along with information received on human resources, fleet allocation, finance and equipment. The results of these examinations and other Inspectorate findings are included throughout the report.

The review is divided into five main chapters:

1. Developing a More Effective Structure for the Garda Síochána.
2. Enhancing Operational Deployment Practices.
3. Enabling Organisational Change.
4. Making the Most Effective Use of Human Resources.
5. Improving the Efficiency of Financial, Information Technology and other Resource Practices.

The Inspectorate makes 81 recommendations for change, with each recommendation given a timeline for actions to be implemented on either a short, medium or long-term basis. Many can be delivered at a low cost or no cost basis.

All the recommendations aim to underpin a strong revised structure for the Garda Síochána to drive robust governance and policy compliance in order to support the delivery of a visible, consistent, highly effective and efficient front-line policing service.

To achieve this and to ensure that the recommendations are put into practice, the Inspectorate believes that there is a need for a strong implementation group to prioritise, sequence and drive this process of modernisation and reform.

The proposed structural changes must be part and parcel of the Garda Síochána reform plan. Implementing the recommendations will result in a significant reduction in senior managers and remove many layers of administration and duplication. This will significantly increase the visibility and operational footprint of the Garda Síochána, all across the country.

These changes will result in:

- The release of over 1,000 gardaí for front-line policing.
- Transformation in the effectiveness of rural and community policing.
- Improved engagement with the public to deliver better customer service and to reduce the fear of crime.

Placing more gardaí on the front line will deliver a more proactive police service, focused on preventing crime. It will also provide more officers for crime investigation and ensure that more offenders are brought to justice.

The reward for these changes is a modern and high performing police service. With a strong drive towards implementation of these recommendations and the increase in funding that is now in place, this is realistic and achievable.

The overall outcome from implementation of the recommendations in this review will be a visible, accessible and responsive police service in Ireland.

EXECUTIVE SUMMARY: CHAPTER 1

Developing a More Effective Structure for the Garda Síochána

Introduction

This chapter examines the high-level organisational structure of the Garda Síochána at an operational and administrative level. It identifies challenges with the current structure and changes found to be effective in other jurisdictions. This review recommends fundamental structural change, which will enable the Garda Síochána to respond with increased visibility and effectiveness to the needs of communities today and into the future. The review looks at all levels of structure beginning at Garda Headquarters, through to the national units and includes the structure of regions, divisions and districts. It also addresses the responsibilities and functions assigned to senior managers.

A more effective organisational structure is a major enabler of change and efficiency. Structure must also reflect service demands and organisational priorities in terms of the allocation of resources. An effective structure determines function, operational culture, reporting lines, effective and appropriate decision-making and importantly, facilitates strong governance and accountability.

Review Findings

The Need for Change

During this review, the Inspectorate found a number of key challenges with the current structure of the Garda Síochána. This includes the minimal and often ineffective internal changes made to the structure of the Garda Síochána in response to recommendations made in many previous reports and inquiries. The need for change is all the more acute given the pressures on front-line services, changing crime patterns and changing demographics.

The current governance structure is unclear and there is no specific lead or unit for governance and driving organisational performance. The Inspectorate has consistently found gaps between the development and implementation of policy and an absence of effective governance, leadership and intrusive supervision needed to ensure that policy aims are actually delivered. The current structure has also created many redundant bureaucratic practices and duplicative functions across many units. In some cases, additional responsibilities assigned to units and individuals are abstracting them from their core functions.

Previous Reports and Inquiries

This chapter highlights a number of recommendations made in previous Inspectorate reports, commissions of inquiry and other formal reviews of the Garda Síochána. While most of the recommendations arising from these examinations were accepted by the Garda Síochána, they were not fully implemented, leaving many unresolved issues. In its 2007 *Policing in Ireland - Looking Forward* report, the Inspectorate recommended the devolution of greater autonomy to garda regions and making regional assistant commissioners fully responsible and accountable for all aspects of policing in their respective areas. This was not implemented and the position found in 2007 remains today.

The development of a Garda Strategic Transformation Office (STO) to co-ordinate the recommendations from previous reports is a good first step in making change, but greater value and efficiency can be achieved by amalgamating a number of garda units and the STO into a single governance structure.

Other Police Services

All police services engaged as part of this review have examined the various demands on policing services and re-structured from the top of their organisation down to the local level responsible for delivering front-line services. To protect front-line services, these police services have reduced the number of administrative policing areas, the numbers of senior managers and the number of back-office support functions. These police services have prioritised front-line services and now operate from a far leaner managerial structure. The Inspectorate has found limited evidence of the Garda Síochána following this or a similar path.

Headquarters

Garda Headquarters is the source for a significant level of decision-making. The Inspectorate found that the existing centralised decision-making system is disempowering senior managers. The Garda Síochána is unnecessarily hierarchical and this results in slow decision-making on many levels of issues and long delays in progressing organisational change projects. There are a significant number of individual units in operation with similar responsibilities for policy, change management, auditing and legal issues. At present, there is no central lead for

governance and no single organisational lead for all of these units. The Inspectorate found an imbalance in organisational responsibilities between the two deputy commissioner posts. The operations post has a very large portfolio with responsibility for the vast majority of all garda employees and is the lead for a number of high-risk areas of policing, such as serious and organised crime, daily policing operations and security matters. Those in operational commands are currently making decisions on the classification of crime and the approval of detections. This is not good practice. There is currently no single organisational lead for data quality standards and crime and incident recording.

Garda National Units

National Units is a title given to a number of different sections that provide specialist garda services. These units have a responsibility for supporting local policing activity. The majority of units are Dublin based and this review has found that many are also Dublin focused and do not always provide a full national service. The Inspectorate was informed of a noticeable reduction in the attendance of national units at serious crime scenes. As a result, divisions and districts are providing their own specialist support services, such as the investigation of homicides and other serious crimes, surveillance operations and crime scene management for serious offences. This approach is not fully utilising the expertise of national specialist services and it takes local resources away from core activities, such as the investigation of burglaries and other volume crimes. There is no cybercrime unit and national units do not investigate homicides. The Garda Bureau of Fraud Investigation are struggling to manage the volume of suspicious financial transaction reports forwarded to them as part of the money laundering and terrorist financing legislation. The Inspectorate also found that divisions are investigating serious fraud without always having the necessary skills and resources to conduct a thorough investigation. Over time, some of the national units have been assigned additional responsibilities that are not considered by the Inspectorate to be part of their core functions. This includes the armed response duties assigned to the Special Detective Unit. The structure and operation of many national units are similar and there are several duplicate functions.

Numbers of Garda Regions and Divisions

The majority of garda resources are assigned across the current six garda regions and the 28 divisions. The Inspectorate finds this structure to be inefficient and it

creates a number of challenges, including inconsistencies in the effective allocation and deployment of regional resources. Moreover, the consistent feedback from engagement with garda personnel was that the regions add very little value in their current format and the structure creates another unnecessary bureaucratic layer. It also does not facilitate the alignment of national unit services and business support functions such as HR and finance. Fewer regions and divisions would release significant numbers of members and garda staff¹ back to front-line duties and reduce management and back office support costs. The experience of many other police services shows that having a smaller number of regions, and the regionalisation of national unit resources, provides significant advantages.

Key Recommendations

Functions of Senior Managers at Headquarters

- To operate from a new organisational structure that realigns a number of headquarters and specialist unit functions. This reduces the number of units and the number of senior managers. The new structure clarifies the roles and responsibilities of the Executive and wider senior management team.
- To establish a position of Deputy Commissioner for Governance and Strategy and to create a Governance Unit that brings together a large number of current garda units into one umbrella of responsibility.
- To reflect the important crime responsibilities of the Deputy Commissioner Operations, the title should be changed to Deputy Commissioner Crime and Operations.
- A senior garda staff position outside of any operational command responsibilities, should be appointed to lead on data quality and crime recording, with line-management for the Fixed Charge Penalty Office, the Garda Central Vetting Unit and the Garda Information Services Centre.

National Unit Specialist Services

- To create a new structure for the garda national units: (i) Operational Support Services, (ii) Serious Crime Services and (iii) Security and Intelligence Services. This balances the responsibilities of the national units.

¹ For the purpose of this report, members with full policing powers are referred to as members, members with limited policing powers are referred to as Garda Reserve and non-sworn staff employed in the Garda Síochána are referred to as garda staff.

- To assign responsibility for key support functions, such as national call handling and roads policing to Operational Support Services.
- To create a single firearms command unit with responsibility for the tasking and deployment of armed resources to spontaneous and pre-planned operations.
- To create a national Major Investigation Team to investigate all homicide offences and other serious crimes.
- To establish a Serious and Organised Crime Unit (SOCU) to tackle organised criminal networks. This includes a new Cybercrime Unit and the assignment of responsibility for serious fraud investigations. A SOCU provides an agile, multi-disciplined investigation team to follow the criminal and not just the crime type.
- To remove functions such as serious fraud investigations and suspicious financial transaction reports from the Garda Bureau of Fraud Investigation, and to place them within the SOCU and the Criminal Assets Bureau.
- To fully divest the forensic functions of Garda Technical Bureau to the Forensic Science Laboratory, providing an independent, one-stop-shop for forensic services.
- To create Public Protection Units at national and divisional levels with responsibility for the investigation of serious sexual assault, domestic violence and high-risk missing persons.
- To create a National Offender Management Unit to coordinate all activity to target young and adult prolific offenders.
- To remove several responsibilities from the Special Detective Unit and allow them to focus on their core function of protecting the State from domestic and international threats.
- With the transfer of immigration functions from Dublin Airport to the Irish Naturalisation and Immigration Service, the role of Garda National Immigration Bureau should be assessed to clarify its new and condensed role. This review recommends the creation of a new Border Security Unit.

Regions

- To reduce from six to three garda regions in order to provide a sustainable structure to support strategic decisions, including a smaller number of command and control centres and the assignment of resources from national unit specialist support services. The Garda Síochána should be cognisant of how a new regional structure fits with other stakeholder agencies

Implementation Outcomes

The structure of the Garda Síochána must change now to become leaner at the top, stronger at the foundation and empowered at the front line where policing services are delivered.

Implementation of the recommendations will result in:

- Creation of a new organisational structure which reduces the number of headquarters and national units as well as the number of regions in operation.
- Increased numbers of members and garda staff on front-line services.
- Clarity of role and function for individuals and units that are focused on core policing tasks.
- Development of strong governance and policy structures.
- Creation of agile, multi-disciplined investigation teams for homicide and serious and organised crime.
- Enhanced investigation of serious crime by national units and local volume crime by garda divisions.
- National units providing effective specialist support services at a local level.
- Creation of a more empowered regional structure to support local policing.
- Improved data quality and crime and incident recording standards.
- Reductions in duplication, bureaucracy, management and back-office support costs.

The Inspectorate envisages an organisation responsible for crime prevention, criminal investigation and security of the State that is structured to meet changing demands and reform requirements. These structural changes will strengthen the capacity of the Garda Síochána to deliver the policing services required in an increasingly challenging environment. A new, leaner structure will provide significant opportunities to release members and garda staff for re-deployment to front-line policing services.

While some of the recommendations are designed to provide a solid structural platform for future policing needs, there are many recommendations that can be implemented quickly and it is vital that change begins immediately. These changes will deliver a visible, accessible and responsive police service.

EXECUTIVE SUMMARY: CHAPTER 2

Enhancing Operational Deployment Practices

Introduction

The chapter addresses how the Garda Síochána allocates and deploys its resources. In particular, it examines the operational deployment practices at Headquarters and national levels, through to the deployment of resources across garda regions, divisions and districts. The chapter is divided into three parts and two addendums (I) Delivering Front-Line Policing Services, (II) Operational Deployment at Regional and Divisional Level, (III) Improving Operational Deployment Practices, (Addendum A) Operational Deployment Survey and Workload Analysis and (Addendum B) Rosters.

It also examines how garda resources should be deployed at national, regional and divisional levels within the recommended structure in Chapter 1. The change in structure provides the basis for more efficient and effective deployment of garda resources. The Inspectorate believes that the Garda Síochána must ensure that the highest possible proportion of all members and garda staff are available on the front line to deliver a more visible, accessible and responsive service to the public.

Rosters are a very important factor in operational deployment. Good rosters match resources to demand and ensure that people are on duty at times of most need. Poor rosters can have a significant negative impact on the availability of resources for deployment. This chapter examines the current garda roster, a number of rosters in use in other police services and sets out principles to be included in the development of all new rosters.

Review Findings

Part I: Delivering Front-line Policing Services

Front-Line Policing

The part includes analysis of the proportion of garda members deployed to front-line duties in 2011 and the position found in 2014. This analysis indicates that front-line policing services have not been protected by the Garda Síochána from the overall reduction in the number of garda members. This finding was re-enforced during a number of community meetings attended by the Inspectorate, where local people reported that they have noticed a reduction in garda visibility, particularly in the levels of community

policing officers. At a time of reduced garda members, the Inspectorate believes that the Garda Síochána must protect front-line services and ensure that a far greater proportion of staff are performing duties that involve direct contact with the public.

Resource Allocation and Technology

The Garda Síochána does not have an electronic Human Resource Information System or a Resource Management System to assist in identifying operational skills and managing the deployment of resources. The absence of strong technology systems in place to determine policing demands is having a negative impact on the way that resources are allocated and deployed. Another significant gap is the absence of in-car and mobile technology to assist gardaí and improve operational deployment.

Other Police Services

Without exception, all police services examined by the Inspectorate for this review have significantly reduced the number of structures equivalent to regions and divisions. The common aim is to manage demand more effectively and to protect front-line services. This has also been accompanied by the regionalisation of many national unit resources to support local policing. These police services are all operating on a divisional model. The Inspectorate has found that the Garda Síochána has not reduced the number of regions and divisions. Moreover, it continues to use a district model that has been in operation since the establishment of the Garda Síochána, which the Inspectorate has found to be highly inefficient.

Part II: Operational Deployment at Regional and Divisional Level

Garda National Units

This review found that many garda national units are Dublin focused and do not always provide a full national service. As a result, divisions and districts are investigating homicides and other serious crimes and this takes local resources away from investigating other crimes. Regions and divisions have also created their own investigation and surveillance teams to bridge this gap. The Inspectorate believes that many national units should assign a proportion

of their resources on a regional basis. This locates national unit resources within the new regional structure and allows these units to investigate serious crimes.

Garda Regions

In addition to the minimal level of assignment of operational national unit resources to garda regions, there is also limited presence of support services such as HR, Finance and technical support services. This review has identified that some regional assistant commissioners have dual functions and others are abstracted from their core role for activities, such as lengthy promotion processes.

Garda Divisions

The majority of garda resources are assigned to the 28 divisions. The Inspectorate believes that the current structure is highly inefficient and a move to a much smaller number of divisions would release significant numbers of members and garda staff from administrative work back to front-line duties.

Across the divisions, there are significant variations in the number of staff allocated and the complexities of the areas policed. These divisions have similar numbers of senior managers and support and administrative structures. The Inspectorate finds the number of divisions in operation creates inconsistency in the delivery of policing services.

While divisions exist in name, the delivery model for policing services is very much based around a district model. This review supports the findings in the *Crime Investigation* report that the district model creates a number of non-physical barriers that impact negatively on the deployment of garda resources. It also contributes to many of the Garda Síochána's inconsistencies in policing services, poor customer service and inefficiencies in deployment practices.

Districts

Districts are currently led by 96 individual superintendents with full responsibility for a wide variety of policing activity in a specific geographical area including investigation of crime, community engagement, prosecution of district court cases and HR issues. The district structure has created 96 separate entities led by individual superintendents with sole responsibility for all policing issues within their area. The *Crime Investigation* report and this review have identified widespread inconsistencies in the delivery of policing services. Even within the same division, the Inspectorate found districts to be operating

different practices. These 96 districts each have their own operational, administration and management structures, with all the consequent supporting requirements. This model unnecessarily takes resources from patrol, investigation and community policing.

The Inspectorate examined workloads across a number of garda divisions and districts and found significant differences in policing demands and large variances in the allocation of resources. The current management model for districts does not take into account the complexities of certain areas and the different challenges faced by individual superintendents.

Dublin City Centre

For the purposes of understanding the practical implications of amalgamating divisions, the Inspectorate selected the two Dublin city centre divisions. This examination included the structure, staffing levels and deployment in the two divisions to identify the opportunities and challenges in creating a single city centre division. Within these two divisions there are a significant number of duplicate operational, administrative and management support units. This includes eight separate administration units to which five sergeants, 22 gardaí and a number of garda staff are assigned. The operation of two divisions separated by the River Liffey creates unnecessary barriers in effective deployment of resources and in the delivery of consistent services to garda stakeholders, including the Dublin business community.

Part III: Improving Operational Deployment Practices

Previous Inspectorate Reports

This part highlights a number of recommendations made in previous Inspectorate reports aimed at improving the operational deployment of garda resources. In many cases, this review finds that these recommendations were not implemented and the operational deployment challenges that contributed to these recommendations still remain today.

Deployment Practices

Poor technology and inefficient use of existing IT systems continues to negatively impact on deployment practices. This includes inconsistent practices in operation across garda divisions in the recording of calls from the public and the response to those calls. This review has again identified an absence of intrusive supervision of

operational deployments. The Inspectorate found that the vehicle and people tracking technology, available to the Garda Síochána, is not operating nationally. The Inspectorate was informed that there continues to be some underperforming members who are failing to support hard working colleagues who regularly volunteer for calls and assignments.

Addendum A: Operational Deployment Survey and Workload Analysis

On behalf of the Inspectorate, the Garda Síochána conducted a national survey of the operational resources on duty and on patrol during two days in August 2014. This was completed by all 96 districts at 11:00 on a Tuesday and 23:00 on a Saturday night. The objective was to provide ‘a moment in time’ picture of the levels of members in divisions carrying out front-line policing duties. A more detailed analysis of front-line deployment was conducted in Cork City, the Dublin Metropolitan Region West, Galway and Tipperary Divisions.

Key results in the survey included:

- Much higher proportions of those scheduled to work actually came on duty on the Tuesday than on the Saturday night.
- 40% of those on duty on the Tuesday were on patrol compared to 64% on the Saturday night.
- 500 more gardaí were on patrol on the Saturday night.
- Fourteen divisions had no inspector on duty on the Saturday night and while all divisions had a sergeant on duty at that time, 24 districts had no sergeants on patrol.
- On Saturday night only 34 reserves were on duty nationally and three main city centres had no reserves on duty at that time.
- On the Tuesday, 68 community police officers were on patrol across all divisions and 71 were on patrol on the Saturday.

Over one third of all districts have no full-time community policing gardaí assigned. Of the 540 assigned nationally, 328 are attached to the six DMR divisions. The analysis shows that rural divisions have much smaller numbers of gardaí assigned to dedicated community policing units.

The surveys highlighted many potential inconsistencies in the numbers and proportions of members available for deployment.

The Inspectorate also examined all 999 and non-emergency calls received from the public for the four divisions for 24-hour periods around the time of the surveys and specific garda-generated reports including PULSE incident records. Together the data provided a “snapshot” of the patrol workload for these divisions.

Key results from the Workload Analysis include:

- Paper records used in one division were poor in quality.
- 62% of all calls received were categorised as non-emergency incidents.
- 64% of emergency calls were attended within fifteen minutes on the Tuesday, but only 47% on the Saturday.
- There was very little difference in the response times to higher priority calls.
- 68% of all recorded incidents were categorised as non-crime matters.
- There were significant variations in the proportions of incidents classified as crime and non-crime incidents across the four divisions.
- There were insufficient units at peak demand times and particularly to respond to calls where suspects or vehicles were seen by the public to be acting suspiciously.

While acknowledging that the results of the survey are a “moment in time”, they substantially support findings in previous inspection reports and in this review around the need to improve operational deployment practices.

Addendum B: Rosters

In 2012, the Garda Síochána moved to a new roster, which is referred to as the Westmanstown Roster. Throughout this review and in the *Crime Investigation* inspection, operational deployment problems with the garda roster were reported by all ranks, during all visits. This roster is built around working six consecutive ten-hour days, followed by four days off.

The Inspectorate understands the complexities and intricacies of designing and implementing rosters for an entire police organisation. However, before moving to a new roster, a police service should be certain that it provides the best possible match to policing demands.

Rosters in use by other police services reviewed by the Inspectorate have shorter consecutive working periods and shorter periods of rest days than the garda roster. For members with investigative and case management responsibilities, a four day break impacts negatively on

continuity and crime investigation. It is also unsatisfactory for victims, witnesses and stakeholders such as the courts and state prosecutors. The implementation of the pilot roster in April of 2012 has significantly reduced the number of working days per member, has reduced the overall number of working hours, has reduced the availability of front-line supervisors and has reduced the numbers of people available for operational deployments.

The inefficiencies of the Westmanstown Roster have shown that a “one size fits all” roster does not adequately support the wide ranging work of the Garda Síochána. There are too many people working the garda roster that does not place them on duty at the right times of the day and week. This roster is not suitable for those members in detective and investigative roles, those assigned to national units and people in office based positions.

Key Recommendations

Regional Assistant Commissioners

- To ensure that regional assistant commissioners are not required to perform dual functions and are not abstracted from their primary role for extended periods.

National Units Assignments

- To implement a model for regional deployment of national support service resources. This includes the regionalisation of Major Investigation Teams and the assignment of Serious and Organised Crime Unit resources to tackle criminal gangs operating across divisional, regional and national borders.
- Other regionalisation opportunities include the Garda Technical Bureau and the Computer Crime Investigation Unit.
- National Units should retain control of their resources located in regions, to ensure the maintenance of consistent standards of operational practices.

Developing a Divisional Model of Policing

- To implement a divisional model of policing that breaks down inefficient district deployment barriers and provides a more consistent approach to the deployment of resources to deal with calls for service and the investigation of crime.
- To make the divisional chief superintendent the lead person responsible and accountable for delivering policing services in their area, particularly for community and stakeholder engagement.

- To assist the chief superintendent with community and stakeholder engagement and problem solving, a full-time partnership superintendent should be assigned, supported by inspectors, sergeants and gardaí.

Amalgamating Garda Divisions

- To amalgamate many of the current garda divisions and to significantly reduce the number in operation. This creates more equitable divisions in terms of staffing levels and complexities of policing areas. It also removes unnecessary management and administrative posts and places significant numbers of members and garda staff back on front-line services.
- Three immediate amalgamations should take place, including the creation of a single Dublin City Centre Division. This will release a significant number of staff at all grades and ranks for re-deployment. It will also improve the operational deployment of resources and deliver a more effective and consistent policing service to customers and other stakeholders.
- This review restates the need to create a single administration unit in each division. This would immediately release up to 250 members currently deployed in regional, divisional and district administration units for front-line duties.
- To develop opportunities for regionalisation or rationalisation of core functions, including custody, warrant management and prosecutions.

Functionality and Management Models

- Creating a divisional style of policing must be accompanied by a move to a functionality model of responsibility for superintendents and other supervisors. This is a new way of assigning responsibilities on a divisional, rather than on a district basis. This greatly reduces the scope of their responsibilities to a portfolio with a smaller number of key functions, such as crime, operations or partnership.
- In order to cater for the different challenges across rural and urban divisions, a range of management models need to be developed, which should be based on the numbers of staff and the complexities of the areas policed. A model is provided to show how divisional functions should be assigned.

Building a Division

- To build divisional staffing levels by conducting a full assessment of the policing needs of the amalgamated divisions.
- This process should build up to the top of the organisation to determine the staffing numbers that are required in regional, national and headquarters units.

Operational Deployment Practices

- To develop a Standard Operating Procedure to improve the operational deployment of garda resources including the development of national call handling and call deployment practices that use resources, buildings and technology more effectively.
- To complete regular audits along the lines of the Operational Deployment Survey, in order to ensure that sufficient numbers of staff with appropriate skills are on duty at all times.

Rosters

- To develop multiple rosters that optimise the deployment of all garda resources and specific rosters for those responding to calls for service, those on national, regional and divisional units involved in operations and criminal investigations; as well as local and specialist units such as traffic and community policing.
- Separate rosters must be developed for units that do not need to work extended hours.

Implementation Outcomes

The main aim of the recommendations in this chapter is to enhance the deployment of garda resources at national, regional and divisional levels. The Garda Síochána has an excellent opportunity to reshape the delivery of front-line policing services in a far more efficient and effective way. By maintaining a certain number of suitably skilled people on duty, the Garda Síochána should have the capacity and resource capability to respond appropriately to the majority of incidents that occur.

Implementation of the recommendations will result in:

- A new divisional model of policing.
- A reduced number of garda divisions.
- Implementation of a functionality model at all levels of the organisation.
- Creation of a resource allocation formula that allocates all garda resources based on policing demands.

- Development of multiple rosters that place people on duty at the times when they are most needed.
- An increased proportion of total garda resources deployed to front-line services.
- Increased levels of garda visibility, accessibility and responsiveness.
- Creation of a more lean, agile and mobile police service.
- National support service resources that are deployed on a regional basis, to provide timely support to garda divisions.
- More efficient management of calls for service and other policing demands.
- The delivery of better services to local communities and those that need to access garda services.
- Reductions in management and back-office support functions, releasing resources to the front line.

EXECUTIVE SUMMARY: CHAPTER 3

Enabling Organisational Change

This chapter examines the various policies, practices and processes that enable a police service to deliver organisational change and to provide high quality services. It is divided into five parts (I) Culture and Organisational Change, (II) Governance and Risk Management, (III) Customer Service, (IV) Leadership and Supervision and (V) Communications.

Part I: Culture and Organisational Change

Introduction

Culture influences what is valued by an organisation, including the behaviours that are tolerated, punished or rewarded. Culture also affects the agility of an organisation, the speed of decision-making and the level of risk supported. To understand an organisation, it is important to be aware of the unwritten norms and beliefs, outlooks and how people are rewarded or controlled. Culture must facilitate legitimacy and in the policing context, this can be taken to mean the principle of policing by public consent.

This part examines the operational effects of the current garda culture and explores what changes are needed to support the implementation of the recommendations in this review. Culture is relevant to how the Garda Síochána functions and it is particularly important in understanding the adaptability of an organisation to change.

Review Findings

Code of Ethics

The Garda Síochána Act, 2005 provided for the establishment of a code of ethics and a garda working group was established in 2007. Some ten years from the passing of the Act, the finalisation of a code is long overdue. Under legislation before the Oireachtas, the responsibility for establishing a code will pass to the proposed Policing Authority. A code is a guide to the expected standards of behaviour and decision-making within an organisation and many other police services have published a code of ethics.

Other Police Services

Many police services consulted in this review highlighted the need to change the culture of an organisation to ensure that structural and reform programmes are successful. One police service reported that the first stage

of a reform programme was unsuccessful because they had overemphasised the structure and process of the reform programme, without addressing the culture. In this case, the change process was more likely to fail, as the organisation simply defaulted to its older way of working.

Current Garda Culture

There is little available research in relation to garda culture in Ireland. However, the various tribunals of inquiry and reports in relation to the Garda Síochána provide some common themes around how the organisation is perceived to have dealt with external scrutiny and one report alluded to a ‘misguided sense of loyalty’ to the organisation (Smithwick, 2013). The stated culture of the Garda Síochána is articulated in the published Vision, Mission and Values, as well as the current declaration of professional values and ethical standards.

Community Policing

While the Garda Síochána’s mission statement indicates that the community is central to its function, this review has raised questions about the real value placed on community policing. In particular, there are concerns about the resourcing levels currently deployed to community policing duties. The Inspectorate found significant reductions in the numbers of garda members assigned to community policing and some divisions have no dedicated community policing units.

Internal Perceptions of Garda Culture

To better understand the internal perceptions of garda culture, the Inspectorate held workshops and interviews with staff at all ranks and grades. Positive aspects of culture were described as “a ‘can do’ attitude”, “a sense of duty”, “a culture of service” and “a good organisation at heart.” It was also highlighted that the Garda Síochána is an organisation that can’t say “no” to requests and is trying to be all things to all people.

Negative comments on culture were described as “insular”, “defensive”, “not encouraging initiative”, “personal loyalty as opposed to organisational loyalty”, “a gulf between gardaí and senior managers”, and one where “garda staff and some junior ranks do not feel valued”. Staff also spoke of a blame and risk-averse culture; where people are afraid of the repercussions of making mistakes. As a result, staff can be

concerned with “self-preservation” rather than acting in the best needs of the organisation. Supervisors highlighted that some members are less inclined to engage with the public on the basis that “the less interaction, the less confrontation, the better.” The last comment was not an isolated response and it is not a good customer service approach.

The Inspectorate was also informed of a wide-spread perception among garda members of unfairness in local and national selection processes.

Key Recommendations

Organisational Lead

- To lead cultural change, the Deputy Commissioner Governance and Strategy should have responsibility for ensuring the alignment of organisational culture with the annual policing plan.

Cultural Reform Programme

- To develop and implement a cultural reform programme. This needs to be supported by an effective communications plan.

Measurement of Cultural Change

- To establish systems to measure culture and how it supports the delivery of the overall organisational goals. This includes the measurement of leadership at all levels in the Garda Síochána. The optimum approach to measurement and assessment of garda culture would be the gathering of data from and about all ranks and grades of staff.

Cultural Audit

- To conduct a cultural audit of the real working culture within the organisation, informed by both internal and external stakeholders on a regular basis. While this could focus on particular units or locations from time-to-time, it should be a longitudinal programme of work.

Implementation Outcomes

The main aim of the recommendations in this part is for the Garda Síochána to move its organisational culture from the perception of slowness to change, insularity and defensiveness, to an organisation where all personnel embrace the officially stated values and behaviours of the Garda Síochána and a published code of ethics. The recommendations are designed to create an organisation that embraces and drives change and one that delivers a customer-centric service.

Implementation of the recommendations will result in:

- A garda culture that embraces change and where staff feel valued and selection processes are viewed as open, fair and transparent.
- Strong, visible leadership at all levels.
- A workforce that embraces and displays the stated values of the organisation and a code of ethics.
- A more customer-centred policing service.

Positive aspects of garda culture, such as the general “can do” approach should be valued and reinforced in any change programme. The negative aspects, such as perception of a blame or risk averse culture if not addressed, may hinder and potentially block any change programme.

Strong, visible leadership is required to develop, inspire and deliver a clear, measurable programme of cultural reform.

Part II: Governance and Risk Management

Introduction

This part of the review examines the growth in external governance arrangements for the Garda Síochána, including the establishment of the proposed Policing Authority. Good governance practices help to drive efficiencies and to make a police service more effective. In times where value for money and public accountability are imperative, the practice of governance in policing is becoming increasingly important. A police service must always ensure that it delivers a high quality service with integrity, while treating the public fairly, with dignity and respect.

Integral to achieving strong governance is the process of risk management. Policing is a high-risk environment and a police service must put in place systems and practices that reduce the likelihood of injury to its employees and to those people that come into contact with its staff. Some risks can harm the reputation of a police service and systems are required to identify potential risks, to assess their likelihood and impact and to put in place control measures that reduce or mitigate their impact. This part examines the risk management practices of the Garda Síochána and to what extent they protect and support operational policing. Good risk practices drive good operational management decisions and risk management should be applied to decision-making at all levels for any function or activity in policing.

Review Findings

Previous Reports and Inquiries

A number of inspections, inquiries and reviews over the years have examined issues relating to governance in the Garda Síochána. The findings have consistently identified a need for stronger governance and supervision and have included recommendations for improvement. In response, the Garda Síochána has accepted many of the recommendations, but this has not always led to implementation and change. As a result, many of the issues remain unresolved today.

Oversight

There are a multitude of processes in existence to provide external governance and oversight of the Garda Síochána and there is a risk of some duplication in the activity of different agencies. Examples of external oversight include, the Government, the Minister for Justice and Equality, the Departments of Justice and Equality and Public Expenditure and Reform, the Comptroller and Auditor General, Oireachtas Committees, Joint Policing Committees, the Garda Síochána Ombudsman Commission and the Inspectorate. The breadth and depth of external oversight is not unique to the Garda Síochána and similar structures exist in other police services. While each of the external structures highlighted have a role in advancing good governance through recommendations for change and improvement within the Garda Síochána, ultimately it is the responsibility of the Commissioner and the garda senior management team to implement change and to create good internal governance systems that support the corporate goals and vision.

Policing Authority

Many of the statutory powers, as contained in the draft legislation for the Policing Authority are consistent with provisions present in the standards for other such bodies internationally. The proposed Policing Authority provides an opportunity for increased levels of public transparency and accountability of the Garda Síochána.

Internal Governance

The Inspectorate found ineffective systems of internal control for governance. There is no single lead for governance and there are a multitude of garda units with important policy, oversight and auditing roles that are placed within different commands. While a new Strategic Transformation Office (STO) is in operation, the long term governance role of this unit is unclear. The Inspectorate

found that there is no established point of transition for change programmes from development to operational implementation and the responsibility for implementing change projects is often retained by the Garda Change Management Section. In many cases, projects and pilots tend to run for long periods of time, sometimes years.

Policies

The *Crime Investigation* report and this review found areas of concern in respect of many garda policies, where there is an absence of an effective system to monitor progress and to ensure compliance. The absence of effective governance processes, supervisors to support front-line workers and the resulting inability to ensure policy compliance are areas of high risk that need to be addressed. There is also an absence of performance management data to monitor policy compliance routinely.

Critical Incident Management

In other policing jurisdictions, the Inspectorate found that there is a far more structured process for identifying, managing and resolving a serious incident that could impact on public confidence levels in policing.

Performance Management

Other police services operate formal performance management processes, such as Compstat that allows headquarters to hold senior managers to account. This sort of process does not currently exist in the Garda Síochána.

Risk Governance

While a Risk Governance Board exists with overall responsibility for risk management processes, the Board has not been convened in the last two years.

Risk Management and Registers

The Inspectorate found that there are varying degrees of knowledge within the organisation in relation to risk management practices, such as the completion of risk registers and their utilisation within the operational policing environment. The Inspectorate was informed that while a risk register exists for most units, it was often viewed as a one-off annual task and is not always a living document subject to ongoing management review. The Inspectorate was also informed that risk registers were not quality assured centrally and very little feedback was provided on the completed registers.

The joint auditing and inspections recently conducted by the Garda Professional Standards Unit and the Garda Internal Audit Section is evidence of good practice as it provides efficiency in audit and review practices.

Areas of Risk and Potential Risk

The review examined some areas of high-risk and potential high-risk facing the Garda Síochána that need to be addressed. In some areas, there are no policies in place, such as workplace substance and impairment testing and for anti-corruption. Operational policing activity poses the greatest personal risk to officer safety. Away from garda stations, members are sometimes entering imprecise locations and dealing with people who may pose a significant risk to their safety. This part highlights a number of areas of risk and during field visits, the Inspectorate found that processes are not always in place to prevent or mitigate such risks. This includes training for those on response driving duties, preventative measures to reduce garda traffic collisions and an absence of daily briefings and de-briefings by a supervisor. There are also many members that need refresher training in areas, such as pepper spray, batons and first aid.

Key Recommendations

Oversight

- The Department of Justice and Equality should establish formal, structured processes that co-ordinate all Justice sector governance of the Garda Síochána and related oversight body activities. This should reduce any duplication in work, clarify areas of responsibility, facilitate the sharing of good practice and provide opportunities for joint working.

Governance

- To establish a Governance Board chaired by the recommended Deputy Commissioner Governance and Strategy.
- To develop a single command for governance units and all governance processes to provide a more consistent approach to oversight and accountability.
- To develop governance committees for risk management, training and ICT, accountable to the Governance Board.
- To develop a Standard Operating Procedure for identifying and managing all critical incidents.

Policies

- To develop a Standard Operating Procedure for the creation, implementation and monitoring of all garda policies and directives. This includes conducting a formal impact assessment for all medium to high-risk policies and directives that require action to be taken.

Measuring and Managing Performance

- To develop and establish a framework for measuring organisational performance.
- To develop and manage performance review processes for garda divisions and national units.

Risk Management

- To create a Risk Management Governance Committee, accountable to the Governance Board and responsible for developing effective risk management practices.
- To recruit a fully trained, professional Risk Management Officer as a member of senior garda staff.
- To create a full-time Risk Management Office.
- To develop effective policies, systems and training that mitigate areas of high-risk and potential risk, such as substance misuse and testing, internal corruption, garda traffic collisions, liability exposure and operational risk management.

Implementation Outcomes

This part of the review highlights the need for the Garda Síochána to have strong governance processes and effective risk management practices in place to drive organisational performance; while maintaining the integrity and reputation of the service. Under the recommended structure, a deputy commissioner would ultimately be responsible for oversight, accountability and measuring the holistic performance of the Garda Síochána.

Implementation of the recommendations will result in:

- Clear governance structures.
- Compliance with policies and consistent delivery of policing services.
- Proper systems, policies and training in place to prevent and mitigate operational risks.
- Development of accurate performance data on key priorities.
- A performance management system in operation that holds senior managers to account.
- Creation of safer working practices and procedures for all garda personnel.

- Effective management of organisational and reputational risks.

To be most effective, governance and risk management must become part of the Garda Síochána culture, embedded into business practices and subject to regular review.

These changes are designed to maintain public confidence in policing services provided by the Garda Síochána.

Part III: Leadership and Supervision

Introduction

Effective leadership and supervision are at the heart of any high performing police service and good leadership promotes greater accountability in a police organisation. Leadership must be visible and good leaders must have the ability to inspire, instil clear vision and provide direction. The senior management team of the Garda Síochána has a pivotal leadership role to play in creating a clear vision for staff and for ensuring engagement takes place with personnel at all levels of the organisation.

Sergeants and inspectors have the most direct supervisory impact on the delivery of operational garda services and the Inspectorate looked at the deployment of these supervisors and their availability for operational duties. Front-line supervision is a challenging task, considering the patrol environment and the nature of police work. Nonetheless, supervision is a critical element for police services trying to shape and guide their employees to deliver an effective and efficient police service.

Leadership in an operational policing environment often requires fast-time decision-making, sometimes without all the necessary information. The ability to make sound decisions, even under extreme pressure, is a good indicator of an effective leader. Selecting the right people as leaders is very important for any police organisation and a system must be in place to identify and develop talent for the future. Recognising and rewarding good work is another important aspect of leadership and supervision and a police service should have systems to acknowledge acts of bravery, distinguished service and good work.

Review Findings

Previous Inspectorate Reports

The *Front-Line Supervision* Report published in April 2012 contained a total of eleven recommendations to improve operational supervision. This review has identified that not all of these recommendations were accepted and to date only two have been implemented.

Deployment of Garda Members and Supervisors

As part of this review, the Inspectorate examined garda deployment data to ascertain the numbers of supervisors in all ranks, the location of gardaí and supervisors and the types of roles that they are performing. This is important to determine if appropriate levels of supervisors are assigned to the high risk areas of policing. Analysis of data showed that a large percentage of all ranks are not assigned to operational duties, including 12% of gardaí, 16% of sergeants, 24% of inspectors and 27% of superintendents. It also showed that Garda Headquarters has a disproportionately higher percentage of supervisory ranks.

Further analysis showed that over a period of time, the numbers of members in operational and specialist roles have reduced, but Headquarters has seen an increase of 8.6% in members assigned to administrative roles. With overall reductions in numbers, the Inspectorate expected to see the opposite trend to protect front-line services. Over time, many gardaí and supervisors were abstracted from operational duties to Headquarters for a variety of reasons. In some cases this was for long periods of time with some permanently re-assigned. The Inspectorate found many supervisors in non-operational roles that do not require the use of sworn powers, nor the deployment of a supervisor. The review found some non-operational units with very large numbers of sworn members including Information and Communication Technology Branch, which has 104 sworn members.

The Inspectorate examined the ratio between gardaí and sergeant numbers. An organisational ratio of 5.7 gardaí to 1 sergeant is a satisfactory position, but in many operational units, the Inspectorate found that the ratios were significantly higher. In analysis of four garda divisions, the Inspectorate found a wide variation in the supervision ratios of gardaí to sergeants across particular units, including community policing units with ratios from 7 to 1 to 28 to 1. In Garda Headquarters, there is a ratio of 2 gardaí to 1 sergeant. This shows that front-line

operational posts often have far greater ratios of gardaí to sergeant, than in non-operational and administrative posts. In the majority of the divisions visited, front-line units were often on duty without a dedicated sergeant. It was also the case that administrative posts were sometimes filled by sergeants at the expense of the front line. The Inspectorate also identified cases where there appeared to be sufficient numbers of sergeants allocated to a division, but in some places, there were too many sergeants and in others there were severe shortages. The inability or reluctance to move supervisors within the same division is a challenge to more effective supervision. Rural divisions, often with greater numbers of districts have additional challenges in providing sufficient numbers of supervisors. The absence of front-line patrol supervision in operational units is a critical area that still needs to be addressed.

Numbers of Sergeants and Inspectors

There may well be sufficient numbers of sergeants within the Garda Síochána compared to the current number of gardaí, but the Inspectorate does not believe that organisationally, they are all in the right places to deliver effective front-line supervision. Similarly, there are inspectors in non-operational posts that should be released to front-line duties, but implementation of the recommended move to a divisional functionality model will undoubtedly require the appointment of additional inspectors.

The Inspectorate noted that while there is a process for covering absences of district superintendents, there is no similar policy that provides cover for absences at sergeant and inspector levels.

Decision Making and Organisational Learning

During field visits, the Inspectorate was informed that there is a general perception that supervisors are often risk-averse to making decisions and sometimes they refer to a higher level or seek advice from a national unit. This creates unnecessary time delays and in some cases it slows down investigations. The Inspectorate also found a general perception that a blame culture exists and that when members have made a mistake or failed to take action, discipline is often the first option used.

Setting Standards and Dealing with Underperformance

Setting clear standards as a supervisor on a unit is crucial to how well they will manage their team. Throughout this review, poor performance and low productivity of some

staff and a failure of supervisors to tackle this issue was raised as a major issue. Some supervisors who tackled such issues reported that they were accused of bullying and this made them reluctant to take action in the future.

Roles and Responsibilities

The Inspectorate identified that many operational sergeants and inspectors have a considerable number of responsibilities, many of which are administrative in nature and this reduces the time available for their primary role of front-line supervision. Supervisors highlighted a need for clarity about their role and responsibilities.

Engagement

At workshops conducted by the Inspectorate, personnel said that they have had no similar opportunity to provide suggestions about how the Garda Síochána could operate differently. In most places, there was no formal engagement process in place. At a more senior level, the Inspectorate was informed that the Garda Síochána does not have a culture that encourages people to “speak up”, to suggest new ideas or to challenge working practices.

Good Work

Many staff informed the Inspectorate that they perceived that the work that they do is not always valued. In many cases, members have recommended their own good work to receive formal recognition. The manner in which a formal commendation is presented is ad hoc and depends on where a member is based. At the completion of 22 years’ service, members are awarded a Long Service Medal. At present, the Garda Síochána does not mark this occasion with any formal ceremony and there is no similar recognition for garda staff or reserves’ long service.

Talent Management

The selection of people for the garda executive and senior management teams is crucial to ensure that those who will be responsible for championing change are committed to the change process and have the skills to lead and manage a programme of reform. At present, the Garda Síochána does not have a talent management scheme and there are fewer development opportunities for garda staff than for members. Other police services have identified the development of leaders as an area where investment needs to be made now and to identify and develop those who have the talent to lead at the highest levels in years to come. A previous garda executive leadership programme stopped in 2009.

Key Recommendations

Deployment of Sergeants, Inspectors and Superintendents

- To review the use of sergeants, inspectors and superintendents assigned to administrative and non-operational positions and to prioritise deployments into front-line duties.
- To extend the existing process for acting roles to gardaí and sergeants to perform duties at the next rank.

Decision-Making and Organisational Learning

- To develop a strategy to improve the decision-making skills of leaders and supervisors and to become a learning organisation. Leaders and supervisors must have the confidence to make decisions appropriate to their rank.
- To ensure that all front-line supervisors are well trained and have the confidence and capability to enforce standards of performance, dress and behaviour.

Roles and Responsibilities for Supervisors

- To develop specific roles and responsibilities for supervisors.

Engagement

- To develop a structured approach to engagement at all levels between senior managers and all garda personnel.
- To create an environment where managers are encouraged to “speak up”, to be innovative and to recommend new ways of working.

Acknowledging Good Work

- To develop a Standard Operating Procedure for recognising and rewarding good work and outstanding performance by all garda personnel.

Talent Management

- To create a Talent Management Strategy.

Measuring Leadership

- To develop key performance indicators to measure the effectiveness of leadership and supervision initiatives.

Implementation Outcomes

The Garda Síochána is facing a challenging programme of reform and this requires effective leadership and supervision at all levels.

Before decisions are made on the numbers of supervisors that are required, the Garda Síochána must first map out where existing supervisors are currently assigned and ensure that they are in posts where their front-line supervisory skills are most needed.

Implementation of the recommendations will result in:

- Assignment of appropriate numbers of supervisors to all front-line units.
- Visible leaders who can inspire and provide clear direction.
- Leaders and supervisors with effective decision-making skills
- Creation of a learning organisation.
- Publication of clear roles and responsibilities for all supervisors.
- An organisation where people are engaged at all levels, where people feel valued and are rewarded for high performance.
- Higher standards of performance, dress and behaviour.

The Garda Síochána must become a learning organisation that enables leaders and supervisors to have the confidence and professional judgement to make decisions appropriate to their rank or grade.

Part IV: Customer Service

Introduction

This part examines the current Garda Síochána customer service practices and explores what is happening in other police services. In policing, customers generally include victims, witnesses and members of the public. An important part of customer service is ensuring the provision of a professional high quality service, whatever the reason for the contact, always acting with integrity and treating everyone fairly and openly. It is equally important for any police service to treat members of their own organisation in the same manner. To be successful in preventing crime and bringing offenders to justice, police services need the public to come forward to report crime and suspicious behaviour and to act as witnesses in prosecution cases.

The way in which a police service engages with customers and local communities is critical to maintaining public confidence in policing. It is important for a police service to ensure that all communities, especially those who are more vulnerable, have the confidence to contact the police and particularly to report crimes. The vision of any police service should include providing customers with the easiest and most effective ways to access police services. Engagement is also important for good customer service, which allows a police service to gain a better understanding of local policing issues and the needs of customers. Dealing with customer complaints and suggestions for improvement in services is an important aspect of good customer care and the police have a responsibility to put things right when customers do not receive an appropriate service. A customer-focused police service develops methods to measure levels of satisfaction from customers and uses results to improve the quality of service provided.

Review Findings

Previous Inspectorate Reports

Previous Inspectorate reports have included a number of key recommendations to improve customer service. In particular, the *Crime Investigation* report highlighted the importance of good victim care, particularly for those who are most vulnerable.

Other Police Services

During engagement with other police services, a number of key themes emerged in connection with what a customer wants from the police. They include:

- Easy and quick accessibility to police services.
- Consistency of service.
- Treating customers with respect and keeping them informed.
- Providing visibility and tackling the priorities of local communities.

Community Engagement

As part of this review, the Inspectorate attended a number of community meetings. All of the meetings attended highlighted very similar issues including:

- People want to be treated with respect when they contact garda stations to report crime or incidents.
- Community policing members are approachable, friendly and always ready to assist; sometimes even when off-duty.

- There is a need to increase the number of gardaí on visible patrols.
- Victims are not always provided with updates, which causes frustration.
- There is a need to be more receptive to feedback from the public.
- People are only taken seriously when a complaint is made.
- There is a need to interact more with the public when patrolling.
- There is a slow response to some calls for service.

Generally, the meetings were very positive about local community policing officers, but less positive about interactions with other garda members. Participants mentioned that there are some excellent community officers who try to maintain regular contact with community groups, neighbourhood watches and other similar schemes. Communities stressed the importance of knowing individual gardaí working in an area. It was highlighted that while people are encouraged to call the garda if they see an incident taking place, they sometimes receive a very poor or disinterested response when they do so. This discouraged many from calling again.

Garda Workshops and Interviews

During engagement with members and staff at all levels, the following key issues were raised:

- The Garda Síochána generally provides a good customer service.
- Garda roster negatively impacts on good customer service.
- Members sometimes lack professionalism and good manners.
- There is a need for first point of contact training.
- Inconsistent levels of service are provided.

As internal customers, many members perceived that internal selection processes were unfair and it is an area that they would like to be addressed.

Pressures on Community Policing

Since 2009, there have been a considerable number of changes, including a new garda roster, reductions in budgets and reduced garda numbers. As a result, many divisions took resources away from community policing units. This has negatively impacted on community policing activity, particularly in more rural areas. The Inspectorate also found that community gardaí are regularly abstracted from their core role in order to back-fill vacancies in other posts. This is an important area of customer service and where garda community policing units were sufficiently staffed and able to undertake their role appropriately, it had led to some excellent local community initiatives. There is a risk of the Garda Síochána delivering an inconsistent community policing service across the 28 divisions, depending on whether the division is in an urban or a rural location. Community policing units are usually tasked to address persistent community problems and an absence of full-time community officers will result in repeat calls for police services to the same locations. The absence of dedicated officers will impact on key stakeholders, such as local authorities, neighbourhood watches and community alert schemes. Other police services faced with similar reduction in budgets and officer numbers are trying to retain community policing teams.

Visibility and Reassurance

An important role for all gardaí, including community policing units is the visible uniformed presence provided in local communities. This provides reassurance and can make people feel much safer. Local communities are demanding a more visible policing presence, particularly in rural areas. Visibility includes providing access to local gardaí at garda clinics, usually operated in community centres or local halls. While the impact of visible patrolling and engagement is difficult to measure, it provides reassurance and can reduce crime through intelligence-led proactive patrolling.

Victim and Customer Service

The Inspectorate welcomes the roll-out of victim offices across all garda divisions. These offices have existed in some divisions for many years, but will now provide a single point of contact for victims in all garda divisions. These offices are not currently tasked to assist other customers, such as those involved in road traffic collisions. These customers still have to contact the member that dealt with their incident for an update. The Inspectorate has previously highlighted the importance of supervisors

calling back victims and customers to check levels of service provided. At the time of this review, the Inspectorate found limited evidence that this takes place routinely.

The Garda Síochána does not have a customer service strategy or policy, but has two charters called the *Garda Charter* and the *Victims Charter* that outline the service that customers should expect. Unlike other police service charters examined, there is no mention in the *Garda Charter* of the word customer. There are also very few metrics in place to measure the progress of the two charters. Other police services have developed a single customer service charter and importantly, internal guidelines for staff, explaining the importance of good customer care and setting out clear standards to ensure consistency in service.

Prior to the introduction of the new foundation training course for garda recruits, there was no specific module on customer service and the previous course did not provide sufficient skills training and guidance on customer service. Since 2014, for new members of the Garda Síochána, customer service and dealing with victims of crime is now fully integrated into the foundation training programme.

Garda Community Relations has the national lead for a number of functions including community policing and crime prevention, but does not have specific national responsibility for customer service.

Engaging Local People in Policing

Bringing the community into police stations is an initiative adopted by many other police services and the Inspectorate supports the community open day initiatives operating in the Garda Síochána that invite local communities into garda stations to find out more about policing. The introduction of garda reserves into policing in Ireland was an excellent way of introducing volunteering into policing and it also increased police resources and visibility. However unlike other police services, the scheme is not extended to cadet schemes for young people or to roles that could be performed by non-uniformed volunteers.

Key Recommendations

Community Relations Unit

- To conduct a review of the activities of the Community Relations Unit to focus on the key priorities of creating safer communities and improving customer service.

Community Policing Units and Policing Priorities

- To review the approach to community policing and community engagement in urban and rural divisions and in particular, the deployment and tasking of resources to enforcement, prevention and community engagement. This includes the development of a process to identify and address community priorities.

Victims and Customer Care

- To expand the remit of the Victims Offices to provide a single point of contact for all customer service enquiries.
- To produce a single Customer Service Charter and develop national Customer Service Guidelines for all employees. The charter must have performance targets.
- To develop a structured programme of customer service training for all staff in contact with internal and external customers. This should reflect feedback from customers through surveys and customer complaints.
- To encourage feedback on garda services and use options such as customer comment cards, on-line systems for feedback and mystery shoppers.
- To develop a series of performance indicators and systems such as customer call-back to identify good practice and areas for improvement.
- To focus on reducing the number of discourtesy and customer service complaints.

Accessibility

- To develop and utilise alternative forms of access for customers to obtain information on policing and policing services.

Volunteers in Policing

- To develop additional volunteering in policing initiatives, such as cadets and non-uniformed volunteers.

Leading and Driving Customer Service Initiatives

- To appoint a national customer service lead, supported by senior managers at national and divisional levels.

Implementation Outcomes

High-quality customer service is important for the Garda Síochána from the perspectives of legitimacy and public confidence and ensuring that local communities are fully engaged in making places safer.

Implementation of the recommendations will result in:

- An organisation that provides customer-focused and consistent services.
- A single point of contact for all garda customers.
- Publication of a customer service charter that outlines the service that can be expected and how targets will be measured.
- Front-line staff that adhere to clear customer service guidelines and are trained in managing customer contact.
- Reflection of local community priorities in garda policing plans.
- Increased involvement of local people in volunteer police programmes.
- Increased garda visibility and easy and quick accessibility to garda services.
- Consistency in the delivery of customer practices.
- An organisation that values feedback and responds to customer complaints.
- Establishment of dedicated problem solving gardaí in all divisions.

The changes will make the Garda Síochána a more customer-focused organisation that provides effective ways to access police services.

Part V: Communications

Introduction

This part examines the critical value of communications in effective organisations and particularly in police services. It specifically examines the structure and approach to external and internal communications in the Garda Síochána and in other police services. Good communication is vital for the effective operation of an organisation as it is often overlooked and simply assumed to be working well. Communication is even more critical in a large organisation and where services are delivered from multiple locations across the country. Consistency is important and serious risks can arise when communication gaps exist.

In policing, every contact with the public and other stakeholders is important, as it may well shape a person's view of a police service. For this reason, a police service needs to ensure that all staff adopt the principle that every contact counts.

Internal communications are particularly important in a time of organisational change or reform and clear and consistent communication has the potential for greatest staff understanding and commitment to a change programme.

Review Findings

Unique Aspects of Communication in Police Services

During focus group and stakeholder interviews conducted for this review, it was frequently pointed out that communication is different in a police organisation. This includes the need to limit the access to and availability of information, such as the details of a criminal prosecution or an operation to protect state security.

Garda Síochána Communications Strategy

The Garda Síochána introduced a new communications strategy in June 2015. The objective is to improve trust in the Garda Síochána by communicating with the public and other stakeholders about how the organisation is changing for the better.

Office for Corporate Communications

As part of the new strategy, the communications function for the Garda Síochána will be delivered primarily by the Office for Corporate Communications (OCC), headed by the Director of Communications who reports directly to the Commissioner. The majority of staff in the OCC are sworn members of all ranks. While there are some advantages to a level of garda member involvement, international experience shows that media services can be delivered by competent skilled support staff. Unlike many other police services, OCC staff are not located at a regional level.

The OCC is using dated technology with a slow internet connection and unsuitable equipment for desk-top publishing. This is impacting on the effectiveness of the OCC.

Media Engagement

National media engagement is dealt with by the Press Office in OCC and by local garda stations. This includes using local senior gardaí for appeals as part of high-profile incidents. At present there is no clear policy outlining the roles for external public and media communication on operational matters. During this review, members expressed concern about the effect of negative media coverage on the garda relationship with local communities.

It was suggested that the Garda Síochána should take a more proactive, less defensive approach and criticism should be directly addressed. In discussions with journalists, the Inspectorate was told that they believe that there is a less than effective relationship with the Garda Síochána due to factors including a lack of trust, that the Garda Síochána Act, 2005 prohibits direct contact by local gardaí; and the training of members discourages them from talking to journalists. An internal proposal to establish a Communications Advisory Council that would meet with representatives of the media and allow advice and feedback on communication initiatives has not been progressed. Media coverage of the Garda Síochána is not currently measured and analysed by the organisation. This is a basic function carried out by most communication offices.

Public Attitude Surveys

The last published Public Attitude Survey conducted by the Garda Síochána was in 2008. This is a useful process for obtaining feedback from the public on policing and the process was re-commenced in August 2014. To date, three surveys have been conducted, but at the time of finalising this review, the results have not been published.

Structured Community Engagement

Garda communication with the public takes place through a number of informal and structured mechanisms, such as the Joint Policing Committees established across the 28 divisions and a number of existing community groups. These are important forums that can provide feedback on policing and identify local community priorities.

Social Media use by the Garda

Social media is an emerging means to communicate to wide audiences and it can provide information to the public in real-time. Social media initiatives by the Garda Síochána have been very well received and it has recently received two awards for use of social media and public relations. Text messaging is also used by the Garda Síochána to alert communities to incidents and to provide information on recent incidents and events.

Telephone Information Lines

Other methods of Garda Síochána external engagement include Crimestoppers and Garda Confidential. These were examined in the Inspectorate's *Crime Investigation* report and a recommendation was made to conduct an evaluation of their use.

Email for Garda Personnel

Almost one-third of all personnel do not have corporate email. While email access is available to all members of staff who request it, not all staff were aware of this.

Communication with Stakeholders

During field visits, the Inspectorate noted that there are gaps in developing formal information sharing protocols with other agencies and this was identified as hindering partnership working. As a result, the level of information sharing between agencies varied greatly across the country. Sharing of data often depends on the individuals involved and relies on trust and good relationships, rather than on agreed protocols.

Internal Communications

Internal communications are particularly important in a time of organisational change and reform. Traditional methods of internal police communications include briefings, hard copy information and training days, to more modern methods including internal intranet messages, emails, and blogs. Staff engaged by the Inspectorate viewed briefings, meetings with senior managers and training days as important for communications, but across many units, these activities do not routinely take place. Headquarters Directives are issued periodically and provide information on matters such as promotion opportunities and new policies. There are challenges with the volume of directives, the lack of prioritisation and sometimes with the complexity of language used.

The Garda Commissioner plays a key role in ensuring effective internal communications and the visits to garda units by the Commissioner and other senior managers was welcomed by staff. A staff survey was also undertaken in 2014 and it was completed by 5% of all garda staff and by 11% of all garda members. To date, the results of this survey have not been published.

The Garda Portal is a web page that allows personnel to search and access information relevant to their work. Generally the feedback on the Portal was very positive. 'Lessons Learned' is a forum facilitated by the Change Management Section and found to be useful in assessing and mitigating risk in the organisation.

Paper and Email Communication

The Garda Síochána is primarily a paper-driven organisation that often operates a bureaucratic chain-of-command review of documents. In many cases, emails are sometimes duplicated with hard copies of information. The use of paper practices creates challenges for document management, storage and retrieval. The application of the Freedom of Information Act, 2014 to the Garda Síochána will exacerbate personnel demands, given the existing systemic inefficiencies.

Perceptions on Internal Communications

During workshops and interviews conducted by the Inspectorate, staff highlighted that communication between individual units at a local level was generally good, however, the overall feedback regarding internal corporate communication ranged from satisfactory to poor. Poor communication of decisions and a lack of feedback were also regularly raised. It was also highlighted that there is a perceived disconnect between senior managers and other ranks. A frequent theme raised by garda staff was a general perception of distrust towards them by sworn staff and of a slowness to communicate relevant information. In addition, all personnel raised practical issues hindering internal communications, such as poor technology.

Key Recommendations

Office for Corporate Communications

- To assign to the Office for Corporate Communications an appropriate number of staff with the knowledge, skills and abilities necessary for that function.

Regionalisation of Office for Corporate Communications Staff

- To assign sufficient staff to allow the regionalisation of the Office for Corporate Communication functions.
- To publish clear guidelines for local media engagement and to provide local media training.

Email Authorisation

- To provide internal and external email to all staff without the need for application and specific approval.
- To implement an electronic document policy that supports the use of email for official internal communications.

Inter-agency Information Sharing

- To develop and communicate clear protocols and guidelines as necessary to support information sharing with other government agencies.
- To review the effectiveness of the Data Protection Act, 1988 for the purpose of enhancing information sharing between the Garda Síochána and other agencies.
- To train all operational garda personnel on data protection legislation, their obligations and their rights to information authorised by it.

Media Engagement

- To develop a functioning Communications Advisory Council.

Implementation Outcomes

While there has been some progress in the development of the communications function in the Garda Síochána, there is a need for the organisation to fully address how it views, frames and delivers its organisational mission.

The effectiveness of communication can never be assumed or underestimated. It is one of the most important tools for effectiveness in any organisation. Used well, it increases productivity and efficiency. Used poorly or ignored, it damages morale and undermines good work effort. A focused approach to communications is an essential pillar in the maximisation of efficiency and effectiveness in the Garda Síochána.

Implementation of the recommendations will result in:

- A fully functioning OCC with an appropriate number of staff with the necessary knowledge, skills and abilities.
- Assignment of OCC staff on a regional basis.
- The publication of clear guidelines and training for local media engagement.
- The provision of internal and external email to all staff.
- Implementation of an electronic document policy that supports the use of email for official internal communications.
- Enhanced information sharing between the Garda Síochána and other agencies.
- A functioning Communications Advisory Council.

The impact of these actions will be an increased level of respect and trust in the Garda Síochána, which underpins legitimacy, particularly in a complex and changing society.

EXECUTIVE SUMMARY: CHAPTER 4

Making the Most Effective use of Human Resources

This chapter examines the various practices applied in the human resource area of the Garda Síochána. It is divided into three parts (I) Workforce Modernisation, (II) Human Resources and (III) Training.

Part I: Workforce Modernisation

Introduction

Workforce modernisation is the term used to describe a process of examining, evaluating and changing the structure and mix of staffing in order to maximise the value of the people who work in an organisation; the human resources. This part of the review examines workforce modernisation options including divestiture, outsourcing and civilianisation through increased use of garda staff. The review includes the current workforce composition of the Garda Síochána, allocation of positions and utilisation of members, garda staff and garda reserves. The key goal is to re-balance staffing to provide opportunities to release members to front-line duties.

The perception of crime drives many community concerns over safety. As a result, community safety is often linked to the number of police officers rather than the overall level of service and outcomes for the community. This creates a challenge for effective workforce planning, as governments sometimes seek to allay public safety concerns through increased recruitment of officers. As in other countries, there is greater focus by the Irish people and media on the number of gardaí working and recruited into the Garda Síochána, rather than the overall staffing needs of the organisation. Most positions within the Garda Síochána are staffed by members, regardless of the requirements of the position or whether there is a need for sworn powers in that post.

Review Findings

Divestiture

As the Garda Síochána provides a 24/7 365 service, duties that may be the primary responsibility of other agencies have sometimes fallen to the Garda Síochána to manage. On a daily basis, gardaí are engaged in activity not always conducted in other police services. Aside from the ongoing process within the immigration area, the Inspectorate identified other areas which may be suitable for divestiture:

- District court prosecution and security.
- Remand prisoner transport.
- Garda forensic services.
- Passport applications.

Sometimes people in immediate need of care and attention are taken to garda stations for their own safety or the safety of others. On occasions, people need to be taken by gardaí to hospital, where they are required to wait for medical assessment and a decision to be made on admission. This can take several hours and ties up garda resources for extended periods. A review of such practices would determine the appropriate responsible agency or minimally, should lead to the development of clear protocols.

As noted in previous inspection reports, many district superintendents and inspectors spend a significant amount of time on case preparation and prosecuting cases in the District Court. In some cases, superintendents have delegated this responsibility to an inspector in order to spend more time leading and managing their district.

Outsourcing

The Garda Síochána have already outsourced some functions such as vehicle maintenance and towing services. Some areas that are worthy of exploration for greater outsourcing include:

- Certain ICT services.
- Financial services.
- Custody services.
- Health care for persons in custody.
- Service of summonses, which could be divested in the long term or outsourced in the interim.

Garda Staff

Recruitment of non-sworn police staff has been increasing within police services for decades. In comparison to other police services examined by the Inspectorate, the Garda Síochána has the lowest proportion of garda staff as an overall percentage of employees at 14%, compared to 25% in Scotland and 42% in Norway. The large numbers of members in administrative positions fails to support organisational goals for the provision of a visible and responsive police service. Certain administrative and

clerical positions that do not require sworn powers as a primary skill set, could more efficiently and effectively be assigned to garda staff. The use of members in administrative positions is inefficient and costly given the two-year investment in developing highly-trained members and the ongoing uniform, equipment and training costs.

Recruitment of garda staff has not focused on the professional skill sets needed to advance corporate goals. During this review, the Inspectorate identified over 1,000 positions that are either technical or administrative in nature, which do not appear to require sworn powers and that may provide good opportunities to release members for front-line roles. The Inspectorate spoke with both members and garda staff, who identified 468 positions, currently held by members that they considered suitable for the deployment of garda staff. These were mostly in the corporate support area. Their views were often coupled with the premise that such staffing would provide for more gardaí on the front line.

Impact of Legislation on Garda Staff in the Garda Síochána

The Inspectorate notes that there are legislative standards for some Garda Síochána functions which mandate a specific sworn rank. By legislatively establishing positions to be those held by specific sworn ranks, garda staff professionals become ineligible to serve in such positions, notwithstanding individual skills or organisational efficiency.

Regulation 7 & Regulation 14 Positions

The Garda Síochána has recruited members (known as Regulation 7 and Regulation 14 positions) with specialised skills. The majority of these members are in the organisation's Telecommunications Section and in the Garda Band. These members serve in the Garda Síochána with full powers and benefits accorded any member of the Garda Síochána. Members recruited under Regulation 7 received full garda training and upon completion were allocated to their respective specialist posts. However, Regulation 14 members did not receive the same training programme, with some only receiving a few weeks of training. There is corporate risk in designating personnel with less than full training as a member of the Garda Síochána. Conferring sworn powers to non-operational staff with specialist skills which are available in the civilian population is inefficient.

Extending the Garda Workforce Base

The Garda Síochána family has already been extended through the use of the Reserve. Garda reserves are volunteers who serve in a variety of ways as trained uniformed support for the Garda Síochána. The Inspectorate was informed that despite being authorised under law and having received considerable training, reserves are not consistently or strategically utilised for operational purposes. While the overall management of the reserve programme continues to rest with Human Resources, there is no identified champion for the programme. The Inspectorate believes that the Reserve provides an opportunity to generate greater operational efficiencies and the Garda Síochána can derive greater value from the use of the Reserve.

Key Recommendations

Divestiture and Outsourcing

- A key stakeholder group should be convened by the Department of Justice and Equality to develop divestiture and outsourcing plans for functions currently carried out by the Garda Síochána, that could be performed by another agency.

Workforce Planning Structure

- A new employment framework that provides flexibility to achieve the optimum composition of the workforce should be developed by a working group comprising the Garda Síochána, the Department of Justice and Equality, the Department of Public Expenditure and Reform and the impending Policing Authority.

Workforce Planning Process

- To develop and implement a workforce planning process for all positions within the organisation to release garda members for front-line deployment, assessing each position for functionality, criticality and sufficiency.

Garda Reserve

- To develop a strategic plan for maximising the effectiveness and contribution of the Garda Reserve.

Implementation Outcomes

The Garda Síochána now needs to engage in a modern workforce planning process, as the restrictions on recruitment ease across the Irish public sector. Workforce planning should include a review of functions to assess opportunities for divestiture and outsourcing. Where functions are retained, the process must identify functions

which must be carried out by sworn officers and those not requiring sworn powers, which should be assigned to skilled garda staff. The workforce must be resilient, dynamic and responsive to changing service needs.

Implementation of the recommendations will result in:

- Clarification of the core functions of the Garda Síochána and divestiture and outsourcing of functions that could be performed by another agency.
- A new employment framework that provides flexibility to achieve the optimum composition of the workforce.
- A workforce planning process for all positions within the organisation.
- Release of garda members from administrative posts for front-line deployment.
- Redeployment of supervisors from non-operational roles.
- A strategic plan maximising the effectiveness and contribution of the Garda Reserve.

These changes will achieve the right mix of staff and provide best value for money. They will also maximise and enhance the delivery of front-line services through utilising people in the right place, at the right time, doing the right job.

Part II: Human Resources

Introduction

This part examines the Human Resource Management (HRM) structures in the Garda Síochána and the integration of members and garda staff. It builds on some concepts covered in the Workforce Modernisation section and it specifically reviews the Garda Síochána's human resource management practices.

HRM is the management process for the recruitment, induction, development, retention and assignment of personnel. In the Garda Síochána, the workforce is its most important resource. Police services need to ensure that all personnel resources are managed effectively.

Review Findings

HRM Structure

The Garda Síochána's HRM system essentially operates under two distinct reporting structures. Garda member HRM units report to the Executive Director through a chief superintendent and garda staff HRM reports to the

Executive Director through a senior garda staff director. The Inspectorate does not see any reason for a chief superintendent or any sworn member to lead and manage the HR function.

Most of the central HRM services for garda members are located at Garda Headquarters in the Phoenix Park, which serves as the primary HRM source for members. The garda staff HR service centre is located in Navan, thereby distanced from the HRM command at Garda Headquarters. The Garda Civilian Human Resources Directorate was established in 2006, after the Commissioner's assignment of responsibility for garda staff under the Garda Síochána Act, 2005. This Directorate has responsibility for all aspects of garda staff human resource management. In addition, Navan also processes much of the administrative HRM data for the entire organisation, such as garda pensions, salary, sick leave and corporate information. Beyond the administrative HR processing conducted by Navan, there is little evidence of shared HR practices between the two structures.

Impact of HRM Split Structure on HR Functioning

Garda staff in Navan identified various challenges to maximising their efficiency, primarily the result of unnecessary paper processes and the lack of access to necessary information. The key problem is the archaic paper process, which is unnecessarily hierarchical and wasteful. The HR management team recognises the inefficiencies in a dual structure such as this and are seeking to develop a single unit to address all personnel issues on workforce equality and diversity. Amalgamation of duplicate functions would release members and garda staff to perform other functions.

Decentralisation of HR Responsibility

The Inspectorate was informed by various personnel across the organisation that even low-level HR matters often require the engagement of Headquarters and there is a routine need to defer to and wait for Headquarters to make decisions. The Inspectorate continues to support decentralisation of HRM functions and a headquarters role that provides strategic direction, policy support and oversight rather than management control. The Garda Síochána accepted with modification the Inspectorate's 2007 recommendation for devolved autonomy to the regions. The Inspectorate has determined that while the Garda Síochána has accepted this recommendation, it has not significantly advanced it.

HR Data in the Garda Síochána

The Garda Síochána has limited data capacity to support robust evidence-based workforce planning processes. The ability to interrogate personnel and operational data to inform HRM decisions is challenging given the lack of readily available data. Most HR planning is focused on operational need, as demands often take precedence. The absence of good HR information impacts on effective succession and workforce planning.

HRM Support for Garda Staff Integration

The Inspectorate has found that garda staff do not feel valued within, and fully integrated into, the organisation. *The Garda Síochána HR Strategy for 2011-2013* established goals of enhancing employee relations and enhancing employee development through a corporate vision that supports and integrates garda staff. However, a specific plan for accomplishing the goal of garda staff integration has not been articulated. Integration and the support of garda staff are important from a HR perspective, particularly in retaining skilled staff. Personnel working in administrative units, where both members and garda staff perform essentially the same functions, face some disparate work practices. The role, function and utilisation of garda staff are not consistent across the Garda Síochána.

Reporting Structures for Members and Garda Staff

The lack of defined reporting structures for all staff within the Garda Síochána's chain of command affects its overall efficiency and effectiveness. In 2008, garda associations requested a review of reporting structures to clarify issues of concern. The Inspectorate was informed that the issue of reporting structures is still unresolved. The lack of resolution over reporting lines further contributes to perceptions by garda staff that they are not viewed as a valued part of the organisation.

The Garda Síochána's Recruitment Practices

The Garda Síochána has engaged with the Public Appointments Service (PAS) to conduct its recruitment process for new members. Due to the period of time that passes between testing and joining the organisation, many candidates have either lost interest or have taken up other employment opportunities. This process can take months and in the case of the current applicants, almost two years. It is a highly inefficient recruitment process as the vast majority of applications will not result in recruitment to the

Garda Síochána. There is no analysis of the applicant pool and recruits to the Garda Síochána to inform recruitment and training strategies.

Garda Staff Recruitment

Garda staff were first introduced into the organisation in 1970. Garda staff are generally recruited through the PAS in addition to a level of redeployment from other civil service departments and offices. The vast majority of people recruited are at clerical officer grade; however there has been some targeted recruitment of people with specialist skills and for more senior positions.

Direct Entry to the Police Service

Several police services are participating in an initiative to directly recruit people without any policing experience to the rank of superintendent. Currently, there is no direct entry at senior police officer ranks in the Garda Síochána for those without police experience. There are processes for direct entry of garda staff at certain levels.

Garda Reserve Recruitment Practices

Garda Reserve recruiting is managed by the PAS but is currently passive. The website is not interactive and needs to be updated. There is room to develop a more strategic and dynamic process for recruiting Garda Reserve members.

Diversity

Modern police services work to establish diversity and to reflect the communities they serve. Given the lack of recruitment within the Garda Síochána in recent years, diversity has not been significantly advanced. Increased recruitment of garda staff and reserves provides an excellent opportunity to bring people into the Garda Síochána from the broader community. Many of these people may later decide to apply to become a garda member.

Transfer Entry and other Recruitment Processes

There is no process for the Garda Síochána to recruit fully-trained police officers from other parts of the world. This type of recruitment brings high skill levels, provides fully trained officers and brings added diversity to police services. Such transfers also facilitate rapid filling of critical gaps in front-line services. A significant number of Irish citizens and some ex-gardaí have emigrated and joined police services. These officers should be able to transfer directly into the Garda Síochána, without the need for full training or to enter as a probationer garda if they apply to return.

Entry Levels for Garda Staff and Garda Reserves

There is no recruitment process which takes account of experience as a member of the Reserve or garda staff. In other police services, joining as a member of police staff or volunteer member allows an individual to gain experience and provides an excellent opportunity for a person to decide if policing is the right career choice. With garda reserves, there is an added benefit that they are already attested and trained in many of the powers and skills that are required to be an effective member. This also provides an opportunity to greatly reduce training costs through the introduction of an abridged training programme and delivers a member more quickly into operational training at garda divisions.

Employee Career Development

The Inspectorate was advised that in recent years, internal employee development and training opportunities were severely restricted. The Inspectorate is not aware of any significant internal analysis conducted by the Garda Síochána on how to optimise and develop the skill sets within the existing workforce to advance organisational goals within the HR development framework. The lack of opportunities for advancement is a significant challenge for establishing resilience within the garda staff of the Garda Síochána. The Inspectorate was not made aware of any specific organisational workforce plan that seeks to develop and advance garda staff.

Selection and Promotion

Selection processes within policing often involve transfer into a specialised assignment or promotion to another rank. During this review, the Inspectorate met with a large number of members and garda staff who considered that the selection processes within the Garda Síochána were unfair, lacked transparency and did not always ensure that the best candidates were selected. These concerns were raised about organisation-wide promotion and local selection processes, such as to detective and assignment to specialist units. For promotion applications, there is no pre-interview selection, with only the requirement that the member has passed the relevant written test appropriate to the promotion rank at some point in his or her career. The pre-selection standards are very broad and contribute to an inefficient selection process. The Garda Síochána has worked with the PAS to improve its selection processes.

An extraordinary amount of garda resources are engaged in the various promotion processes. The *Garda Code* provides that all eligible candidates seeking position

as sergeant or inspector are entitled to an interview at a Regional Interview Board followed by interviews with successful candidates at a Central Interview Board. This results in high numbers of candidates moving from application stage to formal interview boards. This approach can result in candidates that are not yet ready for promotion moving onto a selection panel stage. The use of a chief superintendent to conduct interviews for garda to sergeant promotions and assistant commissioners conducting interviews for sergeant to inspector promotions is not consistent with most international practice, which provides for the next rank to conduct review panels for promotions. The current Garda Síochána promotion system is an expensive and highly resource intensive process.

Employee Health and Well-Being

The nature of the requirements of policing, their impact on personal lives and personal factors including financial and family stresses can create challenging environments for overall good health. Developing policies that help support the physical and emotional well-being of the personnel within the Garda Síochána is an important HRM role. The Garda Síochána has a mental health well-being programme in place known as the Garda Employee Assistance Service and a peer support programme that uses members to assist colleagues. There is no mandatory requirement to engage with the service and a contacted member can refuse assistance. During meetings with garda personnel, the Inspectorate found a reluctance to access peer support.

Attendance Management

There is no sick leave policy to inform effective sick leave management. This review has also identified an absence of professionally trained HR advisors who are available at local level on a day to day basis to assist with attendance management. There are two distinct electronic data systems that record sick leave absences, one for garda staff and one for members. There are problems with duplicative processes and with access to accurate information which can be analysed. Most police services monitor working days lost as these are the days that impact on the delivery of policing services. The electronic systems used by the Garda Síochána do not provide data on working days lost. A paper system in operation provides more accurate data, but is not easily accessible or open to analysis.

The Inspectorate previously examined garda working days lost through sickness in 2007 and found an average of 10 days sickness annually per member. In 2013, the position

had increased to thirteen days sickness, per member, per year. In April 2014, new public service sick leave regulations were introduced and member sickness levels reduced to the 2007 level. The reduction of three days' sickness, per member, per year is the equivalent to hiring an additional 236 members.

Many policing services make available light or limited duty assignments for officers, usually temporary in nature, who because of illness or injury, are unable to perform the full range of duties required. Within the Garda Síochána, those officers, who on the medical advice of their doctor are fit to perform alternative specified duties (limited duties) are allowed to perform some roles, normally an administrative position. 30% of the members on limited duty or reduced hours status are working in that situation for over two years. The Inspectorate was informed that there is no centrally managed or specific policy in place that relates to limited duty practices within the Garda Síochána. However, HRM advised that it is currently reviewing the matter throughout the organisation.

There is an employee assistance programme in place to provide support services to all garda personnel. There is also a peer support system for garda members. The Inspectorate found an inconsistent approach to providing support services, such as counselling to those staff who have dealt with a traumatic incident. Not all members are willing to be involved in a peer support system.

Performance Management

In 2013, the Garda Síochána made a presentation to the Inspectorate on the Performance, Accountability and Learning Framework (PALF) and outlined its intention to introduce the system as its performance measurement tool for sworn members only. PALF was piloted for a twelve-month period in three garda districts but has not been used in the organisation since the pilot ended. The PALF system does not provide for a sanction of dismissal where underperformance does not improve. The Inspectorate has previously recommended implementation of a performance management system. How personnel are tasked, the assessment of their skills and whether they perform to standards is not currently measured within the Garda Síochána. The Garda Síochána cannot operate to true effectiveness and efficiency if it does not set objectives and measure the performance of its employees.

Key Recommendations

Structure

- To create a single HRM Directorate where the Executive Director is empowered with the authority to drive the change programme to deliver modern HR practices and ensure that HR business support is devolved to the most appropriate level. To support the above recommendation, the following key actions need to be taken:
 - Amalgamate the garda staff and garda member HRM functions.
 - Co-locate HRM personnel where possible.
 - Release the chief superintendent HRM to operational duties.
 - Devolve HR decision-making to the lowest appropriate level.
 - Establish clear policies delineating the specific roles and responsibilities of devolved HRM units.

Integration of Reporting Structures

- To finalise, as a matter of priority, the integration of member and garda staff reporting structures, as required under the terms of the *Public Service Pay and Reform (Croke Park) Agreement 2010-2014* and the Garda Transformation Agenda.

Recruitment Strategies and Processes

- To work with the Public Appointments Service to develop (i) a strategic plan for ensuring efficient and effective recruitment practices to attract a diverse range of high quality candidates; (ii) a more efficient application process, including rolling applications and (iii) a retention strategy for those selected and awaiting a start date in order to reduce the attrition rate.
- To establish an entry and training scheme for officers from other police services, garda staff and reserves as full-time garda members including the development of a suitable abridged training course.

Promotion and Selection

- To establish new promotion and selection processes that are perceived as fair and transparent.

Employee Support

- To develop a modern, supportive employee assistance strategy and service with access to professionally trained counsellors.

Attendance Management

- To develop a clear, comprehensive attendance management policy to reduce the number of working days lost and the number of people on limited duty or reduced hours with a view to facilitate their return to full duty.

Performance Management

- To develop and implement a single performance management system to cover all members and garda staff with clear sanctions to address all levels of underperformance, up to and including dismissal.

Implementation Outcomes

HRM is increasingly recognised as critical to the achievement of organisational goals in many police services. Addressing structural and process difficulties will improve HR practices across the Garda Síochána from recruitment, selection and promotion to employee support and performance measurement. While action is being taken in the HR area, change is still required to strengthen structures and practices further.

Implementation of the recommendations will result in:

- Clarity of governance, policy, management and decision-making through the creation a single HRM Directorate, where the Executive Director is empowered with the authority to drive the change programme to deliver modern HR practices and HR business support is devolved to the most appropriate level.
- Integration of member and garda staff reporting structures.
- Efficient and effective recruitment practices attracting a diverse range of high quality candidates.
- Promotion and selection processes that are perceived as fair and transparent.
- A modern employee assistance service with access to professionally trained counsellors.
- A clear, comprehensive attendance management policy reducing the number of working days lost and the number of people on limited duty or reduced hours.
- A single performance management system to cover all members and garda staff with clear sanctions to address all levels of underperformance, up to and including dismissal.

These advancements will deliver improved morale, productivity and well-being, which impacts greatly on the efficiency and effectiveness of an organisation.

Part III: Training

Introduction

This part reviews the governance to oversee and drive the development of training that meets organisational goals. The Inspectorate also reviewed the current management structures for all training; including recruit foundation training and ongoing continuous professional development training in the Garda Síochána. The Inspectorate strongly holds the view that training is a vital tool in delivering an efficient and effective service and promotes safety for all its members.

During the moratorium on recruitment, the recruit foundation training programme was remodelled and a new programme was introduced in September 2014. As the programme is new, it is too early in the process for the Inspectorate to assess the suitability of the content of the training now delivered. Due to the lack of training and continuous professional development over the last five years, skills deficits now exist that need to be addressed. A well-equipped and well-trained police service will deliver a far more efficient and effective policing service. The training environment requires strong governance to ensure that the overall training needs of a police service are identified and prioritised at a corporate level.

Review Findings

The Garda College

The Garda Síochána attaches most of the organisational training responsibility to the Garda College in Templemore, which conducts a variety of training for new garda recruits, garda reserves and developmental training for all ranks. There is a particular focus on formal education in the foundation training course within the College, as all new members obtain a third-level degree in applied policing as part of the recruit programme. While the Garda College has overall responsibility for training, it does not currently have organisational control or responsibility for training budgets. As a result, local supervisors often have to make a difficult choice between sending a member of staff on a training course and incurring costs or retaining that money for operational policing activity. This negatively impacts on attendance rates for training courses, wastes trainer time and deprives a staff member of a developmental opportunity. The majority of garda training takes place at the College. This is expensive and inefficient.

Training Governance

Currently, the Garda Síochána has no training governance committee in place to determine the organisational training priorities and to direct how that training will be delivered. There is a Crime Governance Board which includes consideration of crime training, but does not have responsibility for broader organisational training.

Training Needs Analysis

A Training Needs Analysis (TNA) is a process for identifying gaps in employee training, prioritising training needs and determining what type of training or other action is required. This process is also about developing the most effective and cost efficient means of meeting training requirements. At the time of the field visits, the Garda Síochána was not conducting a formal TNA.

Staffing Levels at the College

The majority of training courses are delivered at the Garda College by training staff based in Templemore. Some College training staff deliver courses such as firearms and driver training at satellite training locations.

For certain training courses, police experience is an important element to the delivery of the course content. Where this exists, operational credibility is important and police services should make sure that those members delivering training do not spend long and continuous periods of their service in this type of role. However, the Inspectorate believes that there are a disproportionately high number of sergeants assigned to the College, particularly in comparison to the number of gardaí. The Garda Síochána has a tenure policy, but it is not currently enforced.

Fluctuations in training cycles and recruitment present acute difficulties in retaining skilled trainers and meeting any sudden surges in training demands. College staffing arrangements need flexibility to enable the College to meet the training goals for the organisation.

Pre-Induction Programmes

Many police services are significantly changing recruitment practices and the way that new police officers are subsequently inducted and trained. Obtaining a Certificate in Knowledge of Policing helps to prepare those seeking recruitment as a police constable in England or Wales and accredits the knowledge and understanding of an individual. A key element in this approach is the fact that a

potential applicant is completing these studies in their own time and prior to joining the police service. In some police services, the recruitment of people with a certain level of policing knowledge has resulted in the introduction of a condensed foundation training course. A move to a pre-induction qualification would greatly reduce the academic element in the current garda foundation course; it would also significantly reduce overall training costs and provide a new operational garda member far more quickly.

Recruit Training

The Garda Síochána has a two-year probationary period for new garda members. During this period, a trainee will spend time at the Garda College, followed by training in an operational policing unit. The review compared the recruit training programme with some other police services and found that the Garda Síochána invests the most time in the academic phase of a recruit's training programme, while other policing jurisdictions allocate more time to the operational part of training.

Garda Recruit Foundation Training

The Garda Síochána has recently developed a new recruit foundation training programme. The goal for the programme is to ensure that only suitable trainee gardaí are attested and assigned to operational units to complete their training. The programme runs over 104 weeks and consists of:

- Phase I is a 32-week residential training course at the Garda College.
- Phase II is a 40-week programme in an operational unit working alongside a tutor garda.
- Phase III is a 30-week programme in which the trainee garda is on independent patrol.

Sequencing of Recruitment

The Garda Síochána moved from training no new gardaí for a period of years to recruiting a large number of new gardaí within less than twelve months. This creates resource pressure demands for training consistency as the number of instructors for classes and accommodation available is finite.

Garda Staff Induction

While new recruits receive 32 weeks' induction training, there is no induction training in place for garda staff.

Promotional Training

The Garda Síochána provides most of its promotional training after assigning members and garda staff on promotion to their new roles. The Inspectorate believes that such practice creates unnecessary organisational risk issues, particularly for supervisors who will be making decisions that may have consequences for themselves or the organisation as a whole.

Continuous Professional Development

In recent years, continuous professional development (CPD) was limited in scope and availability and many personnel were not provided with any meaningful CPD. This is not only an organisational risk, but it is an operational and development gap. There is no one unit, section or area solely responsible for the CPD training programme, nor a unified framework that identifies, develops and delivers CPD training based upon a training needs assessment. The Garda College does not have sole authority over the CPD training for members and garda staff. The CPD training schedule is generally limited to daytime hours and the work week of Monday to Friday. This requires operational members working other shifts to change working hours to attend training.

Training Formats

Not all new policies and procedures require formal training and not all training requires delivery in person or a full day's programme. There are more efficient and timely ways of delivering training to members and garda staff, including briefing and de-briefing and increased utilisation of the Garda Portal. The Garda Síochána has expanded its use of the Garda Portal to provide information to its personnel. The Inspectorate is aware of an on-going review by the Executive Director Human Resources and People Development and the College regarding computer/distance-based learning. This review should be expedited and prioritised.

Key Recommendations

Training Budget

- To allocate a ring-fenced budget to the Garda College for training.

Governance

- To establish a Training Governance Committee with full authority, decision-making capacity and representation from key units in the organisation and external expertise.

Training Needs Analysis

- To conduct an annual training needs analysis.

Training Programmes

- To conduct a review of Phase I training with a view to reducing the duration of the Foundation Programme.
- To establish a garda staff induction training programme.
- To provide pre-promotional training to all personnel prior to placement.
- To establish a programme of ongoing CPD for all garda personnel.

Implementation Outcomes

A well-trained police service demonstrates the internal discipline and knowledge needed to respond to increased policing demands in an efficient and professional manner. The complexity and significant risk profile associated with modern policing requires training programmes that support improved police services while simultaneously mitigating risks. It is important that structures are put in place to enhance the ability of the Garda Síochána to deliver high-quality training.

Implementation of the recommendations will result in:

- More effective use of the training budget for the Garda Síochána.
- Improved strategic planning and implementation of training plans with the establishment of a Training Governance Committee.
- Prioritisation of training based on an annual TNA.
- Timely delivery of well-trained recruits for deployment following the review of Phase I training.
- Improved integration and clarity of role with the implementation of a garda staff induction training programme.
- Improved skill sets and reduced risk with the provision of pre-promotional training to all personnel prior to placement.
- Delivery of training through a range of methods and at various locations.

The overall result of these actions will deliver a highly-trained, confident and professional workforce

EXECUTIVE SUMMARY: CHAPTER 5

Improving the Efficiency of Financial, Information Technology and other Resource Practices

Introduction

The Inspectorate reviewed the management structure and processes in the garda use of financial, IT, accommodation and equipment resources. Many of the processes in this area are subject to general public service policies and procedures, but the review highlights areas for change or improvement which would deliver and support efficiencies and add to the effectiveness of the Garda Síochána. This chapter is divided into three parts (I) Financial Management, (II) Estates and Equipment and (III) Information Technology.

Part I: Financial Management

Introduction

This part of the chapter examines the general financial management and procurement structure within the Garda Síochána and contains recommendations to support the ability of the Garda Síochána to deliver the optimum level of services while maximising financial resources.

Financial resources are critical to the effective provision of policing services. Governance and accountability for those resources affect management decisions on the way police services are provided and on the delivery of those services to the community. The level of impact on the delivery of police services can be affected by the scope for and effectiveness of, financial management. The organisation has to determine how financial practices are managed to support the delivery of the best possible service to the community.

Review Findings

Financial Management Structure

The Garda Síochána is not involved in any direct budget negotiations with the Department of Public Expenditure and Reform (DPER); these being conducted by the Minister and officials of the Department of Justice and Equality. The Inspectorate considers that the absence of full engagement does not provide adequate opportunity for detailed examination of the financial needs of the Garda Síochána.

The allocation of the Garda budget on an annual basis limits the capacity to carry out long-term financial planning. Capital budgets are allocated on a multi-annual basis, but these are subject to annual adjustment that undermines the certainty of the allocation originally envisaged.

Procurement

While there have been improvements in the procurement process, there may be scope for further efficiency gains through contract re-negotiation, subject to procurement rules.

Garda Budget

The Garda pay budget had a significant shortfall of €65m in 2014 and €50 million in 2013 and additional funding was allocated to address this gap. The consistent level of underfunding is an inefficiency which needs to be addressed.

Cost Recovery

Where a police presence is required at a major public event, such as a concert or sporting fixture, gardaí carry out normal operational duties including public safety, public order and traffic management on public roads outside the area of the event, while a further garda presence is required within the event site. Under current arrangements, the amount received does not reflect the full cost of policing, but is based on agreements negotiated between the event promoter and the Garda Síochána. However, in many cases, significant garda resources are required to police and provide traffic control within a wide radius of the event, which though directly related to the event, are not taken into account in the cost agreed.

There are other areas where costs could be covered, such as calls to property alarms. On the basis of the Inspectorate's analysis there may be as many as 49,000 false alarm calls nationally each year. The Garda Síochána has an intruder alarm policy which sets out the circumstances in which response to alarm systems may be withdrawn. The policy does not provide for the charging of fees for unnecessary response and waste of garda time. This is a lost opportunity for a reasonable source of cost recovery, as well as establishing a real disincentive for wasting garda time. Other police services have policies in place which

have reduced the number of false alarms and have raised valuable income for the police services where reasonable action to avoid the false alarm has not been taken by the property owner. In this way, thousands of garda operational hours, can be redeployed to prevent crime and disorder.

The Inspectorate finds that unlike many other police services, there is no systematic process in the Garda Síochána for reviewing and developing cost recovery and income generation.

Expenditure

The Inspectorate has considered the feasibility of paying for garda pensions out of the Central Exchequer Fund and not directly from the organisation's budget, as is the case with some other public sector bodies. It is understood that there are challenges with this. However, maintaining the pensions' obligation within the garda budget impacts greatly on the overall garda budget; particularly when increasing pension commitments directly affect operational policing.

Garda compensation is a demand led, non-discretionary cost and claims are paid from available resources. When required, the Garda Finance Directorate curtails operational spending to cater for anticipated compensation claims. Reserves or contingency funds are not retained for garda compensation claims.

The Transport Section aligns vehicle repair decisions with overall cost and anticipated life expectancy of a vehicle. Currently, an end of life mileage is established and repair decisions are made accordingly. However, concerns were raised about the value for money in carrying out repairs on old vehicles. Although the Garda Síochána has developed business process improvements through the national fuel contract, the Inspectorate believes that there should be stronger governance over the fuel programme.

At the start of a business year, it is good practice to review all budget lines and to take action to reduce any waste. This practice is used in many police services to reduce costs and eliminate waste. The Inspectorate saw limited evidence that this takes place across all units within the Garda Síochána.

While it is acknowledged that the Garda Síochána has carried out a level of budget analysis and that savings have been delivered, the Inspectorate is of the view that a

further deeper process of priority-based budgeting should be conducted regularly, following the implementation of the key recommendations of this report.

Key Recommendations

Structural and Process Issues

- That the Department of Justice and Equality convenes a group comprising the Garda Síochána, the Department of Public Expenditure and Reform (DPER) and the impending Policing Authority to review the garda budget negotiation and allocation process, to enable a more comprehensive explanation and appropriate detailed negotiation of the financial strategy and resource needs of the organisation.
- That DPER provides a multi-annual indication of the proposed garda budget, in order to facilitate improved garda strategic financial planning.

Cost Recovery

- That the Department of Justice and Equality brings forward legislation to provide that promoters of private events pay full cost recovery of policing of events.
- That the Garda Síochána, in conjunction with the Department of Justice and Equality and DPER, establishes a process to regularly review all cost recovery sources and ensure the fees payable are proportionate to the level of service provided.

Implementation Outcomes

Accountability for finance provides a focus on expenditure and it is reasonable to expect operational managers to have regard to financial efficiency. It appears that a tension will always exist between measurements of service effectiveness and measurements of efficient financial management in police services. Nevertheless, maximising use of all available resources and minimising unnecessary expenditure provides optimum value for money.

Implementation of the recommendations will result in:

- An improved garda budget negotiation and allocation process.
- Improved garda strategic financial planning.
- Increased garda budget income opportunities.
- Reduction in waste.

Improved strategic financial planning and changes to financial management practices will achieve maximum possible public value from garda financial resources.

Part II: Estates and Equipment

Introduction

This part examines the provision and use of estates and equipment, including uniform and vehicles, required by garda personnel in the performance of their duties.

During this review, most personnel at all ranks and locations expressed some level of dissatisfaction with equipment and working conditions. Garda members consistently raised issues about poor quality uniforms and vehicles, limited access to technology and the lack of supplies, such as printing materials; while garda staff generally focused on computers, access to information and the physical condition of work areas.

The Inspectorate recognises that working conditions will always have challenges for a 24/7 public service. However, certain issues invite review from a perspective of employee need and organisational efficiency and effectiveness.

The Inspectorate notes that the Minister for Justice has recently announced a programme of investment including over €60m of Exchequer funding as part of Government's *Capital Plan 2016-2021* to provide new stations and to modernise older stations at key locations around the country. The Inspectorate also notes the additional provision of funding for new vehicles for the garda fleet.

Review Findings

Estate Management

Recognition of the impact of facilities on performance was identified in the Guerin Report and previous Inspectorate reports have also identified issues within the current housing stock that diminish effective customer service.

Annually, thousands of applications for minor and major building works are generated by garda units. In 2013, 670 of those applications were completed on paper and over 4,600 electronically. The electronic process is currently only used for minor works. The paper process involves thousands of garda member hours, including the input of superintendents and chief superintendents. Efficiencies could be gained by the electronic processing of all requests for building maintenance projects.

Custody Facilities

The Inspectorate has determined that a significant number of stations have annual prisoner occupancy of less than twenty, and some are never used to accommodate detained

persons. As many custody facilities are underused and some are in need of refurbishment, there is a need for the development of a custody strategy.

Vehicles

The fleet is one of the most important support resources within the Garda Síochána, as the mobility of the police service is critical to its overall effectiveness and efficiency. The Garda Síochána has addressed many prior recommendations relevant to the fleet and other efficiencies have been independently initiated. However, issues with vehicles continue to be a source of frustration for many members, including vehicle allocation and concerns over whether some vehicles are fit for purpose. There is a need for more consistency and more efficiency in the management of the fleet.

While the Garda Síochána is prioritising the purchase of marked cars, 53% of the total fleet remains unmarked. The benefits of using marked vehicles includes greater visibility. The Inspectorate is not convinced that all detective and other investigative units require the use of unmarked vehicles for all duties. There is scope to create more visibility for members assigned to patrol and other duties.

Once vehicles have been assigned to units, they generally remain within those units and decisions on allocation are managed primarily through local managers. These units determine vehicle rotation and there are some limitations in the current practice. Part of the challenge for efficient vehicle allocation is the limited analytic data available for evidence-based decisions for resource allocation. However, management practice also contributes to inefficiencies. The Inspectorate observed that in some units, one person was allocated a vehicle, as opposed to it being pooled for use by other members in the same unit.

Uniforms

For front-line members, the uniform is a vital piece of equipment. However, as with vehicles, the uniform continues to be a challenge for many members, who consistently expressed concerns over what they feel is the uniform's lack of comfort and practicality in the field. The Inspectorate believes that many of the issues raised by members regarding their lack of input on uniforms result from poor communication.

Garda staff also serve the organisation and uphold its values and standards. However, unlike members and reserves, they are not given the opportunity to visibly represent the organisation. A uniform is an opportunity to feel integrated within an organisation.

Name Badges

The Inspectorate notes that members of the Garda Síochána are not identifiable by name on their uniforms. Unlike most police services, there is no requirement to wear a name badge for easy identification of personnel who have contact with the public. The community's ability to identify members also aligns with the key principles of police legitimacy, in that the actions of individual officers reflect and represent the Garda Síochána.

Key Recommendations

Estate Management

- To implement an electronic format and processing system to create efficiencies in processing requests for building maintenance projects.

Vehicles

- To develop a transport strategy for the garda fleet, supported by a multi-year budget forecast for vehicles. This includes actions for improved management of vehicles, an ongoing review across the organisation for efficiency in vehicle rotation and an increase in the allocation of marked vehicles to ensure a balance of operational need and visibility.

Uniform

- To review the current uniform for practicality, suitability and visibility with a process to facilitate input to and the dissemination of information regarding progress on the review.
- To evaluate uniform options for garda staff, particularly those who are in contact with the public.

Name Badge

- To issue a standard name badge to be worn by all uniform garda members and by garda staff who meet with the public.

Implementation Outcomes

Workplace satisfaction and performance are inextricably linked. The quality and suitability of garda accommodation, vehicles and uniforms also has a direct impact on customer service.

Implementation of the recommendations will result in:

- The creation of efficiencies in processing requests for building maintenance projects.
- Better working conditions for all garda personnel and improved customer facilities at garda stations.
- More efficient and effective use of custody facilities.
- Improved fleet acquisition, management and visibility through the development of a transport strategy for the garda fleet.
- The provision of a practical uniform and the issue of equipment that are operationally tested with an opportunity for input by staff.
- Increased visibility through the provision of name badges and uniform options for garda staff, particularly those who are in contact with the public.

The changes will enhance efficiency and working conditions of members and garda staff as well as improve visibility and customer service.

Part III: Information Technology

Introduction

This part addresses the challenges faced by the Garda Síochána in developing and fully utilising technology to deliver a modern police service. There is a clear need for investment, for a strategic vision and for a governance structure to drive progress towards this vision.

Strategic action is progressing within the Garda Síochána and the Government recently announced an additional allocation of €205m in the *Capital Plan Building on Recovery Infrastructure and Capital Investment 2016-2021* for the development of garda technology and ICT systems. This is very welcome news and will require intensive strategic IT development and governance. Nevertheless, it is critical that they are included in this review and included in the overall change process.

Review Findings

Structure and Strategy

Information and Communications Technology (ICT) Branch is responsible for providing all ICT solutions and services to the Garda Síochána. The Inspectorate was informed that over time and with the convergence of technologies and ICT solutions, a considerable amount of overlap has led to some duplication across these sections. A review of ICT staffing needs and structures was completed by the Garda Síochána and published internally in September 2014. It sets out a new ICT structure based around five sections which streamline how ICT solutions and services are delivered. This HR Strategy for ICT has been approved and needs to be implemented.

IT Governance

The current oversight process for IT projects has challenges for effective technology management. Multiple responsibilities and limited technology management backgrounds for project board chairs diminishes the strength of the overall technology management programme. In addition, the Garda Síochána IT management process focuses on individual projects rather than organisational goals. The fiscal challenges faced by the Garda Síochána, coupled with a project-focused IT governance structure, have served to limit the advancement of technology projects currently and into the future.

IT Challenges

Over the years, the Garda Síochána has made incremental investment in single systems to address issues of critical need. These systems were often designed only to meet the specific immediate need, rather than advance overall organisational requirements. Very little information is readily available to inform management decisions across a range of areas, from recruitment to deployment of operational resources.

During visits conducted for this review and other inspections, the Inspectorate was informed by most units of technology needs that would provide for greater efficiency. Some garda stations have no access to PULSE and some divisions have no 999 electronic call recording systems. Digital images and attachments, such as photographs and videos, cannot be sent within the Garda Síochána or externally, which limits the ability to provide crime investigation support remotely. Email continues to be a challenge for all personnel to access and use efficiently.

The Garda Síochána ICT Strategy

An enhanced corporate ability to adapt to and assess new technology is needed to advance efficiencies within the Garda Síochána. The Garda Síochána's *Information Communications and Technology Strategy 2013-2015* has a primary focus on maintaining and enhancing existing infrastructure and systems. Under the strategy, IT resources will be prioritised to maintain existing services and the delivery of enhanced functionality. There is little focus on the development or expansion of technology.

While the strategy addresses the organisational technology goals, IT projects are often approved and developed independent of the ICT Branch. IT programmes are established by the individual Project Boards and once approved, they are forwarded to the ICT Branch for implementation. Operational and management requests are often directed at short-term needs, rather than long-term organisational IT development.

Multi-Year Projections and Planning

The Garda Síochána, like most public sector organisations, is tied to an annual budget planning and expenditure process. However, effective planning for technology programmes requires multi-year projections to allow for integration in order to achieve true efficiencies. The annual time frame often serves to constrain IT investment to single technology systems and purchases rather than integrated technologies that can innovate service delivery and provide substantive efficiencies.

The Garda Síochána ICT Vision and Roadmap sets out a five-year ICT vision for policing. It includes initiatives for enhancing current technology such as PULSE and for the development of new technology and systems. There are a total of twenty initiatives, including Computer-Aided Dispatch (CAD) and Rostering and Duty Management.

The Inspectorate has identified that CAD, Human Resource and custody systems are essential for the delivery of more effective policing services. While the Inspectorate notes that the ICT vision includes an intention to modernise the PULSE system, the *Crime Investigation* report recommended a new national crime investigation/records management system that records all information and actions taken relating to the investigation of a crime.

Key Recommendation

Governance

- To establish an ICT Governance Committee to develop an ICT strategy and ensure alignment with the corporate priorities.

Implementation Outcomes

A strong ICT strategic planning and governance process, enabled and overseen by an ICT Governance Committee, will ensure the alignment of planning and implementation of IT projects with overall corporate goals. This will support the development of the new software and technology to meet the needs of the Garda Síochána now and into the future.

Implementation of this recommendation will result in:

- Increased clarity in authority and decision-making on IT projects.
- Improved alignment of IT project development with organisational goals.
- Improved management data to support the more effective deployment of people and other resources.
- Delivery of an IT platform that facilitates integration and single entry of data.
- Reduced redundant or duplicated data.
- Reduced operational and administration costs.

RECOMMENDATIONS

RECOMMENDATIONS

Introduction - Overall Recommendation

The Inspectorate recommends that the Department of Justice and Equality assigns responsibility for the implementation of this report to a high-level oversight group, such as the impending Policing Authority. (Short term)

Chapter 1 – Developing a More Effective Structure for the Garda Síochána

Recommendation 1.1

The Inspectorate recommends that the Garda Síochána establishes a position of Deputy Commissioner for Governance and Strategy with the responsibilities outlined in Figure 1.2. (Short term)

Recommendation 1.2

The Inspectorate recommends that the Garda Síochána implements the structure and operating model for Operational Support Services as displayed in Figure 1.3. (Medium term)

To achieve the above recommendation, the following key actions need to be taken:

- Create a national firearms command unit.
- Remove the DMR armed response function from the SDU.
- Conduct regular reviews of all VIP and government building security arrangements and seek opportunities to reduce the number of armed and unarmed deployments.
- Develop Standard Operating Procedures for the deployment of armed units, including those on close protection duties.
- Merge the GNTB and the DMR Traffic Division and explore opportunities to create a central DMR traffic unit.
- Take the national lead for command and control and for the development of national call handling practices.
- Review the deployment and resources of Operational Support Units to maximise their efficiency.
- Take the national lead for major emergency planning.
- Lead on major event planning and resourcing.
- Publish clear protocols outlining the responsibilities of all units within this portfolio.

Recommendation 1.3

The Inspectorate recommends that the Garda Síochána implements the structure and operating model for Serious Crime Services as displayed in Figure 1.3. (Medium term)

To achieve the above recommendation, the following key actions need to be taken:

- Establish a national Major Investigation Team.
- Establish a Serious and Organised Crime Unit which includes cybercrime, human trafficking and serious fraud investigations.
- Create Public Protection Units at national and divisional levels.
- Create a national Offender Management Unit.
- Publish clear protocols outlining the responsibilities of all units within this portfolio.

Recommendation 1.4

The Inspectorate recommends that the forensic functions of the Garda Technical Bureau be divested to the Forensic Science Laboratory. (Long term)

To achieve the above recommendation, the following key actions need to be taken:

- Develop a single point of entry for all forensic exhibits (Short term).
- Merge the CCIU within the Technical Bureau. (Short term)
- In the interim, the Forensic Science Laboratory and the Garda Síochána should collaborate to implement a more cost effective and efficient method of transporting and receiving exhibits. (Short term)
- In the interim, second Technical Bureau experts to the Forensic Science Laboratory. (Short term)
- Once fully divested, the Forensic Science Laboratory to be responsible for deployment of national forensic support for serious and complex cases. (Long term)

- The Forensic Science Laboratory and the Garda Síochána should follow the Police Scotland Level 1 and Level 2 concept of crime scene examiners utilised by the Scottish Forensic Laboratory. (Long term)

Recommendation 1.5

The Inspectorate recommends that the Garda Síochána implements the structure for Security and Intelligence Services as displayed in Figure 1.3. (Medium term)

To achieve the above recommendation, the following key actions need to be taken:

- Merge the current functions of Crime Policy and Administration Bureau with other relevant garda units as set out in this chapter.
- Establish a Border Security Unit.
- Review the allocation of resources assigned to the SDU.
- Publish clear protocols outlining the responsibilities of all units within this portfolio.

Recommendation 1.6

The Inspectorate recommends that the Garda Síochána operates from three regions as displayed in Figure 1.7. (Short term)

Recommendation 1.7

The Inspectorate recommends that the Garda Síochána establishes a new garda staff position of Director of Data Quality, responsible for data quality assurance across the organisation and specific line-management of the Garda Information Services Centre, the Garda Central Vetting Office and the Fixed Charge Processing Office. (Short term)

Chapter 2 – Enhancing Operational Deployment Practices

Part II: Operational Deployment at Regional and Divisional Level

Recommendation 2.1

The Inspectorate recommends that the Garda Síochána implements the model for regional deployment of national resources as displayed in Figure 2.2. (Medium term)

To achieve the above recommendation, the following key actions need to be taken:

- Ensure that regional assistant commissioners are not required to perform dual functions and are not abstracted from their role for extended periods.

- Seek all opportunities to regionalise national unit resources to improve service delivery.
- Seek all opportunities to reduce management and administrative overheads.
- Publish clear protocols outlining national and regional unit responsibilities.

Recommendation 2.2

The Inspectorate recommends that the Garda Síochána amalgamates and reduces significantly the number of divisions. (Medium term)

Recommendation 2.3

The Inspectorate recommends that the Garda Síochána implements the functionality model based on the number of staff, policing needs and complexities of the various divisions. (Short term)

Recommendation 2.4

The Inspectorate recommends that the Garda Síochána conducts a minimum of three initial divisional amalgamations including the two DMR city centre divisions, based on the Inspectorate's functionality model as outlined in Recommendation 2.3. (Short term)

To support the above recommendation, the following key actions need to be taken:

- Within the DMR develop opportunities for regionalisation of core functions such as custody, special event planning, security, intelligence, warrant management, prosecutions, garda misconduct and public complaints.
- Outside of the DMR, develop opportunities for amalgamating core functions such as custody, prosecutions, garda misconduct and public complaints.
- Engage key stakeholders to improve partnership working.

Recommendation 2.5

In support of Recommendation 2.4, the Inspectorate recommends that the Garda Síochána conducts a full assessment of the policing needs of the amalgamated divisions to establish the required staffing levels and deploys appropriate resources to meet those needs. (Short term)

Part III: Improving Operational Deployment Practices

Recommendation 2.6

The Inspectorate recommends that the Garda Síochána develops a Standard Operating Procedure to improve the operational deployment of garda resources. (Short term)

To achieve the above recommendation, the following key actions need to be taken:

- Develop national call handling and call deployment practices that use resources, buildings and technology more effectively.
- Develop standardised call signs for all operational units, including supervisors.
- Focus on reducing and effectively managing planned and unplanned absences.
- Review the operational deployment of all specialist units.
- Enhance garda visibility by increasing the time spent out of garda stations.
- Develop a range of indicators to measure the effectiveness of deployment practices.

Recommendation 2.7

The Inspectorate recommends that the Garda Síochána conducts an audit every four months to review deployment practices, in order to ensure that sufficient numbers of staff with appropriate skills are on duty at all times. (Short term)

Recommendation 2.8

The Inspectorate recommends that the Garda Síochána develops multiple rosters that optimise the deployment of all garda resources and specifically includes: (Short Term)

- A response policing roster that ensures the most effective and efficient response to calls for service.
- Rosters that optimise the operational deployment of national, regional and divisional units involved in proactive operations and criminal investigations.
- Rosters that optimise the operational deployment of local and specialist units such as traffic and community policing.
- Non-operational rosters for those units at all levels that do not need to work extended hours.
- Adhering to the principles highlighted in Chapter 2, Part III.

Chapter 3 - Enabling Organisational Change

Part I: Culture and Organisational Change

Recommendation 3.1

The Inspectorate recommends that the Garda Síochána assigns to the recommended Deputy Commissioner Governance and Strategy the responsibility to ensure alignment of the Garda Síochána organisational culture with the policing plan and the reform programme. (Short term)

To achieve the above recommendation, the following key actions need to be taken:

- Conduct, on a regular basis, a cultural audit of the real working culture within the organisation informed by both internal and external stakeholders.
- Develop and implement a cultural reform programme, to be adjusted as necessary in the light of the findings of the regular cultural audits.

Part II: Governance and Risk Management

Recommendation 3.2

The Inspectorate recommends that the Department of Justice and Equality establishes formal, structured processes that co-ordinate all justice sector governance of the Garda Síochána and related oversight body activities to reduce any duplication in work, to clarify areas of responsibility, to share good practice and to seek opportunities for joint working. (Short term)

Recommendation 3.3

The Inspectorate recommends that the Garda Síochána develops a Standard Operating Procedure for the creation, implementation and monitoring of all garda policies and directives. (Short term)

To achieve the above recommendation, the following key actions need to be taken:

- Move towards a single, digital repository system of information that is up-to-date with current policies and procedures.
- Conduct a formal impact assessment for all medium to high-risk policies and directives that require action to be taken.

- Develop a process to ensure that supervisors have the knowledge, skills and training to ensure effective policy and directive implementation.
- Develop data sources and key performance indicators to assist supervisors to monitor compliance.
- Include a formal review date for all policies.

Recommendation 3.4

The Inspectorate recommends that the Garda Síochána creates a governance portfolio, including the establishment of a Governance Board chaired by the recommended Deputy Commissioner Governance and Strategy. (Short term)

To achieve the above recommendation, the following key actions need to be taken:

- Create a governance unit to support the work of the Deputy Commissioner.
- Membership of the board should include the chairs of the three governance committees and high-level decision-makers.
- The Governance Board to take the lead on the forthcoming performance agreement between the Garda Síochána and the Department of Justice and Equality.
- The GIAS to report directly to the Deputy Commissioner Governance and Strategy.
- Amalgamate the governance roles of the Change Management Section and the Strategic Transformation Office.
- Develop a Standard Operating Procedure for identifying and managing all critical incidents.
- Develop and establish a framework for measuring organisational performance.
- Develop and manage performance review processes for garda divisions and national units.
- Review the approach to self-inspections as outlined in the Inspections and Reviews HQ Directive.

Recommendation 3.5

The Inspectorate recommends that the Garda Síochána creates a Risk Management Governance Committee that is accountable to the Governance Board and responsible for developing effective risk management practices. (Short term)

To achieve the above recommendation, the following key actions need to be taken:

- Recruit a fully trained, professional Risk Management Officer (RMO) as a senior member of garda staff.
- Create a full-time Risk Management Office to support the work of the RMO.
- The Risk Management Governance Committee to meet at least quarterly.
- With the change in divisional structure, create divisional risk registers.
- All risk registers must be quality assured by the Risk Management Office.
- Develop a policy on substance misuse and testing.
- Implement operational risk management strategies across the organisation.
- Ensure that the proper systems, policies and training are in place to improve driver behaviour, to reduce collisions and to provide appropriate investigation of incidents involving garda vehicles.
- Develop an anti-corruption strategy.
- Review the training requirements for all supervisory staff on identification, assessment and mitigation of risk.
- Conduct an evaluation of the new risk management programme.

Part III: Leadership and Supervision

Recommendation 3.6

The Inspectorate recommends that the Garda Síochána develops a strategy to improve decision-making skills of leaders and supervisors and to become a learning organisation. (Short term)

To achieve the above recommendation, the following key actions need to be taken:

- Ensure that decision-making and recording of decisions are part of all training courses.
- Develop processes to test the knowledge and understanding of critical incident management principles.
- Review the enquiries (formal and informal) that are currently received in Crime Policy and Administration and other policy units to identify knowledge gaps and reduce that demand.
- Ensure that supervisors are trained, confident and capable of enforcing standards of performance, dress and behaviour.

Recommendation 3.7

The Inspectorate recommends that the Garda Síochána extends the provision for acting duties to include gardaí and sergeants to cover absences in patrol supervision and explores opportunities to cover long-term vacancies with temporary promotions. (Short term)

Recommendation 3.8

The Inspectorate recommends that the Garda Síochána develops and publishes specific roles and responsibilities that clearly define the roles of supervisors, to support the new functionality model. (Short term)

Recommendation 3.9

The Inspectorate recommends that the Garda Síochána develops a structured approach to engagement at all levels between senior managers and all staff and develops processes that encourage all staff to contribute to improving organisational performance. (Short term)

Recommendation 3.10

The Inspectorate recommends that the Garda Síochána develops a Standard Operating Procedure for recognising and rewarding good work and outstanding performance by all garda personnel. (Short term)

To achieve the above recommendation, the following key actions need to be taken:

- Create a process to provide early identification and acknowledgement of good work and committed service.
- Develop a divisional level commendation process and formal ceremony.
- Develop long service awards for garda staff and reserves.
- Introduce a long service award ceremony.
- Include the importance of and process for recognition of good work in all promotion training courses.

Recommendation 3.11

The Inspectorate recommends that the Garda Síochána develops a Talent Management Strategy to identify and develop leaders for the future. (Short term)

Recommendation 3.12

The Inspectorate recommends that the Garda Síochána develops key performance indicators to measure the effectiveness of leadership and supervision initiatives. (Medium term)

To achieve the above recommendation, the following key actions need to be taken:

- Develop a regular process of staff surveys at corporate, national and divisional levels and publish them.
- Develop 360-degree reporting as part of all senior management promotion and development programmes.

Part IV: Customer Service

Recommendation 3.13

The Inspectorate recommends that the Garda Síochána reviews the current activities of the Community Relations Unit to focus the unit on the key priorities of creating safer communities and improving customer service. (Short term)

Recommendation 3.14

The Inspectorate recommends that the Garda Síochána reviews the approach to community policing and community engagement in urban and rural divisions and in particular, the deployment and tasking of resources to enforcement, prevention and community engagement. (Short term)

To achieve the above recommendation, the following key actions need to be taken:

- Develop a programme for community engagement.
- Ensure consistency in approach across all urban or rural divisions.
- Develop a structured process for conducting garda clinics and meetings with local communities.
- Develop divisional stakeholder and contact databases.
- Develop a process for identifying and addressing community priorities.

Recommendation 3.15

The Inspectorate recommends that the Garda Síochána expands the remit of the Victim Offices to provide a single point of contact for all customer service enquiries. (Short term)

Recommendation 3.16

The Inspectorate recommends that the Garda Síochána produces a single Customer Service Charter and develops national Customer Service Guidelines for all employees. (Short term)

To achieve the above recommendation, the following key actions need to be taken:

- Ensure that the customer service charter has targets that are specific, measurable, achievable, realistic and timely.
- Publish the charter in a prominent position on the garda website and make copies available at all garda stations and customer contact points i.e. public libraries, shopping centres, etc.
- Include details in the charter on how the public can help the Garda Síochána.
- Publish charter results on the garda website and in the annual report.
- Focus on resolving customer enquiries at the first point of contact.
- Develop customer service/customer care as a key competency for all assessment processes.
- Develop a new customer service training programme for all staff who have direct or indirect contact with both internal and external customers.

Recommendations 3.17

The Inspectorate recommends that the Garda Síochána facilitates customer feedback and develops a series of performance indicators to measure and improve the quality of customer service. (Medium term)

To achieve the above recommendation, the following key actions need to be taken:

- Develop, in consultation with customers, alternative forms of access for members of the public.
- Consider options for obtaining customer feedback such as customer comment cards, on-line systems or mystery shoppers.
- Focus on reducing the number of discourtesy and customer service complaints.

Recommendation 3.18

The Inspectorate recommends that the Garda Síochána develops and utilises alternative forms of access for customers to obtain information on policing and policing services, including the development of divisional websites. (Medium term)

Recommendation 3.19

The Inspectorate recommends that the Garda Síochána develops additional volunteering in policing initiatives. (Short term)

Recommendation 3.20

The Inspectorate recommends that the Garda Síochána appoints a national customer service lead, that each division appoints a Partnership Superintendent and that all national units appoint a senior member as a customer service lead. (Short term)

Part V: Communications

Recommendation 3.21

The Inspectorate recommends that the Garda Síochána establishes and convenes the Communications Advisory Council without further delay. (Short term)

Recommendation 3.22

The Inspectorate recommends that the Garda Síochána assigns to the Office for Corporate Communications an appropriate number of staff with the knowledge, skills and abilities necessary for that function. (Short term)

Recommendation 3.23

The Inspectorate recommends that the Garda Síochána assigns staff to regionalise the Office for Corporate Communication's local functions with clear guidelines, training and support from the Office for Corporate Communications. (Medium term)

Recommendation 3.24

The Inspectorate recommends that the Garda Síochána provides internal and external email to all staff without the need for application and specific approval. (Short term)

Recommendation 3.25

The Inspectorate recommends that the Garda Síochána develops and communicates clear protocols and guidelines, as necessary, to support information sharing with other government agencies. (Medium term)

To achieve the above recommendation, the following key actions need to be taken:

- Identify inter-organisational relationships where protocols or memoranda of understanding are required, and develop such protocols as necessary.

- Work with the Department of Justice and Equality and the Data Protection Commissioner to clarify the broad and specific circumstances where inter-organisational information sharing would prevent crime or facilitate the investigation of crime, while still protecting citizen rights.
- Work with the Department of Justice and Equality and the Data Protection Commissioner to review the effectiveness of the Data Protection Act for the purpose of enhancing information sharing between the Garda Síochána and other government agencies.
- Train all operational garda personnel on data protection legislation, their obligations under it and their rights to information authorised by it.

Recommendation 3.26

The Inspectorate recommends that the Garda Síochána provides essential technology in the Office for Corporate Communications, following the completion of a full technological needs assessment, using suitably qualified external professional assistance if necessary. (Short term)

Recommendation 3.27

The Inspectorate recommends that the Garda Síochána implements an electronic document policy that supports the use of email for official internal administrative communications. (Short term)

To achieve the above recommendation, the following key actions need to be taken:

- Identify appropriate standards for use and retention of emails and other electronic documents.
- Identify user groups for email messages to limit duplication and unnecessary volume.

Chapter 4 – Making the Most Effective use of Human Resources

Part I: Workforce Modernisation

Recommendation 4.1

The Inspectorate recommends that the Department of Justice and Equality convenes a key stakeholder group to develop divestiture and outsourcing plans for functions which a body other than the Garda Síochána could perform. (Long term)

Recommendation 4.2

The Inspectorate recommends that the Department of Justice and Equality convenes a Working Group comprising the Garda Síochána, the Department of Public Expenditure and Reform and the impending Police Authority to work together to develop a new employment framework that provides flexibility to achieve the optimum composition of the workforce. (Medium term)

To achieve the above recommendation, the following key actions need to be taken:

- Assess the range of options available to the Garda Síochána to adjust the workforce mix.
- Identify any legislative or procedural challenges causing rigidity in workforce composition.

Recommendation 4.3

The Inspectorate recommends that the Garda Síochána develops and implements a workforce planning process for all positions within the organisation to release garda members for front-line deployment. (Medium term)

To achieve the above recommendation, the following key actions need to be taken:

- Work with the Department of Justice and Equality, the impending Policing Authority and other appropriate partners to assess the priorities for the functions of the Garda Síochána.
- Assess each staff position for functionality, criticality and sufficiency.
- Establish a competencies catalogue identifying all positions, the required skills and their role in supporting organisational goals.
- Conduct an immediate review of all sergeant, inspector and superintendent posts in non-operational duties to release supervisors from administrative and back-office support functions to front-line operational duties.
- Review the Regulation 7 and Regulation 14 positions to determine their functional requirements and whether they serve a core function in support of the Garda Síochána's goals.
- Provide annual status implementation updates by number, type and assignment of garda staff recruited and assignment of members released to operational duties.
- Prepare a business case report as justification for any rejection of garda staffing of administrative positions.

Recommendation 4.4

The Inspectorate recommends that the Garda Síochána develops a strategic plan for maximising the operational effectiveness and contribution of the Garda Reserves. (Short term)

To achieve the above recommendation, the following key actions need to be taken:

- Re-establish the Reserve Management Unit to provide a central point of contact and coordination.
- Provide training for all staff on the role, responsibility and use of the Reserve. (Medium term)
- Establish a reserve command structure with consistent reporting and assignment frameworks for all Reserve members.
- Create a skills inventory for all reserves.
- Provide PALF performance reviews for reserves and opportunities for development through the same programmes provided to full-time members. (Medium term)

Part II: Human Resource Management

Recommendation 4.5

The Inspectorate recommends that the Garda Síochána creates a single HRM Directorate. (Short term)

To support the above recommendation, the following key actions need to be taken:

- Empower the Executive Director with the authority to drive the change programme to deliver modern HR practices.
- Amalgamate the garda staff and garda member HRM functions.
- Co-locate HRM personnel where possible.
- Release the Chief Superintendent HRM to operational duties.
- Devolve HR decision-making to the lowest appropriate level.
- Establish clear policies delineating the specific roles and responsibilities of devolved HRM units.
- Provide HR business support at the most appropriate level.

Recommendation 4.6

The Inspectorate recommends that the Garda Síochána finalises the integration of member and garda staff reporting structures as required under the terms of the Public Service Pay and Reform (Croke Park) Agreement 2010-2014 and the Garda Transformation Agenda, as a matter of priority. (Short term)

Recommendation 4.7

The Inspectorate recommends that the Garda Síochána works with the Public Appointments Service to develop a strategic plan for ensuring efficient and effective recruitment practices to attract a diverse range of high quality candidates. (Medium term)

To achieve the above recommendation, the following key actions need to be taken:

- Review the member applicant pool to identify the education, skills and abilities that contribute to successful entry and completion of the foundation training programme.
- Develop a more efficient member application process, including rolling applications.
- Review the current process for recruitment of garda staff.
- Develop a retention strategy for those selected and awaiting a start date, in order to reduce the attrition rate.
- Develop a proactive recruitment process for Reserve members, particularly those from diverse communities.

Recommendation 4.8

The Inspectorate recommends that the Garda Síochána considers establishing an entry and training scheme for officers from other police services, garda staff and reserves as full-time garda members. (Medium term)

To achieve the above recommendation, the following key actions need to be taken:

- Assess the benefits of appointing Irish nationals and other EU Member State nationals, serving in other police services that have standards similar to those of the Garda Síochána.
- Develop a suitable, abridged training course to take into account the skills of successful candidates.

Recommendation 4.9

The Inspectorate recommends that the Garda Síochána establishes new promotion and selection processes that are perceived as fair and transparent. (Medium term)

To achieve the above recommendation, the following key actions need to be taken:

- Implement a tenure policy to encourage rotation and development of staff.
- Establish specific knowledge, skills and abilities criteria for positions.
- Improve information about the selection processes, key skills and competencies being sought for the position and how the testing process assesses these.
- Provide training and skills development for potential candidates in key competencies as well as in test preparation and study practices.
- Institute pre-interview filtering to ensure that interviewees are skilled, talented personnel suitable to the position.
- Assessment boards should be comprised of members who are no more than two grades or ranks above the competition level.
- Introduce a declaration process for both candidates and members of selection boards to identify personal associations or any conflicts with those being assessed.
- Introduce an organisational review of the testing outcomes to ensure that performance development and training are addressed.
- Ensure that the default position for promotion assignment is an operational post.

Recommendation 4.10

The Inspectorate recommends that the Garda Síochána develops a modern, supportive employee assistance strategy and service with access to professionally trained counsellors. (Medium term)

To achieve the above recommendation, the following key actions need to be taken:

- Engage in proactive outreach programmes and CPD training to support members in maintaining healthy practices.
- Ensure that all levels of supervisors are provided with awareness training to identify those in need of support and how to refer them for assistance.

- Provide for a mandatory debrief following traumatic incidents, as defined by policy.

Recommendation 4.11

The Inspectorate recommends that the Garda Síochána develops a clear, comprehensive attendance management policy to reduce the number of working days lost. (Short term)

To achieve the above recommendation, the following key actions need to be taken:

- Engage with key stakeholders including staff associations, unions, management and the Chief Medical Officer.
- Develop a system to provide accurate attendance management data for both members and garda staff.
- Develop a health and well-being programme for all employees.
- Establish clear responsibilities and local support for supervisors for ensuring the well-being of members and garda staff.
- Establish routine audits of absence records, particularly for uncertified absences.

Recommendation 4.12

The Inspectorate recommends that the Garda Síochána develops and implements a policy to reduce the number of people on limited duty or reduced hours with a view to facilitate their return to full duty. (Medium term)

To achieve the above recommendation, the following key actions need to be taken:

- Define the full range of duties and capabilities needed to perform as a member.
- Establish guidelines regarding length of duration for limited duty functions.
- Review whether members in the reduced hour's category should be classified as full duty.
- Develop centralised management and oversight of members on limited or reduced duties.
- Conduct regular reviews by the Chief Medical Officer of all members on light or reduced duty for determination of reasonable prognosis to return to full duty.

Recommendation 4.13

The Inspectorate recommends that the Garda Síochána establishes and implements one performance management system for all members and garda staff. (Medium term)

To achieve the above recommendation, the following key actions need to be taken:

- Central monitoring to ensure consistency and fairness of evaluation and in the application of sanction.
- Ensure that clear sanctions are in place to address all levels of underperformance, up to and including dismissal.
- Consider an external evaluation of the new process.

Part III: Training

Recommendation 4.14

The Inspectorate recommends that the Garda Síochána Head of Training has responsibility for all aspects of training in the Garda Síochána, reporting directly to the Executive Director Human Resources and People Development. (Short term)

To support the above recommendation, the following key action needs to be taken:

- Allocate a ring-fenced budget to the Garda College for training.

Recommendation 4.15

The Inspectorate recommends that Human Resource Management in the Garda Síochána establishes a Training Governance Committee with full authority, decision-making capacity and representation from key units in the organisation, as well as external expertise. (Short term)

Recommendation 4.16

The Inspectorate recommends that the Garda Síochána conducts a training needs analysis annually and uses this process when new legislation or significant changes in policy or procedures are introduced. (Short term)

Recommendation 4.17

The Inspectorate recommends that the Garda Síochána conducts a review of Phase I training with a view to reducing the duration of the foundation programme. (Medium term)

Recommendation 4.18

The Inspectorate recommends that the Department of Justice and Equality, in conjunction with the Garda Síochána, provides for annual sequenced recruitment of new gardai to allow sufficient time between recruit groups. (Short term)

Recommendation 4.19

The Inspectorate recommends that the Garda Síochána establishes a garda staff induction training programme. (Medium term)

Recommendation 4.20

The Inspectorate recommends that the Garda Síochána provides pre-promotional training to all personnel prior to placement in their new roles. (Short term)

Recommendation 4.21

The Inspectorate recommends that the Garda Síochána establishes a programme of ongoing CPD for all garda personnel. (Medium term)

To achieve this recommendation, the following key actions need to be taken:

- The recommended Training Governance Committee should determine the priorities for the CPD programme.
- Consider new ways to deliver CPD, including through distance-based learning and regional training facilities.
- HRM should hold all training records.

Chapter 5 – Improving the Efficiency of Financial, Information Technology and other Resource Practices

Part I: Financial Management

Recommendation 5.1

The Inspectorate recommends that the Department of Justice and Equality convenes a group comprising the Garda Síochána and the Department of Public Expenditure and Reform and the impending Policing Authority to review the Garda budget negotiation and allocation process, to enable a more comprehensive explanation and appropriate detailed negotiation of the financial strategy and resource needs of the organisation. (Short term)

Recommendation 5.2

The Inspectorate recommends that the Department of Public Expenditure and Reform provides a multi-annual indication of the proposed garda budget to facilitate improved strategic planning. (Short term)

Recommendation 5.3

The Inspectorate recommends that the Garda Síochána reviews the procurement process to ensure that all possible efficiencies are made. (Short term)

To achieve the above recommendation, the following key action needs to be taken:

- Consider the scope for contract re-negotiation in each service, subject to procurement.

Recommendation 5.4

The Inspectorate recommends that the Department of Justice and Equality brings forward legislation to provide that promoters of private events pay full cost recovery for the policing of events. (Medium term)

Recommendation 5.5

The Inspectorate recommends that the Garda Síochána, in conjunction with the Department of Justice and Equality and the Department of Public Expenditure and Reform establishes a process to regularly review all cost recovery sources and ensure the fees payable are proportionate to the level of service provided. (Short term)

Recommendation 5.6

The Inspectorate recommends that the Garda Síochána explores opportunities to develop income generation from the external use of the Garda College. (Medium term)

Recommendation 5.7

The Inspectorate recommends that the Department of Public Expenditure and Reform reviews the budget process for financing of garda pensions and considers the feasibility of transferring the Garda Pension Scheme to Vote 12 - Superannuation and Retired Allowances in line with other government bodies. (Short term)

Recommendation 5.8

The Inspectorate recommends that the Garda Síochána analyses data from recently finalised compensation claims and the implementation of the AVLS system and body cameras to identify areas of risk with the aim of reducing injury claims. (Short term)

Recommendation 5.9

The Inspectorate recommends that the Garda Síochána conducts a formal review of the Approved Body Repair Network programme to ensure anticipated efficiency and financial savings are achieved and repairs are commensurate with the anticipated value of the vehicle. (Medium term)

Recommendation 5.10

The Inspectorate recommends that the Garda Síochána ensures effective supervision of fuel purchases and enhanced governance of the fuel programme. (Short term)

Recommendation 5.11

The Inspectorate recommends that the Garda Síochána regularly conducts an in-depth priority-based budgeting approach to ensure that resources are being applied in alignment with the policing plan and Ministerial priorities. (Medium term)

Part II: Estates and Equipment

Recommendation 5.12

The Inspectorate recommends that the Garda Síochána implements an electronic format and processing system to create efficiencies in processing requests for all building maintenance projects. (Medium term)

Recommendation 5.13

The Inspectorate recommends that the Garda Síochána develops a transport strategy for the garda fleet. (Medium term)

To achieve the above recommendation, the following key actions need to be taken:

- Procurement processes should provide for expenditure limits rather than single procurements tied to the current sanction.
- Sanction should be sought from the Department of Public Expenditure and Reform for a multi-year budget forecast for vehicles.
- Improve management of vehicles.
- Ongoing review across the organisation for efficiency in vehicle rotation.
- Increase the allocation of marked vehicles to ensure balance of operational need and visibility.

Recommendation 5.14

The Inspectorate recommends that the Garda Síochána reviews the current uniform for practicality, suitability and visibility. (Short term)

To achieve the above recommendation, the following key actions need to be taken:

- Re-invigorate the joint labour/management Uniform Committee and its role in uniform decisions.
- Ensure that operational personnel are provided with the opportunity to have direct input on uniform recommendations.
- Develop an internal communications strategy to keep personnel apprised of items reviewed, why views or suggestions are not being taken on board, items field tested and the outcomes of the reviews and testing.

Recommendation 5.15

The Inspectorate recommends that the Garda Síochána evaluates uniform options for garda staff, particularly for those garda staff serving in positions that would benefit from the public identifying them as a representative of the Garda Síochána. (Short term)

Recommendation 5.16

The Inspectorate recommends that the Garda Síochána issues a standard name badge to be worn by all uniform garda members and by garda staff who meet with the public. (Short term)

Part III: Information Technology

Recommendation 5.17

The Inspectorate recommends that the Garda Síochána establishes an ICT Governance Committee to develop an ICT strategy and ensure alignment with the corporate priorities. (Short term)



CHAPTER 1

Developing a More Effective Structure for the Garda Síochána

CHAPTER 1

DEVELOPING A MORE EFFECTIVE STRUCTURE FOR THE GARDA SÍOCHÁNA

This chapter examines the high-level operational and administrative organisational structure of the Garda Síochána. It also identifies challenges with the current structure, the structural changes found to be effective in other jurisdictions and makes recommendations for change. While it is noted that there have been some changes to the structure of the Garda Síochána in recent years, this review recommends fundamental structural change, which will enable the Garda Síochána to respond with increased visibility and effectiveness to the needs of Irish society today and into the future. These changes begin at Headquarters, and National Unit level and include the restructuring of regions and divisions and the realignment of responsibilities of senior garda management to build a stronger foundation for effective front-line policing.

Organisational structure is a major enabler of change and efficiency. It should reflect service demands and organisation priorities in terms of the allocation of resources. An effective structure determines function, provides clear reporting lines, promotes more effective and appropriate decision-making and importantly, facilitates clear governance and accountability.

Implementation of the recommended structure will deliver more garda members and garda staff to the front-line to focus on core policing tasks.¹

Structure of the Garda Síochána

Current Structure

The Garda Síochána is headed by the Garda Commissioner, who is accountable to the Minister for Justice and Equality, who in turn is accountable to the Irish Parliament (Oireachtas). The core functions of the service, as set out in the Garda Síochána Act, 2005 are:

- Preserving peace and public order.
- Protecting life and property.
- Vindicating the rights of each individual.
- Protecting the security of the State.
- Preventing crime.
- Bringing criminals to justice by investigating and detecting crime.
- Regulating and controlling road traffic and improving road safety.

¹ For the purpose of this report, members with full policing powers are referred to as members, members with limited policing powers are referred to as Garda Reserve and non-sworn staff employed in the Garda Síochána are referred to as garda staff.

Appendix 2 shows the currently available organisation chart of the Garda Síochána. It should be noted that this chart was created in 2013 and there have been some changes made in the intervening period. While the chart is therefore not up-to-date, the Inspectorate considered it important to have a reference point when recommending structural changes.

The staffing of the Garda Síochána, by rank and grade as at 31 December 2014, is set out in Figure 1.1.

Figure 1.1 Garda Síochána Strength, 31 December 2014

Commissioner	1
Deputy Commissioner	0
Chief Administrative Officer	1
Assistant Commissioner	8
Executive Director of Finance	1
Executive Director of IT	1
Executive Director of HR & People Development	1
Director	1
Principal Officer	5
Chief Superintendent	39
Superintendent	140
Assistant Principal Officer	14
Inspector	297
Higher Executive Officer	80
Sergeant	1,919
Executive Officer	84
Garda	10,395
Staff Officer/District Finance Officer	186
Clerical Officer	1,361
Professional/Technical	64
Industrial (including cleaners)	214
Service Officers/Attendants	41
Reserves	1,124
Total	15,977

Source: Department of Justice and Equality, January 2015.

The garda member figures include those on career break, secondment and other forms of leave. Figures provided do not take into consideration work-sharing patterns for members. Garda staff figures are based on full-time equivalent figures, but do not include those on career breaks. The total staff headcount is 16,329.

The duties of the two vacant deputy commissioner posts were carried out by assistant commissioners, pending the recent permanent appointments. There are eight assistant commissioner posts currently covering operational roles and organisational development and strategic planning responsibilities.

The Need for Change

The structure of the Garda Síochána flows from the Headquarters and national units based in Dublin, to regional, divisional and district levels. Drawing from the work of previous inspections and particularly following consideration of material gathered during this review, the Inspectorate finds that the key challenges with the current Garda Síochána structure are:

- Inefficiency, as it creates redundant bureaucracy and unnecessary challenges to consistency and governance.
- Ineffective changes to the organisational structure in response to reductions in employee numbers, changing crime patterns and changing demographics.
- Unclear governance structure and no clear lead for governance.
- Inconsistent approach and non-compliance with garda policy.
- Centralised decision-making.
- Senior managers do not have appropriate levels of authority and accountability.
- Unnecessarily hierarchical processes.
- Assignment of additional responsibilities is abstracting many units and individuals from their core functions.
- Duplication of functions across many units.

Other police services facing similar problems have restructured at their own initiative, while some have done so as a response to economic challenges, external pressures or as the result of internal crises. In this review, the Inspectorate sets out the challenges with each major part of the current structure of the Garda Síochána, examines international experience and makes recommendations for structural change. Implementation of this new structure would mean fewer senior managers but will provide more supervisors, as well as members and garda staff at the

front-line level. It will empower regions and divisions, but also hold them to account for deploying their resources and for delivery of local policing services.

The Inspectorate believes that change needs to take place now and a new structure will strengthen governance across the organisation and immediately release garda members from support functions to provide greater resources to the front-line.

The Role of Garda Headquarters

Consideration of the garda structure and organisation begins with Garda Headquarters in Dublin. This is the source for a significant level of Garda Síochána decision-making, because of the centralised nature of the structure. A highly centralised structure poses challenges for the efficient management of a large organisation. Large police services are more likely to decentralise decision-making, because it is not feasible for headquarters to manage the volume of information and decision-making generated (Mackenzie, 1978).

In its 2007 *Policing in Ireland - Looking Forward* report, the Inspectorate recognised the value of a unitary police structure for a jurisdiction the size of Ireland. However, it pointed out that one of the more significant weaknesses of a unitary structure is the tendency to centralise decision-making, resulting in a potential misalignment of responsibility and accountability at operational level. In that report, the Inspectorate recommended the devolution of greater autonomy to the regions and making regional assistant commissioners fully responsible and accountable for all aspects of policing in their respective regions. This recommendation was not implemented and the position found in 2007 remains today. The Inspectorate still believes that Garda Headquarters should provide consistent direction on governance, policy, financial, personnel and operational matters, thereby enabling the garda regions to function as more autonomous business units. The Headquarters functions should include:

- Setting strategic targets and monitoring compliance.
- Allocating human and other resources.
- Monitoring expenditure.
- Maintaining and ensuring compliance with operational and administrative policies and procedures.
- Ensuring adherence to professional standards and human rights.
- Providing specialist and technical support to the regions.

The key value of decentralisation of decision-making is the freeing of senior management to focus on setting objectives, defining strategies and allocating resources (Brown, 1981).

The changes recommended in this review are intended to create a Garda Headquarters that provides strategic direction, guidance and governance, while devolving levels of decision-making to the most appropriate level.

Garda Commissioner

The primary responsibilities of the Garda Commissioner are to:

- Direct and control the Garda Síochána.
- Manage and control generally the administration and business of the Garda Síochána.
- Advise the Minister on policing and security matters.
- Perform any other functions that are assigned under the Garda Síochána Act 2005 or by regulation.

The Commissioner is assisted in carrying out these responsibilities by an Executive Team, comprising the Deputy Commissioner Strategy and Change Management, the Deputy Commissioner Operations and the Chief Administrative Officer (CAO).

At the time of conducting this review, the broader senior management team consisted of the Commissioner supported by the Executive Team, seven assistant commissioners (due to vacancies some assistant commissioners were assigned to more than one post) and Executive Directors of Finance and Services, Information and Communication Technology, HR and People Development and a Director of Communications.

Deputy Commissioner Strategy and Change Management

The strategic direction of the Garda Síochána is particularly important at this time of major reform. In line with every other public sector body, the organisation must change and become more effective and efficient. It must also change to meet increasing demands for improved governance and accountability.

External oversight of the Garda Síochána has expanded considerably in the past few years and is due to increase further with the establishment of the proposed Policing Authority. There have been many commissions of inquiry and formal reviews of the Garda Síochána that have examined issues related to governance and policy

compliance. While most of the recommendations arising from these examinations have been accepted by the Garda Síochána, they have not been fully implemented, leaving unresolved problems. The Inspectorate has consistently found gaps between the development and implementation of policy and the effective governance, leadership and intrusive supervision needed to ensure that policy aims are actually delivered. This is explored in more detail in Chapter 3, Part II Governance and Risk Management. From a high-level structural perspective, there is a clear need to strengthen governance within the Garda Síochána.

The Deputy Commissioner Strategy and Change Management has responsibility for some policy functions, but there is no unit or section with central responsibility for governance and risk matters across the organisation. This post was vacant from May 2013 until recent appointments and the functions had been assigned on an acting basis to a number of assistant commissioners. The Inspectorate believes that the title of this post should be renamed to Deputy Commissioner Governance and Strategy to reflect a change in responsibilities and to emphasise the importance of the governance role. This post is a key position required to drive reform and to develop stronger governance across the organisation. The role requires a deputy commissioner level post, under the direct supervision of the Commissioner and with the support of a full-time assistant commissioner to act as the champion for the reform challenges ahead.

The broader aspects of this role are further developed in Chapter 3, Part II which recommends the establishment of a Governance Board to which the following three committees would report:

- A Risk Management Governance Committee.
- A Training Governance Committee.
- An IT Governance Committee.

These structures would provide critical support to the Deputy Commissioner Governance and Strategy.

Governance is inextricably linked with reform and a strong governance structure ensures appropriate management and defines the scope and responsibility for organisational initiatives. To drive performance, governance must be an integrated operational practice and not left to an audit function. In its annual *Policing Plan 2015*, the Garda Síochána proposes to strengthen governance and oversight mechanisms with a goal of consistently delivering best policing practices and providing an ethical, professional

police service. To achieve this goal, the Garda Síochána must review and improve its structures for internal governance.

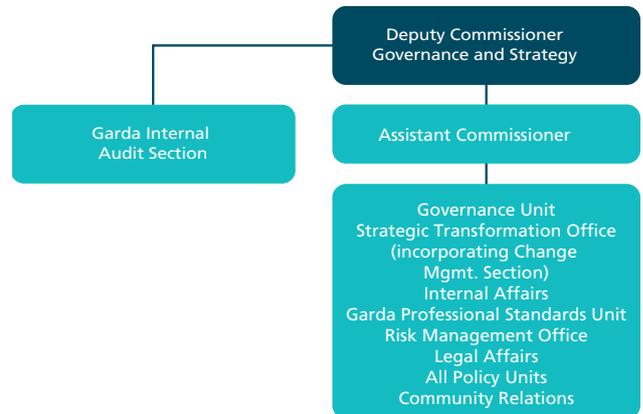
The Inspectorate was briefed by the Garda Síochána on the establishment of a Strategic Transformation Office (STO) created to drive reform in the organisation. The STO is developing a five-year plan to implement a programme of initiatives based on the many recommendations for change made by various government bodies and the views of internal and external stakeholders; including those of the Inspectorate. While the Inspectorate believes the establishment of the STO is a good first step, greater value and efficiency can be achieved by amalgamating all of the internal governance structures, including the STO, to achieve consistent corporate support and practices for improved performance. By combining these functions, governance and strategy are structurally linked, policy is developed and implementation is monitored by a deputy commissioner. This brings together all existing policy units, all change management units, all units with audit and oversight responsibilities and all units with legal and discipline functions.

The Inspectorate believes that many of the positions within the units in the recommended new Governance and Strategy portfolio must be assigned to professionally trained and suitably skilled garda staff. This includes key positions within the STO including the head of the unit who should have a background in delivering significant change management programmes.

Implementation of this recommendation will deliver a stronger governance framework and provide the opportunity for improved strategic planning and policy implementation.

Figure 1.2 displays the portfolio responsibilities which the Inspectorate recommends for the new Deputy Commissioner Governance and Strategy.

Figure 1.2 Recommended Structural Model Deputy Commissioner Governance and Strategy



Recommendation 1.1

The Inspectorate recommends that the Garda Síochána establishes a position of Deputy Commissioner for Governance and Strategy with the responsibilities outlined in Figure 1.2. (Short term)

Deputy Commissioner Operations

The Deputy Commissioner Operations has the designated responsibility for all policing operations, investigation of crime and national security. Under the current structure, these responsibilities are divided at a local level across garda regions, divisions and districts and at a national level across a number of specialist areas that are referred to as the national units. This post holder has responsibility for the vast majority of all garda employees and is the lead for a number of high-risk areas of policing, such as serious and organised crime, daily policing operations and state security matters.

The following section examines the current structure of all areas of responsibility for the Deputy Commissioner Operations and will look firstly at those areas within the garda national units. This section also makes a number of recommendations in relation to the way that they should be structured in the future.

National Units – Current Structure

National Units is the title given to certain areas of the Garda Síochána that provide specialist services on a national level and have a responsibility to provide support services to regions, divisions and districts. Many of the units were established in the mid-to-late 1990s. They provide a number of specific functions, including:

- Developing policy and providing advice.
- Intelligence evaluation and intelligence support.
- Technical expertise.
- Surveillance.
- Investigating crime and providing resources to assist with serious crime investigation.
- Monitoring of crime policy compliance.

The various national units are currently configured into (i) National Support Services, (ii) Crime and Security Branch and (iii) other national units.

- (i) National Support Services (NSS) is led by an assistant commissioner and has investigative and technical examination responsibilities in certain areas such as fraud, drugs, immigration and serious and organised crime. The units currently included in NSS are the:
- Garda Bureau of Fraud Investigation.
 - National Bureau of Criminal Investigation.
 - Garda National Drugs and Organised Crime Unit.
 - Garda National Immigration Bureau.
 - Operational Support Unit i.e. Air, Mounted, Dog and Water Support.
 - Garda Technical Bureau.
- (ii) Crime and Security Branch is also led by an assistant commissioner and has primary responsibility for:
- Security and Intelligence.
 - Liaison and Protection.
 - Crime Policy and Administration.
 - Investigation of threats to State security.
 - The Garda Síochána Analysis Service.
- (iii) Other national units include the Garda National Traffic Bureau (GNTB) that is currently managed by the Assistant Commissioner Dublin Metropolitan Region.

Case for Change

The Garda Síochána has conducted a considerable amount of research to examine new models of policing and how policing services could be delivered in the future. Changes that have already taken place that impact on national units include the amalgamation of the Garda National Drugs Unit (GNDU) and the Organised Crime Unit (OCU).

Some units within NSS and Crime and Security have responsibilities that are not considered by the Inspectorate to be part of their core functions. This includes Operational Support Units in NSS and the armed response function as part of the Special Detective Unit in Crime and Security. The recommendations for the change in the national unit structures seek to balance the level of responsibilities of the national units and to clarify their purpose.

As part of the *Crime Investigation* inspection and in this review, the Inspectorate was informed by senior gardaí, National Units, divisions and districts of a noticeable reduction in the availability and attendance of National Units at serious crime scenes, particularly outside of Dublin.

The Inspectorate has identified a number of issues in connection with the operation of national units and highlighted some inefficiencies in the services provided. These include the following:

- National units are Dublin-based and often Dublin focused.
- Not all national units provide a full national service.
- A noticeable reduction in attendance or the non-attendance of national units at serious crime incidents.
- Stand-alone regional or local units have been created, such as surveillance teams to perform functions similar to national units.
- National units are not investigating certain crime types, including homicides.
- Some national units are small in numbers of staff, such as the GNIB, which has a full senior management team.
- Some national units have taken on additional functions that should not be part of the remit of that unit.
- The structure of several national units is similar to other units and many duplicate functions exist, such as intelligence and administration.
- There are overlaps in some operational practices across units.

New Structure for National Units

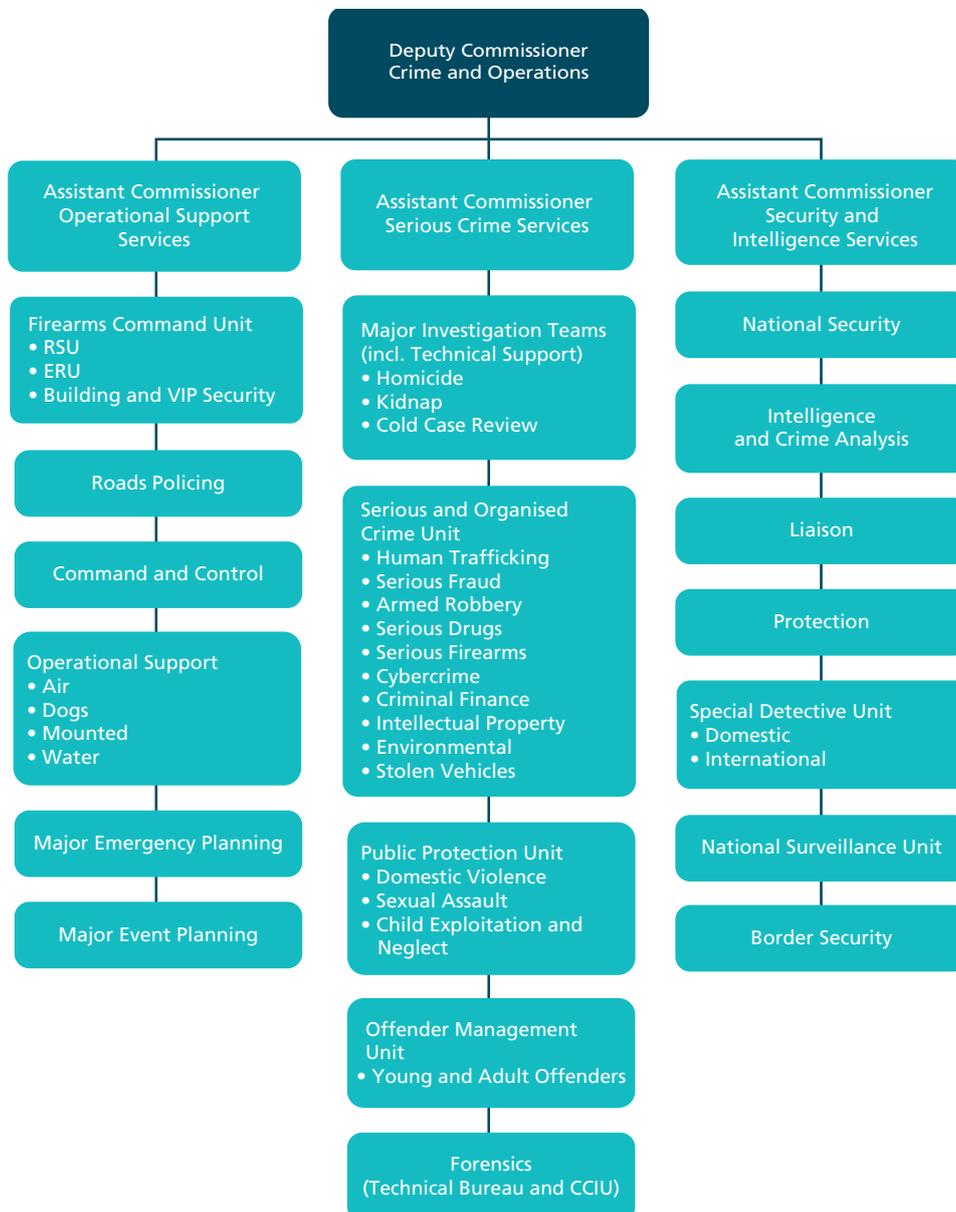
To address these issues and to improve effectiveness, the Inspectorate is recommending a new structure for the Deputy Commissioner Operations post that includes a revised model for the national units. National units have a key role to play in providing specialist support services to regions and divisions. Three portfolios are recommended: (i) Operational Support Services, (ii) Serious Crime Services and (iii) Security and Intelligence Services.

With a change in structure, the Inspectorate is recommending a change in the post holder's title to the Deputy Commissioner Crime and Operations to reflect the important responsibilities in relation to preventing and investigating crime. The new structure creates a separate Operational Support Services portfolio and reconfigures the function across the three lines of command. This change allows the other two assistant commissioners to concentrate on their key functions in relation to investigating serious crime and managing security and intelligence respectively. The new assistant commissioner in Operational Support Services will provide additional support to this deputy commissioner and will lead on several key areas that require improvement.

Figure 1.3 shows the recommended structure for the Deputy Commissioner Crime and Operations portfolio in relation to the national units.

This model includes some fundamental changes to existing units and the amalgamation of others. The following section highlights some of the recommended changes to the way that these national units should be structured. It also contains more detail on the case for change and identifies opportunities to deploy resources in a more effective way. The main objectives include creating clear lines of responsibility and accountability and addressing high risk areas of policing. These changes will also reduce

Figure 1.3 Recommended Structural Model for National Units, Operational Support Services, Serious Crime Services and Security and Intelligence Services



management and administrative overheads and merge duplicate functions in order to deliver more resources to front-line policing.

Operational Support Services

Operational Support Services is a newly recommended portfolio that would have responsibility for key operational support functions. This will bring together a number of important areas such as national call handling and roads policing and removes a number of support functions that are currently assigned to the Serious Crime and Security and Intelligence portfolios. The introduction of Operational Support Services and the assignment of an additional assistant commissioner post, should be predicated on the transfer of specific functions from Serious Crime and Security and Intelligence Services. These particular functions are explored later in this section.

Firearms Command Unit

The Garda Síochána has developed uniformed, highly trained Regional Support Units (RSUs) whose function is to provide armed support at incidents or pre-planned events outside of the Dublin Metropolitan Region (DMR). Within the DMR, armed support at spontaneous incidents is provided by non-uniformed detectives attached to the Special Detective Unit (SDU) in Crime and Security. These members have other functions as well as providing this type of armed support.

On a daily basis, the SDU deploys armed detectives to incidents, usually within the DMR, that require armed support. With regard to providing armed response to spontaneous incidents, the Inspectorate was informed that the SDU may on occasion deploy outside of the DMR to assist other regions. The Organised Crime Unit within NSS also conducts armed patrols on a regular basis and when deployed on routine patrols they may also attend incidents that require an armed response.

As previously highlighted, the *Crime Investigation* report contained a recommendation to extend the remit of the RSUs to cover the DMR and to release the SDU from armed response duties. Removing the need to provide SDU resources for armed response duties would allow the unit to focus on their main remit of protecting the State from domestic and international threats to security.

A nationwide uniformed armed response service would provide continuity in the type of equipment available to armed response units and also ensure a national approach

for tasking and deployment of all armed response units. In creating a nationwide armed response service, some current SDU resources may be required to enable the establishment of a national unit.

The SDU also perform a number of other armed functions, such as providing static and mobile protection of VIPs and certain locations. With regard to the planning and deployment of garda resources to these types of duties, two national units including the SDU are involved in this process. The Inspectorate was informed that there can be some duplication in work and cross-over deployment issues, such as drivers from different garda sections working with members from the SDU that are charged with providing protection. Over time there has been a reduction in the number of static protection posts covered by the SDU, and this must be regularly reviewed so that when a risk assessment permits, opportunities can be taken to remove a protection post.

Another highly-trained and equipped specialist intervention team, the Emergency Response Unit (ERU), is also part of the SDU. The ERU provides a national response to serious incidents that require specialist police intervention. The Inspectorate was informed that because the ERU is based in Dublin, on occasions other armed units conduct operations that are normally within the remit of the ERU. The ERU also provide some specialist in-house training to the SDU. All members of the ERU are detectives and like the SDU, the Inspectorate does not believe that detective status is a necessary skill that is required in a unit that deals with specialist firearms interventions. Training people to be both detectives and specialist firearms officers is expensive and in the case of armed patrolling and armed intervention; it is unnecessary.

In some police services, there are units with sole responsibility for protection and security of government ministers, the diplomatic corps, visiting heads of state and armed protection of patients at hospitals. For example, the Diplomatic Protection Group in the London Metropolitan Police Service provides the functions listed above, as well as a number of other roles. This provides one single unit with responsibility for all protection functions. The SDU is in effect performing three roles, including diplomatic protection, armed response and protecting the state from the threat of terrorism.

In other policing jurisdictions that do not routinely carry firearms, units similar to the ERU and the RSUs are usually part of a single specialist firearms command. This is usually accompanied by the deployment of a duty officer (inspector) on a 24/7 basis, who is available to advise on any armed incident or an incident that may require the deployment of armed officers. At present, the RSUs operating outside of Dublin are deployed by the five regional detective superintendents. With a move to a national uniformed armed response unit that also covers the DMR, the Inspectorate believes that there should be central tasking and co-ordination of the operational deployment of all armed garda units. The Inspectorate also believes that there is a good operational business case for merging the RSUs and the ERU into one national firearms command. This would provide a consistent approach to the management and operational deployment of armed units to protective services and to any spontaneous or pre-planned incidents that occur.

For pre-planned events involving the ERU or SDU, Operation Orders are used to provide clarity about roles and responsibilities.² At present, unlike many international police services, there are no specific Garda Síochána written guidelines for armed deployments and stipulating which units are authorised to conduct certain activities, such as armed stops (hard stops) on moving vehicles and armed entries into premises. There are also no specific guidelines for the conduct of close protection duties that address issues such as defining the type of weapons used and the training standard required for those performing such duties. The Garda Síochána has recently circulated a policy manual on hostage, barricade and suicide incident command and the Inspectorate believes that the Garda Síochána should also develop Standard Operating Procedures for all armed deployments, including protection duties.

The Inspectorate believes that a security review should also be conducted on garda buildings, where members are currently unnecessarily deployed on general security duties such as Garda Headquarters, the Garda College in Templemore and Harcourt Square. In some cases, security could be provided by garda staff or outsourced to private contractors. A recommendation in this regard has been made in previous Inspectorate reports.

² Operation Orders are usually created for major policing events, containing full details of the type of operation, the strategic plan and the various resources that will be deployed.

Roads Policing Units

Within the current traffic structure, the Garda National Traffic Bureau (GNTB) has responsibility for providing oversight of traffic policy, procedures and key traffic objectives. The GNTB is also responsible for the purchase and maintenance of all traffic equipment for the Garda Síochána. There is some duplication and inefficiency in the current structure.

Within the DMR, a specific Traffic Division is tasked with all aspects of roads policing in the region and each of the six divisions in the DMR also has its own traffic unit. The Inspectorate believes that there is duplication and inefficiency in having seven separate traffic units operating in the DMR and there is an opportunity to operate with a single centralised Dublin traffic unit.

Additionally, all divisions in Ireland, including those in the DMR, have their own local traffic units. These units provide the day-to-day roads policing enforcement, which includes carrying out joint operations with a number of other agencies. At a regional level, there are traffic superintendents and traffic inspectors with a monitoring role, but they do not have direct line management of these units. Outside of the DMR, traffic units are under the control of divisional chief superintendents and are tasked to provide a service to individual district superintendents within a division.

The Inspectorate supports the Garda Síochána's intention to rebrand traffic units as Roads Policing Units, with additional emphasis on prevention and detection of criminality on the roads. Also supported is the recommendation to give all divisional chief superintendents full authority and responsibility for roads policing units within their divisions. Under the proposed functionality model for divisional superintendents (discussed in Chapter 2, Part II of this report) traffic units would be managed by one superintendent who has responsibility for divisional operations.

The Garda Síochána has conducted a review of all garda specialist units at national, regional, divisional and district levels. The Inspectorate supports recommendations in the Garda Specialist Unit traffic reviews to release a considerable number of traffic sergeants and inspectors for re-deployment and to train DMR traffic resources in Dublin, rather than the inefficient process of sending all people on training courses to the Garda College in Templemore.

The DMR Traffic Division and the GNTB have separate management structures, both managed by chief superintendents, supported by superintendents and administrative staff. At the time of the review, the GNTB had ten staff and the DMR Traffic Division had 160. Duplicate management structures are not an efficient use of senior gardaí. The Inspectorate believes that there should be a single centralised management team leading on all national traffic matters. This change would release a number of senior gardaí and supervisors for re-deployment.

Unlike most police services visited, garda traffic units do not deal with all serious and personal injury traffic collisions and on many occasions these types of incidents are dealt with by regular units attached to districts. The Inspectorate believes that the Garda Síochána needs to publish clear protocols about what roads policing units will deal with and to release regular units from investigating serious and personal injury traffic collisions.

This change moves the national elements of traffic into the Operational Support Services portfolio.

Command and Control

Command and control is terminology used to describe an effective and well-directed call handling and deployment system. Previous Inspectorate reports and this review have highlighted a number of serious concerns with the management of 999 and non-emergency calls received from the public and the inconsistencies in the deployment of garda resources. Operational Support Services should lead on all aspects of command and control by setting national standards for call management and deployment of garda resources.

To improve the management of calls received from the public, the Inspectorate has previously recommended a move to a small number of dedicated call centres and the creation of a national Computer-Aided Dispatch (CAD) system. Operational Support Services should lead on both of these areas.

In the interim, pending the establishment of a national CAD system, Operational Support Services should be responsible for the following:

- Accurate recording of all calls received from the public.
- Developing performance data on call handling and call response.
- Leading on all call deployment practices.

- Improving the mobility of garda resources.
- Developing Standard Operating Procedures (as recommended in Chapter 2) to improve the operational deployment of garda resources.

This is a key area of responsibility and the Operational Support Services assistant commissioner should have responsibility for developing national call handling standards and delivering improvements in call response.

Operational Support

There are four main functions within Operational Support consisting of Air Support, Dogs, Mounted and Water units. At present, it is part of NSS. While the units provide some of their services to NSS, they are not primarily involved in the investigation of more serious crime and perform a very different role to the rest of the NSS units.

The units within Operational Support are primarily uniformed specialist operational units that provide a range of services to a number of garda divisions, regions and other national units. As part of this review, the Inspectorate visited all four units.

The following is a brief description of some of the challenges facing these units.

• Air Support Unit

Currently there is no replacement programme for garda helicopters and the fixed wing plane requires significant investment in technology. The Garda Síochána needs to develop a strategy to address replacement issues and to fund technical requirements. The absence of this technology will restrict the operational deployment of the Air Support Unit.

• Water Unit

This unit provides a national service and does not cross-charge divisions for its attendance. Currently located in two bases, this highly-specialised unit does not have a sergeant assigned to the Dublin unit, while two sergeants are assigned to Athlone. An internal garda review has recommended the centralisation of the two units in Athlone. At present the unit has no capacity for proactive patrolling and the unit responds to requests for assistance. Initial training and five-yearly recertification costs are very expensive. The Inspectorate believes that the Garda Síochána needs to look at other options for

delivering services and to explore opportunities for delivery of service through amalgamations with other emergency services, such as the Irish Coast Guard.

- **Dog Unit**

The dog unit consists of one sergeant and ten garda dog handlers most of whom have two working dogs each. The majority of units are based in Dublin, although there are dog units in Limerick and Cork. While national co-ordination is required, there are opportunities to regionalise further resources.

- **Mounted Unit**

The unit consists of one sergeant and thirteen gardaí based in Dublin. 70% of the unit's deployment is in the DMR. The type of deployments for mounted units and the limited number of resources reduces opportunities for deployment of mounted units on a regional basis.

The majority of the Operational Support Units are available to be deployed on a daily basis and some of those units, such as Air Support and dog units can be deployed fast-time to assist with on-going incidents. Other deployments are made as part of pre-planned operations, such as the use of mounted units at major sporting events or the water units to conduct a search for evidence. The activity of these units is more suited to supporting national operations rather than dealing with serious crime investigation. The Inspectorate believes that it would be more effective and efficient to assign Operational Support to the recommended Operational Support Services.

Major Emergency Planning

This is an important function that is currently located in a Major Emergency Management Office within Liaison and Protection in Crime and Security Branch. At the time of a visit to Crime and Security, the Inspectorate was informed that the primary function of the unit for developing major emergency plans and arranging regular exercises has, to a great extent, been transferred to garda regions. This includes those plans in connection with chemical, biological, radiological, and nuclear incidents. The unit currently represents the Commissioner at national meetings and co-ordinates regional activity. With the creation of a new national unit, this is a function that could be transferred to Operational Support Services.

Major Event Planning and Resourcing

Throughout the year, the Garda Síochána manages a significant number of planned and spontaneous events including high-profile visits, sporting events and protests. At present, garda divisions manage the planning and resourcing of most local events such as those held at the 3Arena in Dublin or in Thomond Park in Limerick. For larger events, where additional resources are required from outside of the division, regions have a role in obtaining those resources from other divisions. With the proposed amalgamation of garda regions and divisions outlined later in this report, the Inspectorate believes that it might be far more efficient to create a unit within Operational Support Services that manages the planning and resourcing of all national major events. This would remove many of the resource and planning functions currently performed by garda divisions. In the event of a national or major incident Operational Support Services would take on the role of co-ordinating resource requirements from across national units, regions and divisions.

Summary

The Inspectorate is recommending a new Operational Support Services portfolio that will balance the current responsibilities of the national units between three specific portfolios reporting to the Deputy Commissioner Crime and Operations. These changes should be accompanied by the publication of clear protocols containing the responsibilities of each national unit. The creation of Operational Support Services removes some responsibilities from other national units that are not considered by the Inspectorate to be part of their core functions.

Recommendation 1.2

The Inspectorate recommends that the Garda Síochána implements the structure and operating model for Operational Support Services as displayed in Figure 1.3. (Medium term)

To achieve the above recommendation, the following key actions need to be taken:

- Create a national firearms command unit.
- Remove the DMR armed response function from the SDU.
- Conduct regular reviews of all VIP and government building security arrangements and seek opportunities to reduce the number of armed and unarmed deployments.

- Develop Standard Operating Procedures for the deployment of armed units, including those on close protection duties.
- Merge the GNTB and the DMR Traffic Division and explore opportunities to create a central DMR traffic unit.
- Take the national lead for command and control and for the development of national call handling practices.
- Review the deployment and resources of Operational Support Units to maximise their efficiency.
- Take the national lead for major emergency planning.
- Lead on major event planning and resourcing.
- Publish clear protocols outlining the responsibilities of all units within this portfolio.

Serious Crime Services

Serious Crime Services is a newly titled national unit that should have responsibility for the investigation of all homicides and other serious crimes. This section looks at the national units that would be assigned to Serious Crime Services and makes a number of structural and deployment recommendations for change. Currently, the vast majority of resources assigned to Serious Crime Services are based in Dublin, but have national responsibilities.

Major Investigation Team

A business case to create a full-time and dedicated Major Investigation Team (MIT) was fully articulated in the *Crime Investigation* report and included several recommendations to change the working practices of existing garda units. The report notes that at a point in the past, all of the police services visited as part of the *Crime Investigation* inspection operated the current Irish system for investigating murders and other serious crimes. However, they have all now moved on from local investigation teams, to full-time dedicated teams that deal with the majority of murders committed. When asked by the Inspectorate, all found a dedicated team to be more effective. The Inspectorate was informed that these units are appropriately resourced and have highly skilled investigators with experience of dealing with serious crime investigation. When a murder takes place, they immediately send officers to the crime scene, who take over the investigative role and follow the case through to any subsequent court case. The Inspectorate believes that the Garda Síochána should have dedicated investigation teams that deal with all murders in Ireland and other specified serious crime. The current system of investigating homicides and other serious crimes removes

significant numbers of divisional and district resources for extended periods and unnecessarily abstracts those resources from the investigation of volume crimes, such as burglaries and assaults. Under this new model, a MIT would manage all homicide investigations and remove the responsibility for investigating these crimes from garda divisions and districts.

A MIT would ensure a high-quality and a consistent response to all homicide and other serious crime investigations. The Inspectorate also believes that a MIT should conduct homicide and other serious crime cold case reviews. Within the current National Bureau of Criminal Investigation (NBCI), there are a significant number of detectives with the necessary skills to conduct such investigations. The Inspectorate believes that NBCI officers need to be released from other less serious investigations that are currently conducted to form the basis for the new MIT.

Serious and Organised Crime Unit

While there are many definitions of 'organised crime', the Inspectorate noted many police services define organised crime as including drug trafficking, human trafficking, organised illegal immigration, high value fraud and other financial crimes. The current OCU was established in 2005 and focuses on investigations into organised criminal networks. The Inspectorate welcomes the recent amalgamation of the GNDU and the OCU, and recommends the inclusion of additional functions in a new Serious and Organised Crime Unit (SOCU).

This will provide an opportunity to amalgamate a number of garda units and to remove any overlaps in responsibilities and operational targets. This recommendation is intended to create a multi-disciplined investigation team that covers a range of serious crimes, allowing those resources to be deployed depending on the nature of criminality. It also provides greater flexibility in operational deployments of resources and will improve cross-border investigations and interagency co-operation. Many people involved in organised crime commit a number of different offences and a SOCU needs the flexibility to be able to follow the criminal and not just the crime type.

The following are key elements that should be included in a new SOCU:

- **Human Trafficking:** There are clear links between many human trafficking crimes and organised criminality. The current Human Trafficking Unit receives a high volume of incident reports but has limited operational capability to conduct thorough investigations or proactive operations. Prior to the Inspectorate's visit, the unit lost a number of key staff members and this greatly impacted on the ability of the unit to conduct investigations and to detect crimes. Investigating human trafficking is complex and time-consuming and many cases involve high levels of danger to those who are exploited. The inclusion of Human Trafficking in the SOCU will ensure that notifications are thoroughly investigated and that there is an operational capability to conduct proactive operations. The Human Trafficking Unit has previously conducted successful joint operations with the Organised Crime Unit, resulting in the closure of several cases.
- **Cybercrime:** Cybercrime and cyber security cover a whole range of offences and advancements in technology are creating new opportunities for criminals. It is also an area where organised criminal networks are expanding. Cybercrime affects everyone, including citizens, corporations and governments. During field visits, many senior gardaí highlighted cybercrime, and the threats posed as requiring the creation of a cybercrime unit and needing immediate Garda Síochána action. Many police services have developed cybercrime units and some have included cybercrime within an existing organised crime unit. The Inspectorate believes that there is an opportunity to create a cybercrime investigative capacity within the SOCU. As part of the responsibilities of SOCU, a national cybercrime strategy should be developed.
- **Vehicle and Plant Theft:** Vehicle and plant machinery theft is a major international business for organised criminal networks. Within the NBCI there is a Stolen Motor Vehicle Investigation Unit that should be retained, but moved to SOCU to concentrate on organised crime. The current responsibility of the unit, to conduct routine examination of seized cars, should be carried out by trained personnel on a divisional or regional basis.

Bringing several existing units and functions together into one SOCU will provide greater flexibility in terms of prioritisation of operations and tasking of resources. It also provides an opportunity to merge duplicate functions. A merger of these national units will also provide

opportunities to improve supervision, to reduce duplicate administration and to rationalise resources. For example, the GNDU and the OCU have combined access to 56 vehicles and other resources that are not used on a 24/7 basis.

A SOCU provides an excellent opportunity to provide a single point of contact for a multitude of partner agencies that also target those involved in organised crime. Serious and organised crime units exist in Scotland and Northern Ireland, and the U.K. has a National Crime Agency. In Police Scotland, as part of the approach to Integrated Offender Management (IOM), the prison service is a key stakeholder in managing offenders in prison who continue to control or participate in organised crime.³ The Inspectorate believes that a SOCU should co-ordinate a strategic meeting that brings together all key partnership agencies. Tackling serious and organised crime requires the close working of a number of different agencies. With a move to a SOCU, the Inspectorate believes that it presents a good opportunity to engage key stakeholders and consider opportunities to develop co-located multi-agency investigation teams.

Serious Fraud Investigations

The Garda Bureau of Fraud Investigation (GBFI) was created in 1995 to concentrate on complex fraud cases. Currently, the unit has responsibility for investigating serious fraud incidents and in all other fraud cases, GBFI conducts assessments and determines where a crime should be assigned for investigation. At present, the GBFI does not have a dedicated cybercrime unit and the Inspectorate believes that there is a more effective and efficient way of managing serious fraud, cybercrime, cyber security and all other cases of fraud. The Inspectorate is recommending a new structure for the investigation of fraud related cases and the divestiture of the current responsibilities of the GBFI for distribution to other operational units.

Currently, the Assessment Unit in the GBFI reviews all fraud cases and makes investigation allocation decisions. The vast majority of fraud incidents reported to the Garda Síochána are commercial cases, of which 10% are currently allocated to GBFI investigators and 20% are sent to divisions for investigation. Of the remaining cases, half are held in abeyance waiting for victims to provide more evidence or, in the case of internet crimes, there are often problems in establishing the jurisdiction where the crime

³ IOM operates in the U.K. as a multi-agency approach to target those prolific offenders who cause most harm to communities.

took place. The Assessment Unit operates a helpline for the public and for divisional investigators. This helpline is very busy and consumes a significant amount of GBFI's time and resources.

Some fraud cases that are sent to divisions were described by the GBFI as too complex for divisional investigators. The Inspectorate also identified that some divisions are managing complex investigations and do not always notify the GBFI. Other policing jurisdictions usually have a monetary threshold for investigations that are managed at a local divisional level and those that are managed by national units. Currently there is no set threshold or clarity about what the GBFI will or will not investigate.

The Inspectorate believes that under the new structure, serious fraud cases should be managed within a new SOCU and less serious cases should be investigated by divisions, with a clear threshold for determining responsibility levels for investigations. Amalgamating serious fraud investigations into the SOCU will provide a proactive capability for more serious fraud investigations. The GBFI do not have dedicated financial analysts and currently have to ask for assistance from other departments. A SOCU should have trained financial and criminal analysts. Amalgamation should provide a routine financial analysis capability.

In Ireland, money laundering has been recognised in law as a very serious offence since the passing of the Criminal Justice Act in 1994 and the Criminal Justice (Money Laundering and Terrorist Financing) Act 2010. The legislation places an obligation on designated persons/organisations to guard against their businesses being used for money laundering or terrorist financing purposes. As a result, designated persons have a statutory obligation to report suspicious financial transactions to the Garda Síochána and the Revenue Commissioners.

The Financial Investigation Unit (FIU) within GBFI assesses all suspicious transaction reports with most notifications now forwarded on-line. Due to a high volume of notifications, the FIU is under pressure to manage a growing workload. The unit usually investigates international and more serious cases, but sends the majority of reports to garda divisions for further action. Suspicious transaction reports are not recorded on PULSE until it is established that a crime has taken place. The unit asks for updates from divisions on a quarterly basis through a paper system, but does not check the quality of

investigations conducted. In the absence of a PULSE record or other electronic monitoring system, there is a gap in the supervision of these investigations.

The FIU does not have a dedicated financial analyst and the IT system in use is not fit for purpose. As the work of the unit is very much linked with other agencies, enforcement should be conducted on a multi-agency basis. The Inspectorate believes that the FIU functions could be moved to the Criminal Assets Bureau (CAB), which has a specific role in terms of ensuring that people do not benefit from any assets acquired through criminal activity. CAB has its own analysis unit and a separate IT system that supports investigations. It also has certain powers to ensure that the proceeds of such activity are subject to tax and Social Welfare Acts. If there are any legislative reasons prohibiting a move to CAB, the investigative function could be included in the new amalgamated SOCU.

Public Protection and Protective Services Units

The Domestic Violence and Sexual Assault Investigation Unit, currently located within National Support Services, comprises a number of distinct units with responsibility for domestic violence, serious sexual assaults, child sexual abuse, child exploitation, child neglect and sex offender management. The primary role of these units is policy development rather than conducting investigations.

The Garda Síochána has recently created a new unit with responsibility for the above mentioned crime units, including the Human Trafficking Unit. This unit is in the early stages of development at the time of this report, but it is clear that it will provide protective services for some of the most vulnerable victims of crime. As described earlier in this section, the Inspectorate believes that the Human Trafficking Unit should become part of the SOCU rather than be part of a national unit that does not have a sufficient investigative or proactive capability.

It is important that the Garda Síochána identifies a suitable recognisable name for the unit that signals the importance of the functions for which it has responsibility. In many other police jurisdictions, Public Protection Units or Protective Services Units are operating with responsibility for investigating these types of serious crimes and protecting vulnerable people from high risk violent offenders. The Inspectorate believes that the Garda Síochána should create a Public Protection Unit with a national remit to ensure consistently high standards of investigation in these types of crime and to deliver a better victim-orientated approach. This

unit has a key role to play in providing advice to investigators and monitoring the quality of investigations conducted across other garda units.

At a district and divisional level, the *Crime Investigation* report identified a number of concerns in connection with inexperienced members investigating serious crime including rape and child sexual abuse. The report also identified many concerns with the investigation of domestic violence crimes and recommended that secondary investigations should be carried out by dedicated divisional investigation teams. There are other crimes such as child exploitation and elder abuse and incidents such as missing persons that should also be thoroughly investigated by members with experience in those fields. To support the public protection activity of the national unit, the Inspectorate believes that the Garda Síochána should develop Public Protection Units at a divisional level.

Offender Management Unit

The *Crime Investigation* report outlined that the Garda Síochána has a well-developed young offender pre-charge system that is managed by the Garda Youth Diversion Office (GYDO). This office is currently part of Garda Community Relations. The GYDO deals with young offenders who have committed offences and the Inspectorate believes that it should be located within a crime portfolio, rather than in its current position in Community Relations. The *Crime Investigation* report also identified that the approach to adult offender management was far less developed and was an area that needed to be addressed. The report contained recommendations to create separate multi-agency, co-located, integrated offender management teams for young and adult offenders.

In the interim, the Inspectorate believes that the Garda Síochána should create an Offender Management Unit that has national responsibility for co-ordinating all activity to target young and adult offenders. This would move GYDO from its current position in Community Relations into the Serious Crime Services portfolio.

Managing Intelligence

Currently, a number of National Units have individual intelligence sections. At the time of the *Crime Investigation* report, there were six intelligence units operating in National Support Services, with small numbers of intelligence officers working in separate units. This risks the occurrence of 'blue on blue' operations where two National Units could be targeting the same suspect at the same time.

In order to manage intelligence within the recommended Serious Crime Services portfolio, the Inspectorate is recommending the creation of a single intelligence hub within Serious Crime Services to improve the flow and management of information and to provide a single point of contact for the National Criminal Intelligence Unit.

Criminal Assets Bureau

The Criminal Assets Bureau (CAB) is currently placed within the National Support Services command structure, but is directly responsible to the Commissioner. The overall recommended structure for the Garda Síochána shown later in Figure 1.9, reflects this reporting structure and moves CAB under the direct line-management of the Commissioner.

Summary

The Inspectorate is recommending the creation of a Serious Crime Services portfolio focused on tackling the most serious of crimes. The creation of a Major Investigation Team and a Serious and Organised Crime Unit will provide agile, multi-disciplinary investigation teams that cover a range of serious crimes.

Within Serious Crime Services, there are clear opportunities to rationalise the number of units, to reduce management and administrative overheads and to merge duplicate functions. As previously stated, this should be accompanied by the publication of clear protocols containing the responsibilities of each national unit.

Recommendation 1.3

The Inspectorate recommends that the Garda Síochána implements the structure and operating model for Serious Crime Services as displayed in Figure 1.3. (Medium term)

To achieve the above recommendation, the following key actions need to be taken:

- Establish a national Major Investigation Team.
- Establish a Serious and Organised Crime Unit which includes cybercrime, human trafficking and serious fraud investigations.
- Create Public Protection Units at national and divisional levels.
- Create a national Offender Management Unit.
- Publish clear protocols outlining the responsibilities of all units within this portfolio.

Technical Bureau and the Forensic Science Laboratory

Like the operating systems in Northern Ireland and Scotland, the Forensic Science Laboratory⁴ in Ireland is the single supplier of forensic science services to the police. However, unlike the process in Scotland, the Police Service of Northern Ireland and the Garda Síochána has some in-house forensic support services.

There are currently three separate and distinct points of entry for the forensic analysis of exhibits retrieved at crime scenes. Depending on the exhibit, it may be sent to the Garda Technical Bureau, to the Garda Computer Crime Investigation Unit (CCIU) or to the Forensic Science Laboratory. In some more serious crime cases, it may be necessary to send the same exhibit to all three units. All units operate independently from each other and within different operational structures. There is great potential for improved capacity and increased efficiency across the three units.

At present, 82 members and nineteen garda support staff are assigned to the Technical Bureau. This includes experts in ballistics, fingerprint identification, handwriting examination, crime scene mapping and photography. They also provide crime scene examination expertise nationally for serious and complex crime scenes. The Inspectorate recognises that these staff members are well-trained and have expert status in their forensic field.

The Inspectorate has previously raised concerns about delays in the examination of computers and other technology and about serious crime scenes that are not examined by Technical Bureau experts. In the short term, the Inspectorate believes that the CCIU should merge with the Technical Bureau. The Inspectorate also believes that there are opportunities to regionalise operational Technical Bureau and CCIU staff. This would also bring the experience of Technical Bureau staff much closer to divisional Crime Scene Examiners (CSEs).

The current process for delivering and collecting exhibits from the Technical Bureau and the Laboratory relies on crime scene examiners travelling from all over the country. This is an inefficient process that uses highly trained examiners to perform what is, in effect, a courier service.

⁴ The Forensic Science Laboratory is an associated office of the Department of Justice and Equality. On the commencement of the Criminal Justice (Forensic Evidence and DNA Database System) Act the name of the office will change from the Forensic Science Laboratory to Forensic Science Ireland.

In 2007, with the creation of the Scottish Policing Authority and the later amalgamation of the eight Scottish police services, one national forensic service was placed under the newly created authority. During a visit to Scotland, the Inspectorate was informed that the authority has taken over four legacy agency laboratories and now operates from several geographical bases. All CSEs are professional police staff and operate from four locations. Staffing has been restructured according to types of scene and data gathered. Each team has a scenes examination supervisor. There are two levels of CSEs. Level Two examiners are dispatched to routine volume crime scenes and Level One examiners with enhanced skills are used for serious and complex crime scenes.

In the long term, the Inspectorate believes that the Forensic Science Laboratory should operate a similar system to Scotland, with full responsibility for providing a forensic crime scene and exhibit examination service to garda divisions and national units. The Inspectorate believes that there is an opportunity to merge the Forensic Science Laboratory and the Technical Bureau and to have one single point of entry and examination for all exhibits. Some of the work carried out by the Technical Bureau is scientific in nature and this type of work is more appropriately carried out by qualified scientists. A consolidated process for examination would provide consistent processing of crime samples under one independent authority. This would also remove unnecessary duplication of reception points, examination and administration and provide an enhanced level of operational transparency to the organisation.

In the interim, Technical Bureau experts could be seconded to the Forensic Science Laboratory as part of this divestiture, but in the longer term they should be replaced with professional forensic science staff, through a seamless transition process. The Forensic Science Laboratory would then be responsible for providing national expert forensic support to divisions and regions for major serious crime scenes. In the intervening period, a plan for the responsibility for forensic examination of telephones, computers and other similar technology should be developed for eventual divestiture to the Forensic Science Laboratory.

The Inspectorate believes that there are significant economies of scale and increases in efficiency, effectiveness and transparency to be gained by the amalgamation and the use of professional, independent experts in the Forensic Science Laboratory. Again, a high level collaboration

of these agencies and pooling of joint budget for these functions will result not only in cost savings, but in a more efficient and effective forensic process.

Recommendation 1.4

The Inspectorate recommends that the forensic functions of the Garda Technical Bureau be divested to the Forensic Science Laboratory. (Long term)

To achieve the above recommendation, the following key actions need to be taken:

- Develop a single point of entry for all forensic exhibits. (Short term)
- Merge the CCIU within the Technical Bureau. (Short term)
- In the interim, the Forensic Science Laboratory and the Garda Síochána should collaborate to implement a more cost effective and efficient method of transporting and receiving exhibits. (Short term)
- In the interim, second Technical Bureau experts to the Forensic Science Laboratory. (Short term)
- Once fully divested, the Forensic Science Laboratory to be responsible for deployment of national forensic support for serious and complex cases. (Long term)
- The Forensic Science Laboratory and the Garda Síochána should follow the Police Scotland Level 1 and Level 2 concept of crime scene examiners utilised by the Scottish Forensic Laboratory. (Long term)

Security and Intelligence Services

This section examines the units that are attached to Security and Intelligence Services and contains details of recommended changes to the way that units within that area are structured. The recommended changes are intended to increase efficiencies and develop more effective policing practices by reducing the current level of duplication across the various units.

Recommended Changes to Security and Intelligence Services

A key priority for the Garda Síochána is national security and the protection of the State.

The main structural changes in this area affect the streamlining of responsibility for crime policy and administration, as well as narrowing garda responsibility for immigration matters and reducing the current remit of the Special Detective Unit.

Crime Policy and Administration Unit

Crime Policy and Administration (CPA) contains a number of units that perform specific functions, including:

- The Legal Section that provides advice on legal services and policies.
- The Mutual Assistance Unit that manages enquiries to and from other police services.
- The Extradition Unit that manages high profile cases and liaises with international fugitive units.
- The Missing Persons and Firearms Policy Units.
- The Crime Statistics Office with responsibilities that include co-ordinating parliamentary questions and liaison with the Central Statistics Office.

These units have responsibility for discharging functions that are similar to roles performed by other garda units. This includes the Legal Section that provides a consultancy role to the Commissioner and advises other senior managers in the formation of policy. In particular, they are engaged with many working groups in developing crime policy and providing advice on operational policing issues. This section has members that are qualified barristers, who provide a legal perspective on a range of matters and ensure that garda policies are compliant with legislation. The section also receives many external requests for Garda Síochána observations, such as from various government departments on proposed policies. The Garda Síochána also has a Legal Affairs Unit that performs a very similar function in providing advice to the Commissioner on civil matters. In some cases, due to a skills deficit (such as human rights), the Legal Affairs Unit sends some of its work to the Legal Section. At the time of the visit by the Inspectorate, the Legal Section was under extreme pressure of work and had a back-log of over 600 advice cases.

Other duplication includes the work of the Mutual Assistance Unit that deals with enquiries sent from other police services to Ireland and enquiries that need to go to another policing jurisdiction. Garda Interpol also perform this function, but where enquiries relate to the gathering of evidence required in a court case, the matter is dealt with by Mutual Assistance.

The Inspectorate believes that the current CPA functions should be merged with a number of other garda units that perform very similar roles. This includes merging Mutual Assistance and the Extradition Unit with Garda Interpol, and Legal Section with Legal Affairs. This would reduce

duplication of activity, remove confusion about which unit deals with certain matters and bring staff together from other units to provide greater resilience. These changes will release resources including the CPA management team and central administration unit for re-deployment to other duties.

Once the duplicated functions move from CPA to the other relevant units or sections, any residual policy functions of CPA should be carried out by the proposed amalgamation of policing policy units that will report through an assistant commissioner to the Deputy Commissioner Governance and Strategy.

Border Security Unit

Until recently, the Garda National Immigration Bureau (GNIB), which is based in Dublin, had responsibility for carrying out deportations, border control at Dublin Airport, investigations relating to illegal immigration and the registration of non-EU nationals arriving in Dublin. The GNIB currently sits within the National Support Services area of responsibility. Outside of the DMR, immigration services are managed by garda divisions and districts. Recent changes in the GNIB require clarification of the current functions and the purpose of the bureau.

The majority of registrations take place at the Garda Registration Office in Dublin, which is a role mainly performed by garda staff. Outside of Dublin, the registration takes place at approximately 75 garda districts and is a role predominately carried out by garda members. The volume of registrations and renewals of registrations that take place at the various districts outside of the DMR determines if the members and garda staff are deployed on a full or part-time basis.

The role and function of the GNIB has changed considerably in recent times and the Inspectorate welcomes the transfer of some of the border control functions at Dublin Airport to the Irish Naturalisation and Immigration Service (INIS). This move has released members for redeployment. At other ports of entry, the Garda Síochána will, in the interim, continue to deal with border control issues. It is anticipated that the entire registration process will eventually move to the control of INIS. The extension of the border control function to INIS at further ports of entry in Ireland is an area that is still under review.

Some responsibilities remain with the GNIB and will need to be maintained at Dublin Airport and at other ports of entry. This includes the arrest and investigation of people travelling on false or stolen documents and dealing with those refused entry, unaccompanied minors, suspected bogus marriages and persons travelling without documentation. The need to retain a garda presence at all ports of entry for these types of functions may reduce the impact of any efficiency savings by replacing garda members with INIS staff.

The GNIB also have responsibility for carrying out the removals of illegal non-Irish nationals who are unlawfully in the State. This is a function that is performed by the GNIB Evader Unit that uses members to locate and to commence the removal process. Since 2008, over 33,000 deportation orders have been issued, a third of those are still valid, a number of which are being enforced and some are pending appeals and judicial reviews. This unit prioritises those persons believed to be involved in criminal activity. Previously the GNIB had responsibility for the Human Trafficking Unit, but this function has now moved to another garda bureau.

Dublin Airport has a small number of GNIB members deployed across five Pier Investigation Units with responsibility for investigating those persons who are detained for suspected offences. At the time of conducting field visits, these teams appeared to be struggling to cope with the volume of cases that required investigation.

In other policing jurisdictions, immigration and border security are under umbrella organisations, such as the Australian Department of Immigration and Border Security, the U.S. Immigration and Customs Enforcement (ICE) and the U.K. Border Agency. The role of monitoring, identifying, locating and removal of foreign nationals and those in breach of conditions is a function that these agencies perform, rather than a police service. This includes the ICE in the U.S. that has responsibility to arrest and remove those who present security or public safety risks as well as those who enter the U.S. illegally. Senior managers in the GNIB informed the Inspectorate that they want to retain the law enforcement aspects of immigration and do not want to follow a similar path to those other jurisdictions. This would include maintaining the function for conducting criminal investigations arising out of immigration matters.

Once INIS is fully established at Dublin Airport, the Inspectorate believes that it would be an appropriate time to review all national immigration functions and to decide whether further powers or responsibilities currently under the remit of the GNIB or garda districts should be assigned to INIS in the long term.

With the removal of many of the immigration functions from the Garda Síochána, the Inspectorate believes that the GNIB should be rebranded to reflect their new and condensed role. To avoid any confusion with the immigration role of INIS and as a key function of their revised role relates to security and public safety, the unit could be renamed as the Border Security Unit.

As the core functions of the unit relate to security issues and the work is very much intelligence-led, the Inspectorate is recommending that the remaining functions of this unit should be assigned to Security and Intelligence Services.

Special Detective Unit

The Special Detective Unit (SDU) is responsible for the investigation of threats to State security and the monitoring of persons who pose a threat on both national and international fronts. The SDU also provides security for visiting VIPs and is the operational wing of the Witness Security Programme. Several specialist garda units have responsibility for armed protection and the objective of the recommended restructuring is to remove duplication, to clarify the roles of the units and to increase efficiencies and effectiveness in service delivery.

Since its introduction in the mid 1970's, the SDU has seen its remit expand to include other functions, mostly connected to its firearms capability, rather than its primary function of investigating threats to State security. As explained earlier in this section, the SDU is currently providing a 24/7 365 armed response service within the DMR. As highlighted in this chapter, it also has other armed responsibilities in connection with mobile and static protection duties. The Inspectorate does not believe that these are the types of duties that need to be performed by the SDU. The SDU is in effect performing three roles, including diplomatic and VIP protection, armed response and protecting the State from the threat of terrorism.

As recommended earlier in this chapter, the creation of a single firearms command unit and the extension of the remit of the RSUs to cover the DMR, would release the SDU from the majority of its current armed duties.

Removing the need for the SDU to provide staff for armed response duties would release a significant number of resources from those roles and allow the SDU to focus on its main remit of protecting the State from domestic and international threats. The change in remit for the SDU should be accompanied by a review of the staffing levels that are required for the activities of the domestic and international units.

Summary

The Inspectorate is recommending the reconfiguration of some units within Security and Intelligence Services. The recommended restructuring refines the role of each unit, removing duplication and reducing the potential for cross-deployment. This is a more effective structure, while providing for flexible and clear deployment of specialist services.

Within Security and Intelligence Services there are also clear opportunities to rationalise the number of units, to reduce management and administrative overheads and to merge duplicate functions. This should be accompanied by the publication of clear protocols containing the responsibilities of each national unit.

Recommendation 1.5

The Inspectorate recommends that the Garda Síochána implements the structure for Security and Intelligence Services as displayed in Figure 1.3. (Medium term)

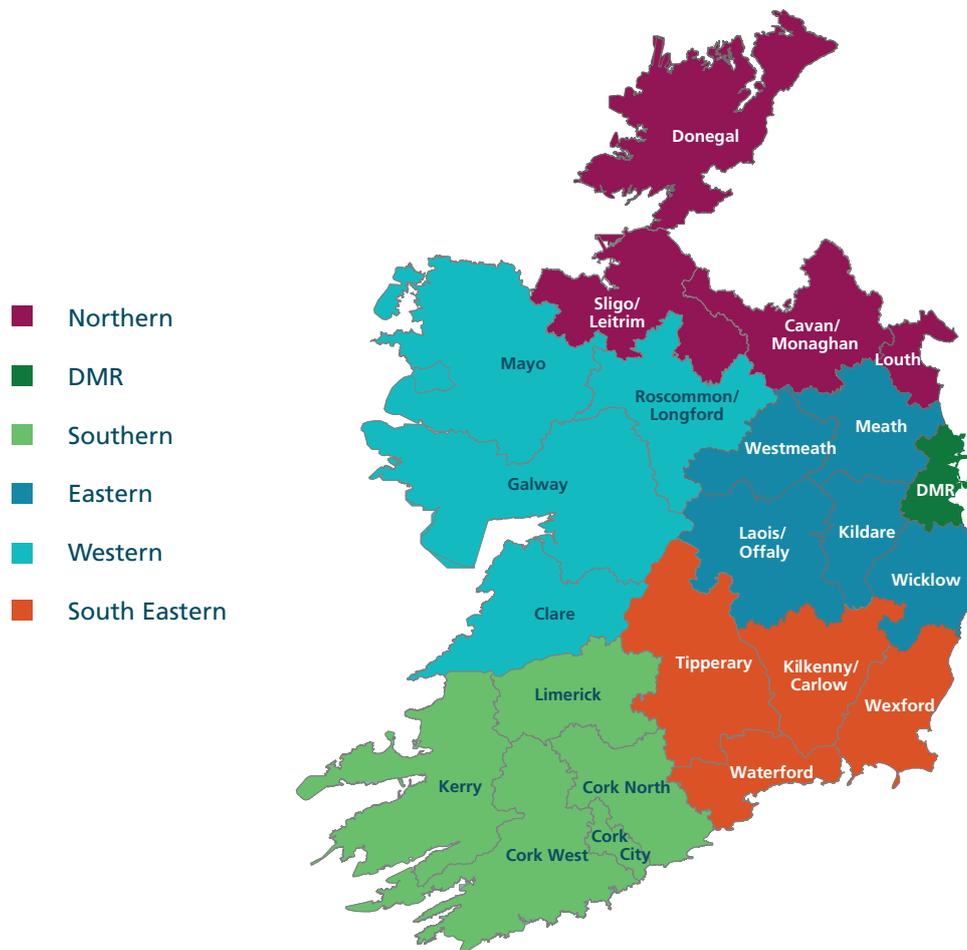
To achieve the above recommendation, the following key actions need to be taken:

- Merge the current functions of Crime Policy and Administration Bureau with other relevant garda units as set out in this chapter.
- Establish a Border Security Unit.
- Review the allocation of resources assigned to the SDU.
- Publish clear protocols outlining the responsibilities of all units within this portfolio.

Regional Structure

Geographically, the country is divided into six regions, each of which is managed at assistant commissioner level. Each region is divided into divisions commanded by a chief superintendent (divisional officer) and each division is divided into districts commanded by a superintendent (district officer). Within the Garda Síochána regional structure there are 28 divisional chief superintendents and 96 district superintendents.

Figure 1.4 Current Garda Regional and Divisional Structure



Current Regional Management Model

The six garda regions vary in geographical size and have varying staffing levels of members and garda staff.

During workshops with all levels of members and garda staff, a point was consistently raised about regions becoming another unnecessary bureaucratic layer and adding little value to the organisation.

Regional assistant commissioners see their role as very much supporting divisions and holding divisions to account for the investigation of serious crime. What is less clear is their role regarding the allocation of people and other resources. Primarily, the allocation of resources is managed centrally and assistant commissioners have little discretion or influence in deciding or changing those allocations. Some of the current assistant commissioners have other responsibilities such as Traffic and Organisation Development and Strategic Planning and share their time between these distinct functions. Regional assistant

commissioners are also abstracted from their core functions for extended periods of time for activities, such as promotions and selection processes. These abstractions and other functions, which have for a long time been allocated to assistant commissioners, indicates that there is an acceptance of additional capacity in their current roles. This is not an efficient structure and operational framework, as it removes regional assistant commissioners from their core role for extended periods.

The six region model has created a number of challenges including inconsistencies in the effective allocation and deployment of regional resources. The current six region structure does not facilitate the alignment of business support functions, such as HR and finance and does not allow national units to assign resources such as major investigation teams. The high number of regions also impacts negatively on other areas, such as effective communications, the quality and timeliness of decision-making and on internal and external customer service.

The Inspectorate has previously recommended that regional assistant commissioners should be made fully responsible and accountable for all aspects of policing in their respective regions. It also recommended that they should be given a clear remit and be resourced properly, by having garda staff to manage HR, finance and implementation of corporate goals. These recommendations were never fully implemented and the changes that were made to the management structure of the regions at the time did not go far enough. In effect, regional management became another bureaucratic layer with minimal value added.

The current structure of the Garda Síochána must change to become leaner at the top and stronger at the foundation, where front-line policing services are delivered. Consistency, more effective communication, decision-making and flexibility in the alignment and deployment of resources are much more achievable with a lower number of regions. A reduced number of empowered regions will enable more consistency in policing services, improve management and administration and provide more effective support to garda divisions.

Assistant Commissioners' Responsibilities

This chapter is recommending a realignment of national unit functions, an increase of one assistant commissioner to the Crime and Operations portfolio and the allocation of a full-time assistant commissioner to Governance and Strategy. This will balance the levels of responsibilities within Garda Headquarters and national units, creating clear separation of roles and ensuring that those units are performing activities that support their core functions. At a regional level, this section explains the rationale for creating three regions, each led by an assistant commissioner.

In assessing the responsibilities of regional assistant commissioners, one of the factors to be considered is the issue of span of control. This term can be described as simply the number of people who are within the responsibility of a manager. Contemporary management theory advocates higher spans of control and flatter organisational structures on the grounds of efficiency (Lane, 2006). The advantages include:

- Improved communications.
- Reduced operating costs by eliminating multiple layers of management.
- Increased consistency across regions.
- Increasing clarity as to accountability.

Higher spans of control and flatter structures are also advocated to improve timeliness and the quality of decision-making at the most appropriate level.

The number of members in each of the regions varies from about 1,300 in the South Eastern Region to almost 4,000 in the DMR. In addition to the number of members, the regional, divisional and district offices (and some large sub-stations) also have almost 900 garda staff, most of whom are clerical officers.

Figure 1.5 shows the current regional responsibilities of assistant commissioners including, staffing levels, the number of divisions per region and the approximate geographical area covered.

Figure 1.5 Regional Responsibilities

Region	Total staffing in region (members and garda staff)	No. of Divisions	Region size km ²
South Eastern Region	1,284	4	11,499
Northern Region	1,416	4	12,342
Western Region	1,583	4	18,824
Eastern Region	1,554	5	11,625
Southern Region	2,290	5	15,063
Dublin Metropolitan Region	3,989	6	921

Source: Garda Staff information from Department of Justice and Equality, December 2014, Member information from PULSE deployment data as of December 2014. Geographical data sourced from Ordnance Survey Ireland website.

In deciding on the new regional structure, the Garda Síochána will need to have regard to the complexities of policing in different parts of the country, crime profiles and demographics.

Structure in Other Jurisdictions

The Inspectorate examined the structure of other police services. Several countries have amalgamated operational commands in recent years and reduced the equivalent numbers of regions and divisions. An overview of some of these structures can be seen in Figure 1.6.

Figure 1.6 Overview of Police Numbers and Structure in 2014

Country	Population (millions)	Police Structure	Sworn Numbers	Police staff Numbers
New Zealand	4.5	12 Districts	9,063	2,969
Denmark	5.7	12 Districts	11,000 (2015)	3,000 (2015)
Finland	5.5	11 Districts	7,389	2,427
Norway	5 (2012)	27 Districts	8,298 (2012)	6,017 (2012)
Scotland	5.3	3 Regions, 14 Divisions	17,267	5,837
N. Ireland	1.8	8 Districts (changed to 11 districts on 1/4/2015)	6,815	2,440
Ireland	4.6	6 Regions 28 Divisions 96 Districts	12,799	2,054

Source: www.police.govt.nz and Annual Report 2014; www.politi.dk; www.poliisi.fi; One police - equipped to meet future challenges. www.regjeringen.no; www.scotland.police.U.K. and notes of Inspectorate visit to Police Scotland; www.psni.police.U.K. and figures provided by the Garda Síochána.

The Inspectorate visited Scotland to learn about its police structure and operation, as it has similar geographical policing challenges to Ireland with big cities, large rural expanses and similar demand on policing services. Scotland covers 28,000 sq miles compared to 27,136 sq miles in Ireland. Ireland has a smaller population of 4.6m (2011 Census) compared to 5.3m in Scotland. Both police services record approximately 900,000 incidents a year, with Scotland recording a higher percentage of those incidents as crimes. Scotland has a larger workforce with 17,269 police officers and 5,837 police staff (2014).

It is noted that Police Scotland amalgamated eight separate police forces into one national Police Scotland in 2013. The amalgamation was accompanied with a move to three geographical policing regions, each managed by a similar ranking officer to an assistant commissioner. There are also 14 divisions, each managed by a chief superintendent, compared to 28 in Ireland.

The structure and organisation of the Norwegian Police force was examined following the terrorist attack in July 2011. A wide-ranging review into the whole organisation found that:

- There were too many police districts. They operated in silos and did not learn from each other.
- Police stations had a lot of work which was not strictly police business.
- There was an unclear chain of command.
- There was poor technological support and IT potential had not been fully exploited.

- Governance was weak and fragmented.

The review proposed significant reductions in the number of police districts, which would have roughly the same size in terms of population demands, budget and personnel while having a manageable geographical span. The key principle of the new model was that each district should have an equal internal structure with a functional organisational model. The Police Directorate (or Headquarters) should be responsible for the strategic development and overall management of the police. The majority of the resources remain local, while the management and administration are centralised. The objective was to give greater flexibility of resources in conjunction with increased consistency and improved governance. A proposal was also made to remove responsibility for certain tasks such as passport applications and lost and found property from the police to allow them to focus on core tasks.

The Case for Change

The Inspectorate believes that there are opportunities to increase efficiency and effectiveness in the Garda Síochána. By rationalising the overall command structures of all assistant commissioners, efficiencies can be gained through improved communications and reduced operating costs. The changes are also designed to improve the quality and timeliness of decision-making and leadership at all levels. The realignment of national unit responsibilities and resources can be achieved more consistently and effectively across a reduced number of regions.

The experience of other jurisdictions shows that having a smaller number of regions and the regionalisation of some national units' resources, provide significant advantages. In the Irish context this would:

- Provide a long-term structure to support strategic decisions made on future delivery of policing services, such as a smaller number of command and control centres.
- Present significant opportunities for economies of scale, including reductions in management and administration costs.
- Provide greater flexibility in terms of resource allocation and operational deployment.
- Facilitate the regionalisation of some national unit functions. This would ensure that national units provide a support service to regions and divisions, irrespective of their proximity to Dublin. This would also enable national units to deploy more effectively and efficiently to operational incidents and reduce current travelling time and associated costs to and from Dublin for national units.

Figure 1.7 Recommended Structural Model Senior Management Team Crime and Operations



The Inspectorate believes that operating from six regions is an inefficient use of resources and is recommending that the current six region structure is reconfigured into three new regions. The Garda Síochána should make the operational decision on the configuration of those regions to ensure consistency of responsibility across the new structures.

In creating any new regional structure, the Garda Síochána should be cognisant of how this fits with other stakeholder agencies, such as local authorities, courts and other criminal justice partners.

Recommendation 1.6

The Inspectorate recommends that the Garda Síochána operates from three regions as displayed in Figure 1.7. (Short term)

New Senior Management Structure for Crime and Operations

The proposed responsibilities of the Deputy Commissioner Crime and Operations are shown in Figure 1.7. This combines the regional and national unit responsibilities and provides a complete picture of this post holder’s portfolio.

Chief Administrative Officer

In October of 2006, the Inspectorate recommended a deputy commissioner level garda staff position of Chief Administrative Officer (CAO) be established to oversee the delivery of Human Resources (HR), Information Communication Technology (ICT) and Financial Support Services to the Garda Síochána. First established in 2007, the Commissioner restructured the office of the CAO in 2014, adding the Human Resource Director function, a change that was welcomed by the Inspectorate and is supported in this review.

Data Quality and Data Led Management Practices

Data quality and the consistent oversight of organisational information were identified as issues of major importance for the Garda Síochána in the Inspectorate’s 2014 *Crime Investigation* report. The Inspectorate notes that action has already been taken by the Garda Síochána arising from the recommendations on data quality. This is an issue of

strategic and operational significance and the Inspectorate believes that the responsibility for this critical monitoring and assurance function should be separate from any command accountable for operational performance.

No single entity has responsibility for the day-to-day management of data validation, data consistency and data accuracy. The Garda Síochána Analysis Service (GSAS), which serves to analyse crime, does not have data ownership. The ICT Section owns the systems, but not the data. A large number of garda control rooms manage daily 999 and non-emergency calls received from the public, but they are not held to account for the validity or accuracy of the data it enters or receives. While there is a crime classification pilot operating at the Garda Information Services Centre, the Inspectorate has identified that there is no single entity in the organisation with responsibility to ensure the accuracy and consistency of crime recording.

The overall data quality goal should be to develop capacity for data-led decision models in the Garda Síochána. While modern technology systems will facilitate such practices, good management still requires good data. Short-term investment in existing technology and systems can provide for better management data until new technology systems are in place. PULSE and other existing IT systems within the Garda Síochána must be used more effectively in the interim.

The goal should be to ensure that garda data provides managers with quality information that facilitates objective, data driven decisions. Finally, training and proficiency skills for supervisory staff in accessing and using management data should be developed to ensure the capacity to use such resources.

The inability to access good data is a significant hindrance to effective workforce modelling, efficient criminal investigation and data-led management practices. Ongoing governance and executive commitment will be required to ensure that the strategic corporate vision is supported by the IT strategy and that the technology goals are delivered.

Data quality is best placed within the CAO's area of responsibility under the ICT Directorate, as it is through these systems that data flows through the organisation. While the Executive Director of ICT should oversee information systems and communication technology, reporting to the CAO, the Inspectorate is recommending the creation of a new senior garda staff position of Director of Data Quality. This role, reporting to the Executive Director of ICT (see Figure 1.8) and working closely with the head of the GSAS, would include responsibility for:

- (i) General data quality assurance functions across the organisation such as:
 - The definition and implementation of data policy.
 - Planning and oversight of the collection, storage, protection and delivery of data.
 - Developing and monitoring implementation of a data management plan to ensure data quality and adherence to the organisation's data policies and procedures.
 - Ensuring that information is consistently provided to supervisors to support data led management practices.
- (ii) Specific responsibility for the management and operation and consistency in data processing in:
 - The Garda Information Services Centre.
 - The Garda Central Vetting Office.
 - The Fixed Charge Penalty Office.

Garda International Co-ordination Unit

The Garda International Co-ordination Unit is situated within the responsibility of Security and Intelligence Services. It was established as part of the EU Presidency in 2013 to advise on all matters of EU policing. The unit is responsible for managing bids for European funding (applied for €9.5m in funding) and monitoring funded projects. The unit consists of a sergeant and a garda, but no Garda Finance Directorate staff. This function should be supported by Garda Finance Directorate staff.

Other CAO Responsibilities

The recommended model also shows the movement of other responsibilities to the newly established HR Directorate under the CAO. These are:

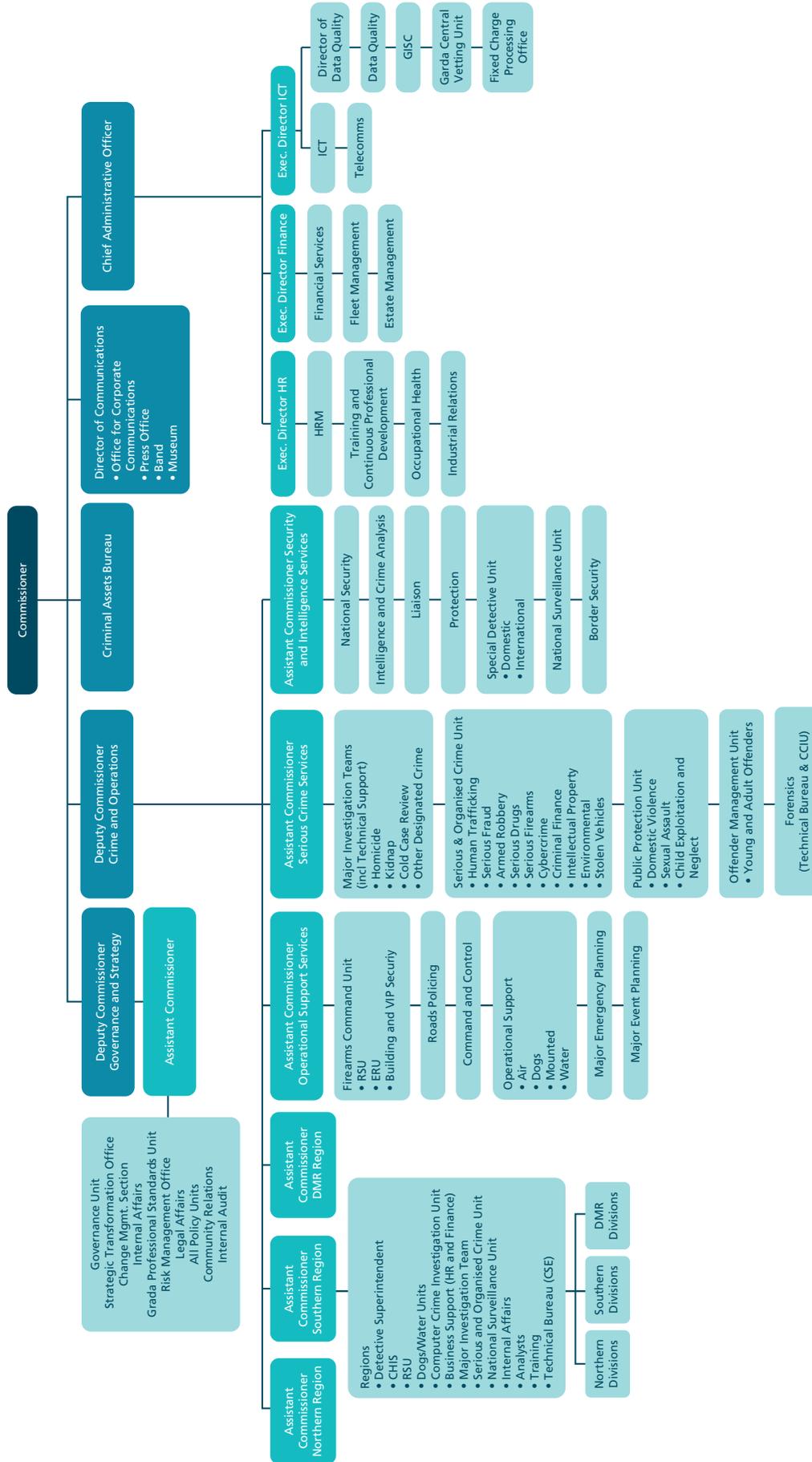
- Training and Continuous Professional Development.
- Occupational Health.
- Industrial Relations.

These functions are shown under the current garda organisational chart within the domain of the Assistant Commissioner Human Resource Management. However, the Executive Director for Human Resources and People Development was assigned responsibility for these functions on appointment in November 2014. Therefore, apart from the data quality functions no structural changes are recommended to the CAO's domain and in this regard, the recommended model Figure 1.8 reflects the current position.

Figure 1.8 Recommended Structural Model Chief Administrative Officer



Figure 1.9 Recommended Garda Síochána Organisational Structural Model



Recommendation 1.7

The Inspectorate recommends that the Garda Síochána establishes a new garda staff position of Director of Data Quality, responsible for data quality assurance across the organisation and specific line-management of the Garda Information Services Centre, the Garda Central Vetting Office and the Fixed Charge Processing Office. (Short term)

Garda Síochána Organisational Structural Model

The model at Figure 1.9 shows the overall recommended structural changes to the Garda Síochána. This includes all structural changes highlighted in this chapter and additional changes that are fully explained in other chapters of this review.

Implementation Outcomes

The structure of the Garda Síochána must change now to become leaner at the top and stronger at the foundation where front-line policing services are delivered. These changes are significant, but provide more effective governance and ensure clarity in relation to the roles and functions of national units.

Implementation of the recommendations will result in:

- Creation of a new organisational structure which reduces the number of headquarters and national units as well as the number of regions in operation.
- Increased numbers of members and garda staff on front-line services.
- Clarity of role and function for supervisors, individuals and units to focus activity on core policing tasks.
- Development of strong governance and policy structures.
- Creation of agile, multi-disciplined investigation teams for homicide and serious and organised crime.
- Enhanced investigation of serious crime by national units and local volume crime by garda divisions.
- National units providing effective specialist support services at a local level.
- Creation of a leaner, but more empowered regional structure to support local policing.
- Improved data quality and crime and incident recording standards.
- Reductions in duplication, bureaucracy, management and back-office support costs.

The Inspectorate envisages an organisation responsible for crime prevention, criminal investigation and security of the State that is structured to meet changing demands and reform requirements. These structural changes will strengthen the capacity of the Garda Síochána to deliver the policing services required in an increasingly challenging environment. A new, leaner structure will provide significant opportunities to release members and garda staff for re-deployment to front-line policing services. While some of the recommendations are designed to provide a solid structural platform for future policing needs, there are many recommendations that can be implemented quickly and it is vital that the change process begins immediately.

These changes will deliver a visible, accessible and responsive police service.



CHAPTER 2

Enhancing Operational Deployment Practices

CHAPTER 2: PART I

DELIVERING FRONT-LINE POLICING SERVICES

The previous chapter contains a number of recommendations on the structure of the Garda Síochána and presents a case for change, including a reduction in the number of garda regions. This chapter will examine how resources should be deployed at national, regional and divisional levels within that recommended structure. In particular, it looks at the current systems in place for the allocation and operational deployment of garda resources and explores options for remodelling services to ensure that garda resources are in the right place, at the right time and are doing the right activities.

Operational deployment is about the distribution of people, either systematically or strategically, into an operational area. This involves operational and support units and the movement and positioning of resources that are required to facilitate the delivery of front-line policing services.

The Inspectorate has a vision of how operational garda units should be deployed at all levels of the organisation to deliver a more efficient and effective policing service. The Inspectorate believes that the Garda Síochána must ensure that the highest possible proportion of members and garda staff¹ are available on the front line to deliver an effective service to the public.

Operational deployment is a critical part of this review and the Inspectorate has considered the impact of the structural change on operational deployment and on the delivery of policing services. Due to the number of areas reviewed, this chapter sets out the Inspectorate's considerations in three parts and two addendums as follows:

Part I – Delivering Front-Line Policing Services

- Background.
- Factors influencing deployment.
- Allocation of garda resources.
- Front-line policing services.
- Community and garda perceptions on operational deployments.

Part II – Operational Deployment at Regional and Divisional Level

- Role of garda regions.
- International initiatives to improve service delivery.
- Deployment of national units at regional level.
- Role of garda divisions.

¹ For the purpose of this report, members with full policing powers are referred to as members, members with limited policing powers are referred to as Garda Reserve and non-sworn staff employed in the Garda Síochána are referred to as garda staff.

- Functionality models.
- Amalgamating divisions.
- Building a division.

Part III – Improving Operational Deployment Practices

- Operational deployment practices and areas for improvement.

Addendum A – Operational Deployment Survey and Workload Analysis

- Results of a national Operational Deployment Survey.
- Analysis of garda operational deployments to incidents.
- Workload analysis of garda-generated activity.

Addendum B – Rosters

- Examination of the current garda roster.
- Rosters in use in other police services.

Factors Influencing Deployment

As part of this review, the Inspectorate examined various factors that influence the allocation and deployment of garda resources. Deployment of resources is one of the most important tasks for any police organisation. In particular, the distribution of human resources influences levels of customer service, visibility, accessibility and determines how crime and other incidents will be investigated. Operational deployment should focus on the utilisation of resources to meet the policing needs of the community in the most effective way.

Changing Picture of Crime

Like Ireland, many jurisdictions have seen a reduction in overall crime levels, but are facing a change in the type of crime that is committed. This includes cybercrime and cyber security that cuts across international policing jurisdictions and threatens all persons whose data is digitally recorded. Police services have to be flexible to move resources quickly to respond to changes in offending

patterns. As a result, many police services have created agile, multi-disciplined investigation teams that cover a range of serious crimes or linked offences, allowing those resources to be deployed depending on the nature of criminality.

Managing Demand

Determining and managing the level of policing demand is an important factor in the deployment of resources. Many factors such as call demand (999 emergency and non-emergency calls), the number of victim-based crimes and the number of prosecutions are used as good indicators of policing demand for services. Determining demand on the basis of robust data allows an organisation to make informed choices about the allocation and deployment of resources.

Priorities

A key factor that influences deployment of resources is the priorities of a police service, which may be determined in a number of ways, including by government policies, by engagement with local communities and by the police service itself.

Key responsibilities and priorities for most police services include:

- Preventing crime and anti-social behaviour.
- Investigating offending.
- Protecting the most vulnerable.
- Investigating serious and organised crime.
- Ensuring public safety and creating safer communities.

State Security

The Garda Síochána has responsibility for State security and a strategic goal of ‘Securing our Nation’. A unitary police service with responsibility for state security and intelligence is viewed by senior gardaí as a real strength in making Ireland a safer place. This is a key priority for the Garda Síochána and at times will require the deployment of significant numbers of people and other resources.

Public Safety Responsibilities

Creating safer places and protecting communities from harm is a challenge and a responsibility not just for police services, but also for a range of agencies including other emergency services, local authorities, criminal justice partners, the voluntary sector, the business sector and local communities. It is important with any change to a

police organisational structure or deployment practice, to discuss the implications of any such changes with other stakeholders and to identify opportunities to align structures, to pool resources and to work together more effectively.

Structure

On determination of priorities, police services need to ensure that the structure of the organisation supports those priorities and provides effective deployment of resources. Without exception, all police services examined by the Inspectorate for this review have significantly reduced the number of structures equivalent to regions and divisions. The common aim is to manage demand more effectively and to protect front-line services. This has also been accompanied by the regionalisation of many national unit resources to support local policing. These police services are all operating on a divisional model. They are now leaner in terms of the number of senior managers and sworn officers in back-office support roles and have increased the proportion of the total workforce on the front line. The Inspectorate has found that the Garda Síochána has not reduced the number of regions and divisions. Moreover, it continues to use a district model that has been in operation since the establishment of the Garda Síochána. A changed structure must be accompanied by a review of deployment practices including supervision, call management, call deployment and proactive patrolling.

Technology

Technology has always been an invaluable deployment tool in policing and it is important to keep technology up-to-date. With resource challenges, police services need to ensure that suitable and up-to-date technology is in place in order to deploy resources effectively. With many police services facing reductions in police officer numbers, it is becoming even more important to provide patrolling officers with technology that enables greater mobility and reduces the need for personnel to continually return to police stations. Lack of, or poor technology, can have a negative impact on the deployment of resources.

This review will show that, unlike many police services, the Garda Síochána does not have strong technology systems in place to determine policing demands accurately and to deploy resources to match their demand profile. These factors have a negative impact on the way that resources are currently allocated and subsequently deployed.

Rosters

Rosters are a very important factor in operational deployment. Good rosters match resources to demand and ensure that people are on duty at times of most need. Poor rosters can have a significantly negative impact on the availability of resources for deployment. Organisations need flexibility in rosters to ensure that they best accommodate the functional requirements of individual units.

Internationally, police services generally operate bespoke and very different rosters, but usually adhere to similar core principles. Rosters must also provide organisational and local resilience and ensure the most effective deployment of operational resources. Police services need to ensure that certain levels of resources are always on duty or available to respond to an unexpected major incident or serious crime.

A change to Garda Síochána rosters in April 2012 was a significant step and moved the organisational roster effectively from a four-shift and four-unit schedule, to a five-shift system that required the creation of an additional fifth unit. This review re-iterates many of the findings from the *Crime Investigation* report, which highlighted concerns about the impact of the roster on garda resources and particularly on operational deployments.

Throughout this review and the *Crime Investigation* inspection, operational deployment problems with the roster were reported by all ranks in every visit and during every workshop conducted. The impact of a universal “one size fits all” roster is having a significant impact on resource allocation and it is not an effective roster for operational deployment. Part III of this chapter and Addendum B examine rosters in more detail and a recommendation is made to correct the operational management and supervisory gaps identified within the current roster.

Garda Síochána – Current Allocation of Resources

This section will examine how the Garda Síochána currently determines the allocation of resources, identifies some of the current challenges and explains how accurate demand data can lead to more effective and efficient deployment of operational resources.

Garda Structure

The structure for Garda Headquarters and the national units in operation today has been in place for a considerable period of time. In 1996, six new garda regions were first introduced and that regional structure is still in operation today.

With regard to divisions, while the operational structure has been in place for some time, the numbers of divisions has changed. In 2008, the number of divisions increased from 25 to 27 and further increased to 28 in 2009. These changes were made to reflect changes in county boundaries. Garda districts have reduced in number from 112 in 2009 to the current total of 96. In recent years, the Garda Síochána has seen a reduction in the number of members and other resources, which has impacted on the ability of the Garda Síochána to deliver a high-quality service within the existing structure.

Accounting Officer and Garda Headquarters

Under the Garda Síochána Act 2005, the Garda Commissioner is the Accounting Officer and determines the allocation of members and garda staff to headquarters, national and regional units and to operational garda divisions.

Garda Headquarters is located in the Phoenix Park, Dublin and is a collective term often used for the senior executive team and the main administrative functions of the Garda Síochána. Headquarters has a key role to play in operational deployment including:

- Setting priorities and national standards.
- Allocation of overall resources.
- Tasking specialist resources.
- Monitoring performance.

Once priorities are determined, Garda Headquarters has a pivotal role in the way that the organisation is structured and in allocating resources appropriately. A recommendation was made in the Inspectorate’s 2007 *Policing in Ireland – Looking Forward* report, which highlighted that Garda Headquarters should operate as a corporate head office maintaining strategic direction and control. Garda Headquarters should take the lead in setting key organisational priorities for policing and garda divisions should address local community priorities in their annual policing plans. Annually, a national policing plan is completed by Garda Headquarters. Local plans

are also developed by garda divisions and some national units, setting out priorities and targets and identifying how resources will be used to achieve those objectives.

Resource Allocation Model

The Garda Síochána has a resource allocation model called GERM (Garda Establishment Resource Model) created in 1999 for allocating garda resources. GERM uses a number of factors, including crime and population to determine the allocation of resources, but it has been a considerable period of time since this model was used to redistribute staff.

During field visits, the Inspectorate did not meet any senior garda in a position to explain the rationale behind the numbers of people and other resources that are currently allocated to national units, regions or divisions. Most could not recall when an allocation process was last conducted to redistribute resources. In many divisions and national units visited, it was difficult to determine the rationale behind the allocation of people and other resources, such as vehicles and it appeared that in some cases this was based on historical reasons that were not always applicable today. Current staffing levels in many areas are now determined by the numbers of retirements, promotions or transfers. This situation particularly impacts on places that have an older profile of members.

The Inspectorate's 2010 *Resource Allocation* report outlined some challenges that the Garda Síochána faced in terms of resource allocation. This included an absence of IT systems and of up-to-date and reliable data. As a result, the Garda Síochána has relied more on subjective assessment of policing needs, based on professional experience, rather than on objective workload and demand measurements. The position that existed at the time of publishing that report is still very much the case today.

Determining evidence-based/scientific criteria for conducting a resource allocation process is complex, but is vital for good operational deployment. The Inspectorate understands that the Garda Síochána has, on a number of recent occasions, reviewed the allocation of resources to garda divisions against set criteria. These processes highlighted an imbalance in the resources allocated across the 28 divisions. If the results of those reviews were applied, there would be significant movements of staff from one division to another. In any such process, there will always

be units that will lose or gain in terms of the numbers of people assigned, but it will allow for a more balanced and scientific distribution of resources.

To enable accurate planning and deployment choices at the start of a policing year, it is imperative that a head of unit knows how many people will be available at various times during the year. From the analysis of deployment data and from field visits to divisions and national units, it is clear to the Inspectorate that garda resources are not currently allocated in terms of policing need and crime levels.

As the Inspectorate has recommended a move to a new divisional model of policing, it is timely to look at the choices made about where members and garda staff should be allocated in the future. Any review of people resources must also be accompanied by a review of other resources, such as vehicles and financial budgets.

As previously recommended in 2010 and in 2014, the Inspectorate believes that the Garda Síochána must develop a resource allocation formula that allocates resources across all garda divisions and also determines the levels of resources assigned to national and regional units.

Deployment Data

The lack of readily available, accurate data on human resources and workloads has a negative effect on deployment. The Garda Síochána does not have an electronic Human Resource Information System or a Resource Management System to assist in identifying operational skills and managing the deployment of resources. Recommendations in relation to both of these systems were made in the *Resource Allocation* report and were further highlighted in the recent *Crime Investigation* report. The acquisition of such systems would greatly assist the Garda Síochána in making effective resource allocation and deployment decisions. Also highlighted in previous Inspectorate reports was the need for a national Computer-Aided Dispatch system.² This system would provide accurate management data on call demand to assist in determining overall workloads and to ensure more effective deployment of resources.

Obtaining data on the use of operational resources often requires manual searching of paper records. The daily deployment duties of individual members are recorded on paper and any analysis requires the manual searching of

² Computer Aided Dispatch is an electronic system used to record the details of calls for service.

these records. The Dublin Metropolitan Region is piloting a system of transferring paper resource management records to spread sheets. This provides some data for analysis, but it is labour-intensive and not an efficient system.

In the absence of accurate and easily accessible operational deployment data, the Inspectorate found it difficult to establish daily garda activity. To address this issue, an Operational Deployment Survey and Workload Analysis exercise was conducted on behalf of the Inspectorate across all 28 garda divisions on two separate days in August 2014. The results and analysis of the survey and workload data is presented in Addendum A, of this chapter. This survey was a snapshot of the number of members on duty and on patrol and is a process that is recommended to be regularly conducted by the Garda Síochána.

Front-Line Policing Deployments

The term ‘front-line’ policing is referenced in most of the chapters in this review. In the Garda Síochána, the majority of garda resources deployed on the front line are those that usually patrol in uniform and respond to calls for service from the public. Those who are not on patrol, but who deal directly with the public on a daily basis can also be included in this category. In addition, those on the front line can be extended to include detectives dealing with victims and suspects involved in incidents, call-takers answering 999 calls from the public and those members of staff dealing with customers that attend garda stations.

As part of the 2012 *Front-Line Supervision* report, the Inspectorate conducted a process to define the allocation of garda resources and focused on identifying the level of garda members deployed to front-line duties. To gauge the commitment afforded to the front line, the Inspectorate classified sworn personnel into the following six categories of deployment:

- Visible Front line.
- Extended Front line.
- Front-line Administrative Support.
- Specialist Support.
- Management Support.
- Miscellaneous.

Defining the Front Line

Similar processes for defining front-line resources are used in many other policing jurisdictions. In the U.K., Her Majesty’s Inspectorate of Constabulary (HMIC) conducted

similar exercises in 2008, 2011 and 2013. In determining what contributed to front-line resources, HMIC defined front-line staff as ‘those who are in everyday contact with the public and who directly intervene to keep people safe and enforce the law.’

While there are some small variances, mainly due to the configuration and names of specialist units, the first three front-line categories designated by the Inspectorate in 2012 are very similar to the HMIC definition of units that are part of the front-line model.

HMIC Analysis of the Front Line

As a result of police services responding to the challenges of austerity, HMIC revisited the issue of front-line policing services across the 43 police forces in England and Wales (*Policing in Austerity 2013 – Rising to the Challenge*). In the 2013 report, HMIC considered that the front-line definition was still valid, but the model that placed resources into particular categories in 2010 did not reflect the significant changes that forces had made to operational policing arrangements.

Following the analysis of resource data from 2010 and 2013, HMIC simplified the front-line model into the following three categories:

- Frontline.
- Operational Support.
- Business Support.

Again, when comparing the three categories designated by the Inspectorate as front-line services, they are very similar to the new HMIC front-line category.

For analysis purposes, HMIC used the 2010 data and the original model of categorising the front line as well as the new 2013 model and data to look at the deployment choices made by the police services. In particular, the analysis focused on the impact of police officer and overall resource reductions on front-line policing.

Between 2010 and 2013, the total number of police officers in England and Wales reduced by 10%. In the period of analysis by the Garda Inspectorate, the total number of garda members reduced by 12%.

The reduction in police officer numbers in England and Wales impacted on all areas of policing, including the front line. Using the HMIC model from 2013, it is interesting

to note that while overall numbers of police officers fell by 10%, the percentage deployed to front-line duties only reduced by 8%. The other non front-line categories reduced by far greater percentages of 19% in Operational Support and 33% in Business Support. During this period, while overall numbers saw a decrease, the proportion of all police officers in England and Wales deployed on front-line duties actually increased by 1.7%. This was rounded up to 2% in the HMIC report. At a time of reducing budgets, the analysis showed that resources deployed to back-office support roles were reduced to protect the front line.

HMIC also looked at the totality of the workforce and in a separate piece of analysis examined the changes in deployment of all staff in the 43 forces, including police officers, police support staff and police community support officers. The analysis produced the same trend for all staff, with a 1.7 % increase in the proportion of the overall workforce deployed to the front line.

The findings show that most forces in England and Wales have made significant resource allocation choices to minimise the impact of the reduction in police officer numbers on front-line policing services. HMIC's analysis concluded that while police forces are protecting their front line, they are not preserving it.

Garda Front-Line Services

The vast majority of garda resources are allocated to the 28 garda divisions that deliver the majority of day-to-day policing services. In policing terms, dealing directly with the public is often referred to as front-line policing services. Those front-line resources are further allocated within the divisions across 96 garda districts. These allocated resources are controlled and led by 96 individual district superintendents. This review has identified that there are large variances in the numbers of members and garda staff allocated across garda divisions and districts and inconsistencies in the way that those resources are deployed.

Since the foundation of the State, the delivery of front-line policing services has been provided at a district level. The Inspectorate believes that the current district structure has led to many of the inconsistencies and inefficiencies that prevent and sometimes unnecessarily restrict the effective deployment of operational resources across district and divisional borders.

Garda Síochána Front-Line Deployments

To determine the impact of garda reductions on front-line policing, the Inspectorate conducted a similar process to the one used by HMIC. This involved a comparison of the findings contained in the *Front-Line Supervision* report (PULSE data from May 2011) with PULSE deployment data

Figure 2.1 Comparison of the Deployment Categories of All Members May 2011 vs. December 2014

Assignment Category	Number Deployed May 2011	% Deployed May 2011	Number Deployed December 2014	% Deployed December 2014	Reduction in Numbers	% Reduction
Visible Front Line	8,582	59.27%	7,693	60.08%	889	-10%
Extended Front Line	2,788	19.26%	2,340	18.28%	448	-16%
Front-Line Administrative Support	969	6.69%	705	5.51%	264	-27%
Specialist Support	1,170	8.08%	1,115	8.71%	55	-5%
Management Support	862	5.95%	855	6.68%	7	-1%
Miscellaneous	108	0.75%	96	0.75%	12	-11%
Total Number Deployed	14,479	100%	12,804	100%	1,675	-12%

Source: PULSE Deployment data provided by the Garda Síochána in May 2011 and December 2014, deployment categories assigned by the Garda Inspectorate

from December 2014.³ The deployment categories defined in the 2011 report were used as the basis for the analysis. Figure 2.1 shows the results found by the Inspectorate following this comparison.

The figure shows an overall reduction of 1,675 members in the periods under review. It is noted that the highest volume reductions are in the three front-line categories, with 889 less members in the Visible Front Line, 448 less in Extended Front Line and 264 less in Front-Line Administrative Support. The other three deployment categories also saw reductions in the numbers of members, but the numbers involved are much smaller. Additionally, the figure shows the percentage reductions and highlights the much higher reductions in the proportion of staff in front-line categories.

In terms of the proportion of garda members deployed to the six categories, the three front-line categories have seen significant reductions, compared to the non-front-line groupings. While the proportion of those deployed on the Visible Front Line increased from 59.27 % to 60.08%, the overall proportion deployed to the three front-line categories decreased from 85.2% in 2011 to 83.9% in December 2014. In contrast, the categories of Specialist Support and Management Support actually saw an increase over the period of analysis in the proportion of members assigned, while those categorised as Miscellaneous remained the same.

As previously highlighted, the findings are in contrast to the U.K. position which was to increase in the proportion of police officers deployed on front-line duties by 1.7%. Had the Garda Síochána followed a similar path of a 1.7% increase in the proportion of police officers deployed into front-line services and added the 1.3% reduction in the proportion of members assigned to the front-line categories, it would have placed an additional 384 garda members on the front line.⁴

In England and Wales, it is estimated by HMIC that the proportion of all police officers deployed on front-line duties will continue to increase and some police services are planning to move towards a position of 93% of all police officers deployed on front-line duties.

3 Police Using Leading Systems Effectively (PULSE) is an electronic incident and crime recording system.

4 Based on the December 2014 PULSE data, a total of 12,804 members

The Inspectorate believes that this analysis is an indication that front-line policing services in Ireland have not been protected from the overall reduction in the numbers of garda members. At a time of reduced members, the Inspectorate believes that the Garda Síochána must place more members on front-line policing duties.

Key Front-Line Posts at Garda Stations

Within a district, there are usually a number of garda stations, some of which operate on a 24/7, 365 basis and others have restricted opening hours.

Districts operating 24/7 services at a number of different garda stations need to deploy sufficient resources to cover certain internal station posts such as public offices and control rooms, as well as looking after detained persons. These are recognised as front-line posts, as they are main contact points for the public and are necessary to ensure a good level of service to those customers who call or visit a garda station. In policing terms, these are positions that must be filled on a daily basis to provide the basic service. Placing a sworn member in one of these posts effectively removes a garda from patrol duties. These types of posts are usually filled by regular units, who provide the majority of members for patrol and for answering calls from the public. To enable a single post to be covered on a 24/7 basis requires five or six people (depending on the roster in place) to cover the various shifts and absences such as annual and sick leave. Across all the garda districts in a division, filling these types of posts can amount to a considerable number of people. The more stations that operate these same services, the more people that are required to cover them and the fewer people that are available for patrol or crime investigation.

Most of the posts identified above require similar numbers of people to cover them, although there may be slight variations, depending on the demands of a particular district. These internal functions are sometimes referred to as “keeping the shop open” and in districts that have much smaller numbers of personnel, the deployment to these roles can have a far greater impact on the number of resources that are available for patrol. For example, the Tipperary Division has much smaller numbers of personnel than many divisions and providing the basic services requires the deployment of a far greater proportion of overall members than in the DMR West Division, where there are greater numbers of personnel. Any resource

allocation process must include criteria that take into account the different staffing levels required and the need for resources to “keep the shop open”.

These types of inside posts tend to be less busy in more rural districts than in inner city areas. In some places, these resources are often under-utilised and there will be occasions when members at several districts within the same division might be dealing with few callers to the station or managing a small number of detained persons. It is very inefficient to have several quieter stations simultaneously operating the same services. For economies of scale and protecting the numbers of members on patrol, it is far more efficient to centralise these types of functions on a divisional basis. In many police services visited by the Inspectorate, police support staff often fill these types of internal posts, removing the need to deploy a sworn police officer and protecting the levels of officers available for patrol and deployment.

Abstractions from Front-Line Policing

In Garda Headquarters, national units, divisions and districts, the Inspectorate found a significant number of sworn members in non-operational roles. Of particular note were the high numbers working in specialist and administration units and doing functions that did not always require police powers and roles that could be performed by a member of garda staff.

PULSE deployment data (December 2014) analysed by the Inspectorate shows a total of 486 members assigned to Garda Headquarters. Of this total, 288 are shown as gardaí. This is a significant number of members primarily assigned to non-operational roles and in posts that a professionally qualified and trained member of garda staff could perform. Civilianisation of such roles was also recommended in the Inspectorate’s 2010 *Resource Allocation* report. The Inspectorate believes that a business case should be made for all headquarters members to provide a rationale for their retention in post. While police knowledge is always useful, in most cases it is not a vital component for many of the roles currently performed by members in this area.

A significant reduction in members at headquarters would provide an opportunity to release those resources to be deployed into front-line policing or some other operational role. Many of these members are in important roles that will still need to be staffed, but not necessarily by a sworn member. Chapter 4, Part I Workforce Modernisation identifies a number of similar posts and contains a

recommendation to review all such positions and determine the need to keep members in posts that do not require the use of sworn powers.

It is acknowledged that there will be occasions when members are medically restricted from operational duties, but such members should be used in roles that release another officer for patrol, such as in public offices or control rooms and not in administration units. The Inspectorate believes that across Ireland, there are a significant number of garda resources in non-operational roles that should be released and redeployed into crime investigation or other front-line services.

Administration

During field visits, the Inspectorate found that each district has its own separate administration unit, in addition to an overall divisional administration unit located within one of the district stations. Some divisions also had other units doing administrative tasks, such as the office for a sergeant in charge. All staff in these units reported that some functions are duplicated. With regard to crime investigation and case files, the Inspectorate found many examples where both the divisional and district administration units were keeping copies of the same case file in the same building. The Inspectorate believes that there are a considerable number of members who should be released from administrative functions to front-line duties. In Part II of this chapter and in Chapter 4, Part I Workforce Modernisation recommendations are included to critically review these types of deployments.

Bureaucracy

Throughout the *Crime Investigation* inspection, the Inspectorate found that paper case files and other reports dominate the way that divisions and districts are operating in Ireland. This is impacting on both the operational deployment of members and on supervision by sergeants and inspectors. There were also many examples of patrolling officers completing case files and written reports that were unnecessary. Dealing with paper files and paper systems keeps members in garda stations and significantly reduces the time spent on patrol.

Garda Specialist Unit Reviews

The Garda Síochána has conducted a review of all garda specialist units at national, regional, divisional and district levels. In this exercise, specialist units were defined as all garda units other than regular uniform units. This

identified approximately one hundred specialist units, although some very small units were removed from the process. There were six stages to the review, including background research, needs analysis to identify options to improve efficiencies and effectiveness and a business case to identify recommendations.

At the time of completion of this review, the Inspectorate has received copies of 35 completed reviews. In addition, a summary of all reports carried out under this review process was received. This was an internal review process and some of the completed reviews have not yet been published. The issue of identifying suitable positions for deployment of garda staff to release members for re-deployment was not included as part of this specialist unit review. To examine the overall impact of the recommendations, the Inspectorate would need to examine all of the reviews conducted. In the completed reviews received, there are recommendations that impact directly on structure, resource allocation and operational deployment that the Inspectorate would endorse, such as the merging of the Garda National Drugs Unit and the Organised Crime Unit, (completed in March 2015). However, in some reviews, the Inspectorate would have considered additional recommendations, such as the further amalgamation of units and the replacement of members in roles that could be performed by garda staff. Some of these issues will be addressed in this chapter, while others are dealt with in Chapter 4, Part I Workforce Modernisation.

Perceptions of Operational Deployment

Community Engagement on Operational Deployment

As part of this review, the Inspectorate attended a number of community group meetings, such as neighbourhood watch and community forums. These are established groups that meet with local gardaí to discuss community issues. Generally the meetings are held yearly and are co-ordinated by the local district station, with specific invitations issued by the superintendent. Many of the persons in attendance represent areas within their communities, such as resident associations, neighbourhood watch schemes and other constituents.

Most of the meetings were chaired and attended by the local district superintendent, who provided a briefing on local issues of concern and updates on issues previously raised by community members. One meeting was utilised

by the superintendent specifically to listen to issues of local concern. At some of the meetings, crime prevention advice was provided by a crime prevention officer.

As part of these community meetings, the Inspectorate made a short presentation and engaged attendees in discussion for feedback on local policing services. The aim of this engagement was to obtain an understanding of what the public want from their police service, what the Garda Síochána does well and any areas where the service provided to their community could be improved. A survey was also circulated and many members of the public took the opportunity to provide more detailed written responses. A template of the survey that was circulated is included at Appendix 3 and Appendix 15 provides more details of the key points raised at the meetings and feedback from the completed surveys.

All of the community meetings attended highlighted very similar issues. The following is a synopsis of the key points raised in relation to the operational deployment of garda resources:

- Community policing units provide a very good service.
- Communities have noticed a reduction in garda visibility and accessibility.
- People do not always receive a positive response when they call about quality of life issues.
- Gardaí need to interact more with the public while on patrol.
- Local communities want a far more visible policing presence and expect a prompt response to calls for service.

Garda Workshops and Interviews on Operational Deployment

As part of this review, the Inspectorate visited three garda regions, three divisions within those regions and all national and headquarters units. During those visits, the Inspectorate conducted a significant number of workshops and interviews. Operational deployment of garda resources was one of the key themes discussed. Workshops and interviews were conducted with:

- The Garda Commissioner.
- Assistant commissioners.
- Garda staff directors and heads of unit.
- National unit chief superintendents and superintendents.

- All national unit departments and interviews with all ranks and grades.
- All divisional chief superintendents in the three regions visited.
- Superintendents representing all 28 garda divisions.
- A divisional management team in each of the three regions visited.
- Workshops in three garda divisions for garda staff, reserves, gardaí, sergeants and inspectors.

Operational deployment was one of the themes discussed during workshops and interviews. The following is a synopsis of the key points raised with the Inspectorate (See Appendix 4 for more details):

- Good operations are conducted, such as Fiacla.⁵
- State security issues are well managed.
- IT systems are needed for resource management and deployment.
- Resources need to be effectively tasked to prevent crime and reduce demands on police services.
- Members should be released from administrative roles.
- There is a need for better command and control of resources.
- Different models of policing are required for urban and rural areas.
- There is a need to increase the focus on crime prevention initiatives.

Many workshops described the current policing service in terms such as “fire-fighting” and stated that divisions are struggling to cope with the high levels of policing demands.

Summary

The Inspectorate’s vision of enhanced delivery of front-line police services is deliverable through the structural changes recommended and the more effective operational deployment of resources examined in this chapter. There is an ongoing problem with the lack of readily available data on resources and workloads to assist deployment planning and management. From the data which is available, it is clear that the overall proportion deployed to front-line categories has decreased since 2011, while specialist and management support has increased. There are many

members working in specialist and administration units in roles which could be performed by properly trained garda staff, releasing members to front-line functions.

There is a critical need to protect front-line services and this review makes a number of recommendations to achieve this objective.

⁵ Operation Fiacla is a proactive operation targeting persons in organised criminal groups suspected of committing burglaries.

CHAPTER 2: PART II

OPERATIONAL DEPLOYMENT AT REGIONAL AND DIVISIONAL LEVEL

All police services engaged as part of this review have reorganised from the top of the organisation down to the local structures delivering front-line services. Without exception, they all examined the various demands for policing services and tried to implement initiatives to manage that demand more effectively. A reduction in the number of policing areas, management teams and back-office support has in some ways minimised, but not fully protected the front line from reductions in overall police officer numbers. The Inspectorate has found limited evidence of the Garda Síochána following this or a similar path.

Many police services are under significant financial pressures to make budgetary savings, which often means a reduction of resources for deployment. For example, in the U.K. from 2010 to 2014, police services have seen a combined reduction of 11% in the number of police officers. In an effort to minimise the impact of these reductions on local communities, police services have looked at ways to reduce back-office support staff to protect front-line policing services. Similar to the U.K., the Garda Síochána has also seen an 11% reduction in the overall number of members since 2010 (14,377 in 2010 to 12,804 in December 2014 – PULSE deployment data).

Senior management at Garda Headquarters are responsible for creating an organisational structure to deliver policing services. This review is advocating a much leaner organisation at the top and a national structure that supports a more efficient delivery of local policing services.

As part of this review, the Inspectorate contacted other organisations and police services to ascertain their experiences and approaches to maximising the deployment of resources. In many places, significant financial pressures had led to staff reductions and changes to the way that resources are allocated and deployed. Most police services have followed a similar path of trying to reduce back-office support functions to protect front-line services. One of the solutions often used is the restructuring of policing area boundaries, which provides opportunities to reduce the number of senior managers and administration levels.

The following are core themes found during contact with other police services identified by the Inspectorate as important for the modernisation of the operational deployment of garda resources (See Appendix 5 for more details):

- Increased focus on crime prevention initiatives and better management of the various demands on policing services.

- Major restructuring programmes, along with a reduction in the numbers of policing areas/regions and divisional equivalents.
- Increasing the proportion of staff on front-line duties and reducing the numbers in back-office support roles.

It is important to note that a reduction in the number of policing areas and a reduction in senior manager posts, results in increased delegation of authority, responsibility and accountability for those managers who are leading operational commands.

Improving Service Delivery in Ireland

Chapter 1 recommended a new garda organisational model. This section examines the impact of that structure on operational deployment and looks at how headquarters, national units, regions and divisions should operate in the future. The change in structure provides the basis for more efficient and effective deployment of garda resources.

Both amalgamation and rationalisation are important tools that are available to the Garda Síochána. Rationalisation reduces the number of individual units operating in a structured way and amalgamations offer opportunities to merge some of these units in order to focus on priorities, clarify purpose and at the same time make efficiency savings. This supports the reform agenda and provides opportunities to simplify the administrative landscape and reduce duplication.

Garda Regions

Geographically, the country is divided into six regions, each of which is headed at assistant commissioner level with responsibility for between four and six divisions each. The regions are under the overall control of a deputy commissioner.

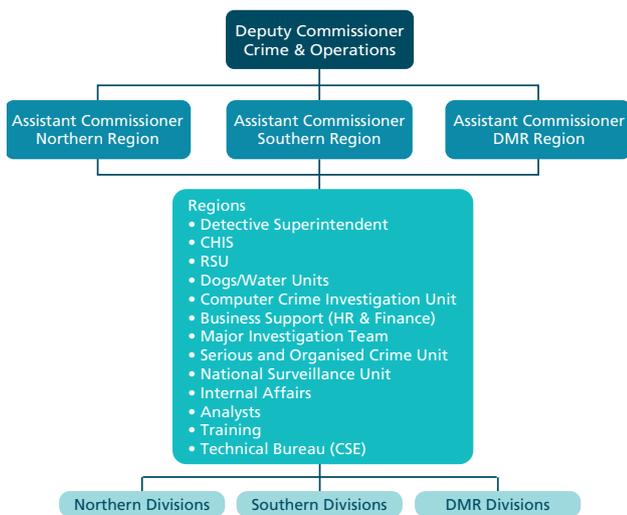
Role of Regions

Garda Regions have a key role to play in the allocation and deployment of resources and particularly in regard to the following functions:

- Governance.
- Specialist support to divisions such as providing armed support units and managing Covert Human Intelligence Sources (CHIS).
- Additional support to divisions dealing with serious incidents.
- Intelligence support.
- Monitoring performance.

The Inspectorate is recommending changes to this structure, including a reduction in the number of regions from six to three. Figure 2.2 highlights the part of the recommended structural model that relates to regions and their relationship with national units and divisions.

Figure 2.2 Recommended Model for Regions



Police Scotland: National and Regional Policing Services

To gain insight into regionalisation of policing resources, the Inspectorate visited and engaged a significant number of national and other police services. This engagement process included Police Scotland and the Inspectorate looked at the amalgamation process that took place to create a national service in 2013. Police Scotland replaced the previous structure of eight separate police services.

Figure 2.3 contains some of the key functions that now operate in Police Scotland on a national and on a regional basis. The figure shows that Police Scotland has maintained national control over areas such as homicide and serious and organised crime, but placed some of its investigative resources into regionally based teams.

Figure 2.3 Police Scotland National and Regional Resources

National Resources	Regionally based Resources
• Specialist Crime Division including homicide	• Major Investigation Teams (including homicide)
• National Intelligence Bureau	• Forensic Gateway
• Governance and Review	• E-Crime and Financial Investigation
• Prison Intelligence Unit	• Serious and Organised Crime Units
• Human Trafficking Unit	• Counter Terrorism Units
• National Rape Investigation and Rape Review	• Offender Management
• Fugitive Unit and Scottish Protected Persons Unit	• Border Policing Command
• International Unit	• Technical Support Unit
• Safer Communities Citizen Focus	• Roads Policing Units
• Strategic Partnerships	• Event and Emergency Planning
• Scottish Police Information and Coordination Centre	• Armed Policing and Training
• Air Support, Marine Unit/ Mounted/Mountain Rescue	• Dogs
• Custody: Area Command, Support	• Command and Control
	• Custody: Regional Custody Teams

Source: Inspectorate visit to Police Scotland 2014

The Inspectorate believes that many national garda units currently located in Dublin could maintain central co-ordination, but assign a proportion of resources on a regional basis. This would locate national unit resources on a regional basis and allow these units to deliver their services at a more local level.

Operational Deployment at Regional Level

The recommended model of three garda regions and the devolution of additional responsibilities to empower regions will improve leadership, supervision, human resource processes and operational deployment of resources.

Some of the recommended changes to the way that resources should be deployed at regional level in the future are highlighted in the following section. For some units, this involves the assignment of national support service

resources into regional locations. A national co-ordinating and tasking role over these resources would ensure consistently high standards of investigation and manage any fluctuations in policing demands. It would also provide new developmental opportunities for those members and garda staff who are interested in a national unit post, but do not live in close proximity to Dublin.

Currently, in addition to the day to day running of a region, some of the regional assistant commissioners also have responsibility for other organisational functions and throughout the year they may also be abstracted for extended periods for processes such as promotion interviews. With a reduction in the number of regions, there will be an immediate increase in the number of divisions within the responsibility of each regional assistant commissioner. Under this new model, the Inspectorate believes that regional assistant commissioners should not have additional functions or be subjected to extended abstractions that take them away from their core role.

This section also contains a case for change and identifies opportunities to deploy resources in a more efficient and effective way.

Major Investigation Team

To maintain high professional standards in the investigation of all homicide cases and other serious crimes, it is important to have a national Major Investigation Team (MIT). Notwithstanding the need to ensure consistency in investigative standards, the Inspectorate believes that there are opportunities to regionalise some of the national unit MIT investigative resources. This could create three MITs.

Police Scotland and the PSNI have MITs that are geographically located into three regional teams. Regionalisation of units allows teams to develop better relationships with divisions and allows for quicker deployment of national unit resources to major incidents. Regionalisation also greatly reduces travelling time to incidents and reduces associated costs.

Demands on teams investigating homicides will always fluctuate throughout the year and regionalisation provides an opportunity, during quieter periods, to assign MITs to investigate or assist in the investigation of other serious crimes and to conduct cold case reviews for crimes that have occurred in their regions. A MIT will remove serious

crime investigation from divisions and allow them to concentrate on other local crime such as burglaries, robberies and assaults.

Internal Affairs

The Inspectorate has previously recommended the creation of an investigative capacity in Garda Internal Affairs and the removal of internal investigations into alleged criminal behaviour of members from the Investigation Section in the National Bureau of Criminal Investigation. As highlighted with MITs, there are similar advantages to be gained by regionalisation of Internal Affairs resources.

Serious and Organised Crime Unit

Serious and organised criminality is not usually confined to a particular area and organised criminal gangs will have criminal networks that operate locally, regionally, nationally or in some cases across international borders. To maintain high professional standards in the investigation of organised criminality, it is important to have a national unit that co-ordinates activity to target serious and organised criminal gangs. A Serious and Organised Crime Unit (SOCU) is primarily a multi-disciplined proactive unit that targets suspected criminal networks. The activity conducted by SOCUs is more suited to geographically based units and allows resources to be deployed more effectively and efficiently to pre-planned and spontaneous operations and to co-ordinate activity with local divisional investigation units.

Notwithstanding the need to ensure consistency in investigative standards, the Inspectorate believes that there are opportunities to regionalise some of these national unit investigative resources.

National and Regional Surveillance Units

The National Surveillance Unit (NSU) focuses on state security and serious and organised crime and while it is a Dublin based unit, it also deploys nationally. As previously highlighted by the Inspectorate, four of the current regions outside of the DMR have developed their own surveillance capacity, operating independently from the National Surveillance Unit. The Inspectorate believes that there are opportunities to amalgamate the national and regional surveillance unit resources and to deploy some of those resources from regional locations. These resources should remain under the control of the NSU to ensure the maintenance of policy and standards of deployment.

Regional Support Units

The *Crime Investigation* report recommended a national uniformed armed response service that operates across all garda regions. With a change in the regional structure, the Garda Síochána needs to ensure that there is 24/7 armed coverage across Ireland and that RSUs are strategically located to ensure armed response units provide a prompt and appropriate deployment to calls for their services. A recommendation to create a national firearms command is contained in Chapter 1. This command should have responsibility for tasking and co-ordinating all armed unit activities.

Technical Bureau, Crime Scene Examination and Forensic Exhibit Examination

As highlighted in the *Crime Investigation* report, the expertise of the Technical Bureau should be used at all homicide and serious crime scenes and the current location of the unit, in Dublin, negatively impacts on national attendance rates. The Inspectorate also previously identified significant delays in the examination of exhibits by the Computer Crime Investigation Unit (CCIU).

There are opportunities to regionalise CCIU and Technical Bureau resources to provide a more efficient and effective service. This would place highly skilled resources in several geographic locations and develop better working relationships with regions and divisions. This move would reduce the inefficiency and current cost of bringing all exhibits to Dublin. It would also provide opportunities for CCIU and Technical Bureau experts to work more closely with local investigators, to participate in local operations and to reduce the amount of unnecessary exhibits currently seized for examination.

Garda divisions currently manage their own forensic Crime Scene Examiners (CSEs). Some policing jurisdictions assign CSEs as part of a Forensic Science Service that manages the operational deployment of examiners. As highlighted in the chapter on Structure, the Inspectorate is recommending that in the long term, the Forensic Science Laboratory takes on the responsibility of crime scene examination. Prior to any changes in structure, the Inspectorate believes that resources should still be based locally in divisions, but Technical Bureau should provide professional support. A closer working relationship would provide a more effective service and allow Technical Bureau experts to assist with the on-going training and development of divisional CSEs.

Regional Detective Superintendents

All of the regions currently have a detective superintendent with responsibility for supporting the regional assistant commissioner, managing cross-border offending and supervising the deployment of regional resources. The Inspectorate believes that this post should remain under the new regional structure to manage cross-divisional and cross-regional offending, to provide a link with national units and to co-ordinate the activity of regionally based resources. A reduction in the number of regions will release three experienced detective superintendents for re-deployment to other operational posts.

Garda Síochána Analysis Service

Intelligence is a core element of policing and analysts should be part of a fully integrated intelligence process and not a separate entity. Analysts should operate from national, regional and, in higher crime areas, on a divisional basis. The Inspectorate welcomes the move to recruit additional analysts to fill some of the vacant posts. With the structural changes recommended in this review, there is a good opportunity to review the deployment of all analysts and to ensure that they are strategically located to provide the most effective service.

Business Support

Throughout this review, the Inspectorate has found an absence of sufficient levels of business support at regional, divisional and district levels. This results in senior gardaí managing day to day HR, finance and resource issues. Later in this chapter, the Inspectorate recommends amalgamating divisions, which will increase the overall number of members and garda staff on each division. With the creation of larger divisions, the Inspectorate believes that there are opportunities to provide an enhanced business support function to support senior gardaí and to delegate many of the functions that they currently perform.

With a reduction in the number of regions and the move to a divisional functional model of policing, the Inspectorate believes that there is an opportunity for the HR and Finance Directorates to review the availability and accessibility to business support at both regional and divisional levels.

Regional Traffic Superintendents and Inspectors

Under the current structure, there are regional traffic superintendents and regional traffic inspectors. The specialist unit review conducted by the Garda Síochána has looked at the functions performed by those senior

gardaí. With the alignment of local roads policing units to divisions, the Inspectorate is unconvinced of the need to retain regional traffic superintendents and inspectors that have no direct line-management responsibilities for any traffic units. The release of these posts would free up a significant number of senior gardaí for re-deployment.

Training

It is expensive to bring large numbers of people long distances to Templemore for training. The Garda Síochána already delivers some training remotely such as firearms and driver training. The Inspectorate believes that a three region structure provides a platform for delivering regionally based training. This supports a recommendation in the specialist unit traffic reviews to train the Dublin Metropolitan Region (DMR) traffic resources in Dublin and to reduce abstractions, travelling time and associated costs.

Dog and Water Units

While national co-ordination is required, there are opportunities to regionalise some national dog and water unit resources to improve the operational deployment of these units.

Summary

The Inspectorate is recommending significant changes to the way that national units should deploy operational resources in the future. The changes must be accompanied with suitable rosters, performance indicators and sufficient supervisors to lead these units.

Recommendation 2.1

The Inspectorate recommends that the Garda Síochána implements the model for regional deployment of national resources as displayed in Figure 2.2. (Medium term)

To achieve the above recommendation, the following key actions need to be taken:

- Ensure that regional assistant commissioners are not required to perform dual functions and are not abstracted from their role for extended periods.
- Seek all opportunities to regionalise national unit resources to improve service delivery.
- Seek all opportunities to reduce management and administrative overheads.
- Publish clear protocols outlining national and regional unit responsibilities.

Garda Divisions

This section examines how local divisions and districts are currently deploying operational resources and how they should operate differently in the future.

The *Crime Investigation* report highlighted a number of significant and compelling reasons to move away from a district structure to a divisional model. As recommended in that report, the Garda Síochána should deploy local policing resources within a divisional and not a district model. This is the first structural change that must take place. The second key issue explored in this section is the number of divisions that should be operating and the level of people and other resources that are assigned to each division. This section will highlight the advantages of deploying resources from a much smaller number of divisions and it also includes a more in-depth analysis of functionality responsibilities and explains how supervisors should be deployed within that type of model.

Role of Divisions

Garda divisions and their districts deliver the majority of front-line policing services and particularly the following functions:

- Prevention of crime and maintaining public order.
- Receiving calls and correspondence from the public.
- First responders to calls for service.
- Dealing with callers to garda stations.
- Community engagement.
- Providing a visible policing presence.
- Investigation of crime.
- Roads policing.
- Dealing with persons in garda detention.
- Making case disposal decisions and prosecuting district court cases.

Divisions should be “the heart of policing” with responsibility for delivering key services to local communities.

Divisional Policing

Within the current 28 division, 96 district structure, the main decisions about the use of operational resources within a divisional area take place under a district model of deployment. It should be noted that some resources which provide services to districts, such as traffic units and crime scene examiners are already deployed on a divisional basis.

With the recommendation to move to a divisional policing model, the Inspectorate believes that the divisional chief superintendent should have full responsibility for all aspects of policing. This includes full authority over the deployment of all personnel (members and garda staff) within their division.

A divisional model breaks down many of the non-physical barriers that currently exist and which can impact negatively on the deployment of garda resources. The Inspectorate also believes that this new model will provide a more consistent approach to the deployment of resources to deal with calls for service and the investigation of crime and other incidents.

Transforming to a divisional model of policing is an area that the Garda Síochána has previously examined in detail, but as yet has not moved in that direction. During meetings with members of the Garda Executive Team, the Inspectorate was informed of its support to move to a divisional business unit model, but it has a different view to the Inspectorate about how a division would operate. This includes retaining the district as an administrative unit and developing a hybrid version of the proposed functionality model for superintendents.

Members Allocated to Divisions

All divisions have a chief superintendent as the senior officer, but depending on the division, there are large variations in the number of staff allocated. This is due to various factors, including the allocation of staff from a previous Garda Establishment Redistribution Model (GERM) process and the movement of staff through retirements and transfers.

At the divisional level, there is a wide variance in the number of members assigned, ranging from 244 in Westmeath to 701 at the DMR West. Figure 2.4 highlights the variations in the range of numbers of members attached to divisions. This figure does not include the divisional chief superintendents.

Figure 2.4 Number of Members Attached to Garda Divisions

Number of Members - Ranges	Number of Divisions within that Range
240-299	13
300-400	7
401-499	0
500-701	8

Source: PULSE deployment data December 2014, analysis by the Garda Inspectorate

In many other policing jurisdictions, divisions with less than 300 police officers would be classified as small, those with more than 300 officers and less than 500 would be regarded as medium sized and those with over 500 officers would be regarded as large divisions. Based on those classifications, the Garda Síochána has a large number of small and medium-sized policing divisions, with only eight having more than 500 members. The rationale for these variations in numbers is unclear and the distribution of resources appears inefficient.

Members Allocated to Districts

Districts have a uniformed superintendent as the senior officer, but the number of staff allocated varies considerably. Across the 96 districts, the number of members attached, ranges from 30 members at Belmullet to 336 at Blanchardstown. Figure 2.5 shows a breakdown of the numbers of members attached to districts, broken down into specific number ranges.

Figure 2.5 Number of Members Attached to Garda Districts

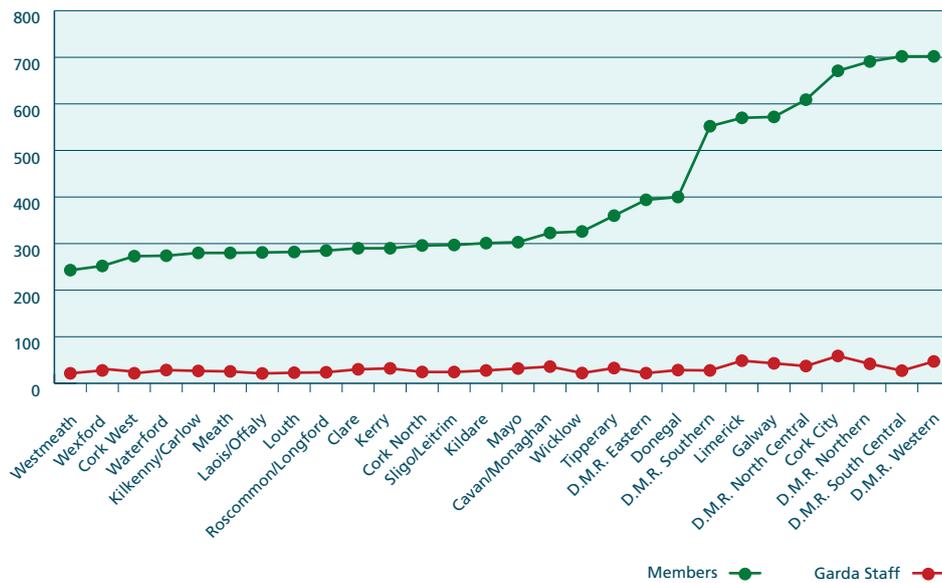
Number of Members - Ranges	Number of Districts within that Range
30-50	14
51-100	43
101-150	14
151-200	14
201-250	6
251-336	5

Source: PULSE deployment data December 2014, analysis by the Garda Inspectorate

In this analysis, 59% of superintendents have between 30 and 100 members and 12% have between 201 and 336.

Garda staff are also assigned to divisions, but the majority of those staff are usually deployed on a district basis. Figure 2.6 shows the total number of staff (members and garda staff) assigned to divisions.

Figure 2.6 All Staff Allocated to Divisions



Source: Pulse Deployment data from the Garda Síochána, garda staff data from the Department of Justice, analysis by the Garda Inspectorate

The total number of employees in each of these divisions varies from 266 in Westmeath to 749 in the DMR West.

Figure 2.6 demonstrates the range of staffing levels which varies between divisions. While it may be reasonable for divisional staffing to vary to some extent, it is important that there is a clear rationale to support assignment decisions, including geographical challenges and complexity of demand for policing services. It is interesting to note that there is no apparent correlation between the number of assigned members to each division and the numbers of garda staff assigned.

The Inspectorate has previously examined workloads across a number of garda divisions and found significant differences in the demands placed on divisions and large variances in the allocation of resources. A key component of the previous allocation of garda resources was the correlation with crime levels. Consequently, the higher the levels of crime, the greater the number of members allocated to divisions and districts. As a result, the Garda Síochána has some superintendents who are managing significantly higher numbers of staff as well as the challenge of dealing with higher numbers of incidents and higher volumes of crime for investigation. It is also not unusual for those superintendents to have to manage a greater number of more serious crimes that require a much higher level of supervision. The current management model for districts does not take into account the complexities of certain areas and the different challenges faced by individual superintendents. As explained later in this chapter,

amalgamation of divisions operating a functionality model provides the opportunity for a more even distribution of responsibilities to each post holder.

Amalgamation of Garda Divisions

Having recommended a move to a divisional model of policing, the Inspectorate believes that there are significant opportunities to amalgamate many of the current garda divisions and to reduce significantly the number in operation.

As previously highlighted, there is huge variation in the current responsibilities assigned to divisions in both the numbers of people and the complexities of the areas policed.

Case for Change

The following are some of the advantages to rationalising the number of divisions:

- Places more resources on the front line.
- Creates more equitable divisions in terms of size and levels of responsibilities.
- Operationally, provides far more flexibility in terms of resource allocation and deployment.
- Provides significant opportunities to reduce management and administrative overheads.
- Reduces back-office support and releases resources for front-line policing.
- Less geographical constraints to operational deployment.
- Provides a more consistent approach to policing through a reduced number of divisions.

- Reduces the number of divisions to be managed by assistant commissioners.
- Provides opportunities to attach business support functions such as HR, training and finance.
- Provides a less costly, more efficient and consistent service to the community.

The following are some of the potential impacts to rationalising the number of divisions:

- Increases the responsibilities for individual post holders.
- Creates additional divisions that operate across more than one county boundary.
- It may be more challenging to amalgamate divisions in rural areas.
- It will increase the geographical size of divisions.

Other Police Services

Most other policing jurisdictions have looked at the delivery of front-line services and have significantly reduced the number of divisional equivalents. Key drivers included a more efficient approach to delivering services and a desire to reduce management overheads, while trying to maintain front-line policing numbers. As part of this review, the Inspectorate engaged a number of police services with national responsibilities.

All of the police services engaged by the Inspectorate in this review have conducted internal examinations of the structure of their organisations and how policing services could be delivered in the future. In particular, police services have significantly reduced the numbers of regions/geographical areas and divisional equivalents. Figure 2.7 shows some of the changes that have taken place.

Figure 2.7 International Police Service Divisional Structures

Police Service	Structure of Divisions or Equivalents
Police Scotland	• Amalgamated eight separate forces into one national force and operate from three regions and fourteen divisions
Denmark	• Reduced from 54 policing areas to twelve
New Zealand	• Operate from twelve districts
Police Service of Northern Ireland	• Reduced from 29 to eleven divisions
Greater Manchester Police	• Reduced from 29 districts and created eleven divisions
West Yorkshire	• Operate from five districts
Surrey	• Reduced from four to three divisions
South Wales	• Operate four command units

Source: Garda Inspectorate field visits and interviews

A reduction in the numbers of regions and divisions in other jurisdictions was also accompanied by a reduction in the number of senior managers, their support structure overheads and back-office support functions, such as administration units. It also allowed for rationalisation of operational policing elements, such as custody facilities and control room functions.

As highlighted earlier, Police Scotland now operates from fourteen divisions, each led by a chief superintendent. Greater Glasgow with 2,735 officers and Edinburgh with 1,161 police officers are interesting models, as both cities now operate within a single division.⁶ Greater Glasgow has a higher population than Dublin, but a smaller geographical area to police. In the DMR region, there are 3,653 members, (all ranks - PULSE data from December 2014) spread across six divisions.

The Inspectorate believes that maintaining 28 divisions and the associated overheads across individual garda divisions is not an efficient use of garda resources. Alongside a recommendation to reduce the number of regions, the Inspectorate believes that there are significant advantages in reducing the number of divisions and removing many of the duplicate administrative and other support functions. Amalgamation of the number of divisions must be accompanied by management models that are based on the numbers of staff and the complexities of the areas policed. Amalgamations would increase efficiencies, release back-office support staff for re-deployment to operational duties and provide greater flexibility in the deployment of operational resources.

There are clear advantages in aligning divisions to county boundaries in terms of working with key partners agencies such as local authorities but there are already precedents of aligning divisions to more than one county, such as Laois-Offaly and Cavan-Monaghan. Amalgamating divisions in more urban areas will be less challenging than in rural areas.

There are opportunities to reduce significantly the current number of divisions and to release resources to front-line policing duties. Later in this part, the Inspectorate examines two adjoining garda divisions and looks at how they could be amalgamated to operate as one single division.

Recommendation 2.2

The Inspectorate recommends that the Garda Síochána amalgamates and reduces significantly the number of divisions. (Medium term)

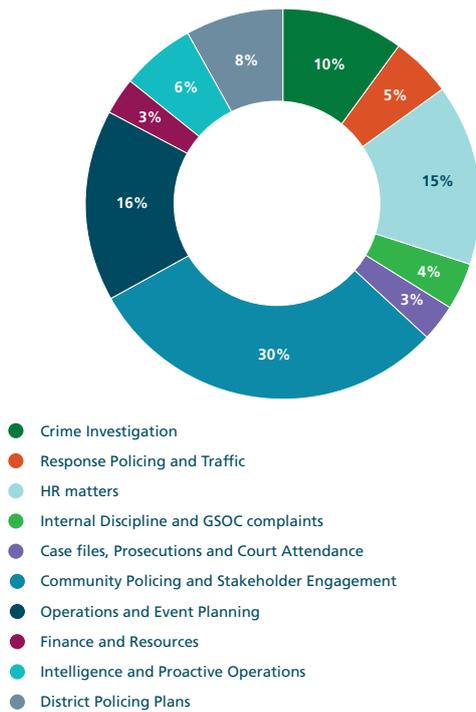
⁶ Police Scotland quarterly fact sheets 31st December 2014

Divisional Functionality Models

The new divisional model of policing needs to be accompanied by a move to functionality and the assignment of portfolio responsibilities for specific policing duties. A functionality model is a different way of assigning responsibilities and in the case of superintendents, it will reduce greatly the scope of their responsibilities to a particular portfolio with a smaller number of key focussed functions, such as crime or partnership.

Currently, garda district superintendents operate on a geographical basis and have responsibility for all aspects of policing in their defined areas. This includes a wide variety of responsibilities, such as providing a 24/7 response to calls for service, investigation of all crimes, case prosecution, community engagement, personnel management and leadership.

Figure 2.8 Current District Officer Responsibilities



Source: Garda engagement

Responsibilities of Superintendents

To highlight the difference between a functionality model and the current district officer role, the Inspectorate compared the various responsibilities of both post holders. Following consultation with senior gardaí, Figure 2.8 was created to demonstrate the variety of responsibilities assigned to district officers and the approximate proportion of time spent on each function. In some areas and for presentation purposes, the Inspectorate grouped

responsibilities into key areas. The time spent on each function may differ depending on the location of the post holder and the complexities of the area policed. Figure 2.8 shows the range of functions and the approximate breakdown of time allocated to each area of responsibility under the current system for district superintendents. Figure 2.9 was created by the Inspectorate and shows the reduced number of responsibilities of a superintendent crime under a functionality model. It also estimates the proportion of time that could be spent across the various responsibilities.

While the scope of an individual's responsibility may be reduced, the scale of their responsibility is elevated to a divisional level. The concept of functionality is already present in parts of the Garda Síochána, with some national unit superintendents that have responsibilities for specific areas of policing such as drugs.

Figure 2.9 Functionality Model - Superintendent Crime Responsibilities



Functionality will remove many of the inconsistencies in deployment of resources that the Inspectorate has identified previously as operating nationally and sometimes even within the same division. Based on the current number of divisions and looking at the management of criminal investigations, it would reduce the number of superintendents with direct responsibility for crime investigation from 96 to 28 immediately. This change will allow Garda Headquarters to focus on the performance of 28 divisions across all key functions, rather than across 96 individual districts.

A move to functionality also provides an opportunity for the Garda Síochána to deploy superintendents with particular skills, such as detectives or those with good operational planning skills, into roles that maximise their experience and abilities. It also provides opportunities to develop the skills of superintendents in areas where they have limited experience. With functionality, superintendents will become experts in a more defined field of responsibility and it will facilitate greater consistency in decision-making and operational deployment practices.

By redistributing many of the current responsibilities of the 96 district superintendents, functionality will free up senior garda time for enhanced focus on critical operational tasks and provide increased opportunities for visibility.

Updated Divisional Functionality Model

As part of this review, the Inspectorate has built on the divisional functionality model first identified in the *Crime Investigation* report and developed a new model as shown in Figure 2.10. This specifically includes a business support portfolio that should be performed by a senior member of garda staff. This model is specifically designed for a division that initially retains full responsibility for prosecuting cases at district courts, investigating public complaints forwarded by GSOC and for dealing with internal garda misconduct.

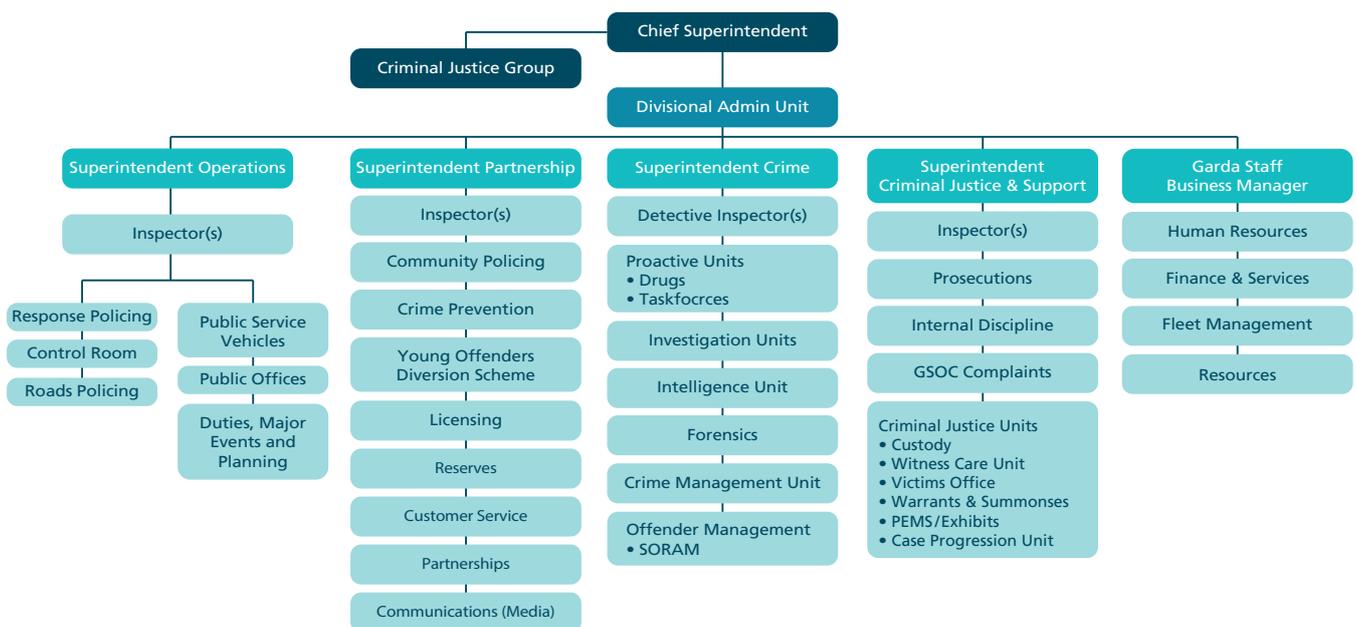
The Garda Síochána Executive Team has raised some concerns about a move to a functionality model and highlighted the role of the district officer as crucial in the delivery of local policing services. This following section will demonstrate the various roles of senior managers within a functionality model and show how this system can provide a far better service to local communities and result in enhanced visibility of senior gardaí.

Functionality encourages collaboration, not competition, between superintendents. Collectively, senior managers should all work much more closely together and make management decisions based on the best needs of the whole division, rather than concentrating on a single district area. The model provides an example of how the Inspectorate believes divisional functions should be assigned and the following is a brief description of the main responsibilities of portfolio holders.

Chief Superintendent

In this model, the chief superintendent has the responsibility for all policing functions in the division, supported by a number of superintendents and a business manager. As recommended in the *Crime Investigation* report, the Inspectorate believes that there should be a single divisional administration unit, reporting directly to the chief superintendent and servicing the needs of the entire division. The chief superintendent also has responsibility for creating a key stakeholders' Criminal Justice Group

Figure 2.10 Divisional Functionality Model



that was also recommended in the *Crime Investigation* report. This group brings together all local criminal justice partners such as the Courts and Probation Services to walk through all criminal justice processes and resolve any obstacles to better working practices.

The chief superintendent should be the “main face” of policing within their divisional area and the person who is directly accountable to local communities for delivering effective policing services. The various superintendents operating under a functionality model should release the chief superintendent from some current functions to engage local stakeholders, partner agencies and particularly community groups. This is elevating the previous district officer role from a superintendent to the next level. This post holder must work closely with the superintendent in the Partnership role to enhance the current levels of community and stakeholder engagement.

Superintendent Operations

This portfolio holder would have divisional responsibility for ensuring that key front-line posts are covered on a 24/7 basis, including:

- Response policing.
- Control rooms and public office services.
- Roads policing.

This post holder will have responsibility for those currently attached to regular units and as a result, will have the highest number of staff. As the operations superintendent, they will have responsibility for response policing and ensuring that all 999 and non-emergency calls received are dealt with promptly and effectively.

Within the operations function, the responsibility for managing divisional duties, resource planning and maintaining resilience across all operational duties is usually assigned to this superintendent. This is often managed through a Duties, Major Events and Planning Unit that co-ordinates and processes all issues to do with resources, such as approval of applications for leave, all daily duties and requests to provide resources for local or national events. This unit is usually called a duties unit or a resource management unit and it ensures that all divisional functions are appropriately staffed on a 24/7, 365 basis.

Superintendent Partnership

The partnership superintendent performs a crucial role in the functionality model. The Garda Síochána must retain and enhance its good relationship with the communities they serve. Under the functionality model, the previous relationships between district superintendents and their constituent populations will be sustained on a full-time basis through the deployment of the partnership superintendent and their staff. This model places a dedicated superintendent at the heart of community policing and community engagement.

This superintendent also has responsibility for developing strong working relationships with key stakeholders, ensuring the delivery of an effective community policing service and developing processes to engage local people in policing. The post holder should also take the lead for developing crime prevention initiatives, tackling long-term community issues and developing good customer service practices. During meetings with local authority county and city managers, issues were raised in relation to the current district structure, and the need to contact a number of different districts within the same division about a particular matter. For example, a housing department may need to contact a number of different districts in connection with an information request. A move to functionality would provide a single point of contact for all such enquiries.

Responsibility for maintaining and strengthening relationships with stakeholders and communities should not just be attached to this post holder, as all members of staff on a division have a role to play in community policing. This superintendent must be supported by the assignment of sufficient numbers of inspectors, sergeants, gardaí, garda staff and reserves to deliver a more community-focused policing service.

Superintendent Crime

The *Crime Investigation* report identified inconsistencies in the crime investigation skills and experience of some district officers. A key recommendation in the report was the appointment of a detective superintendent in each division, with responsibility for managing crime investigation and detections.

The crime superintendent should be a trained senior investigating officer with responsibility for crime management and ensuring the effective investigation of crime. In this portfolio, the post holder should have

responsibility for all proactive units including drugs units, task forces and all reactive investigation teams, such as detective units and crime management units.

A divisional superintendent for crime provides a single point of contact for garda national units and other agencies such as Customs, Revenue, Probation and Social Protection.

Superintendent Criminal Justice and Support

The responsibility for prosecution decisions and presenting cases at court in most other policing jurisdictions rests solely with an independent prosecution service. In Ireland, the district superintendent has responsibility for determining prosecutions for less serious cases and for managing the presentation of those cases in district courts. For more serious cases, the Director of Public Prosecutions (DPP) makes case disposal decisions and prosecutes cases in the Circuit Court.

This post holder would have responsibility for prosecuting all district court cases in the division and for working with key criminal justice stakeholders such as the DPP, State Solicitors and local courts. During meetings with state solicitors, the requirement to contact a number of individual districts within the same division was raised as an unnecessary challenge to consistency and good partnership working.

The investigation of public complaints referred to the Garda Síochána by GSOC (approximately 50 per month) and internal garda discipline investigations are two functions currently shared by approximately 130 superintendents based in districts and on national units. This has resulted in significant abstractions from their main roles. The model assigns responsibilities for these functions to the divisional Criminal Justice and Support superintendent.

Divisional Business Manager

The model includes a key role for a senior garda staff business manager with responsibility for people, finance and resource issues to support the delivery of local policing services. The Inspectorate believes that this function would greatly reduce the HR and financial workloads currently managed by chief superintendents and superintendents. With the creation of larger divisions, this function should be performed at a divisional level. Responsibilities for this individual would include all HR issues such as sickness monitoring and all finance and resource issues such as vehicles and other equipment.

This post holder would provide a single divisional point of contact for all Headquarters support units such as HRM, Finance, Communications and ICT Directorates.

Management Models

Most police services have developed management models that reflect the complexity and numbers of staff within an area of responsibility. In this case, police services may have models that provide two superintendents for smaller divisions, three for medium-sized divisions and four for larger and more complex divisions. The Inspectorate believes that the Garda Síochána should develop a range of functionality models that can be applied to the management needs and the complexity of a particular division.

The Inspectorate model includes four superintendent posts and a senior member of garda staff. This model would be appropriate for an amalgamated division with high staff numbers and high levels of crime and prosecutions. Conversely, this model would not be required for a much smaller and less busy division. In these cases, some of the superintendent functions could be shared amongst a smaller number of post holders.

Ireland has geographical policing challenges that are similar to Scotland, but are very different to many metropolitan police services. The Inspectorate believes that any functionality model must be sufficiently flexible to cater for both urban and rural policing environments.

Recommendation 2.3

The Inspectorate recommends that the Garda Síochána implements the functionality model based on the number of staff, policing needs and complexities of the various divisions. (Short term)

Amalgamating Urban Divisions - Creating a Single Dublin City Centre Division

As previously outlined, the Inspectorate believes that there are significant opportunities to reduce the number of garda divisions, to change the way they are structured and to deploy resources in a more efficient and effective way. While clear opportunities exist in urban areas, there are also good opportunities to reduce the number of divisions in rural environments. For the purposes of examining a process for amalgamating divisions, the Inspectorate selected the DMR and two of the current divisions.

Dublin Metropolitan Divisions

The Dublin Metropolitan Region is currently divided into six garda divisions. Figure 2.11 shows the number of members of all ranks, including senior officers attached to these divisions.

Figure 2.11 DMR Divisions - Numbers of Members

DMR Divisions	Number of Members
DMR Eastern	395
DMR Southern	553
DMR North Central	609
DMR Northern	692
DMR South Central	702
DMR Western	702

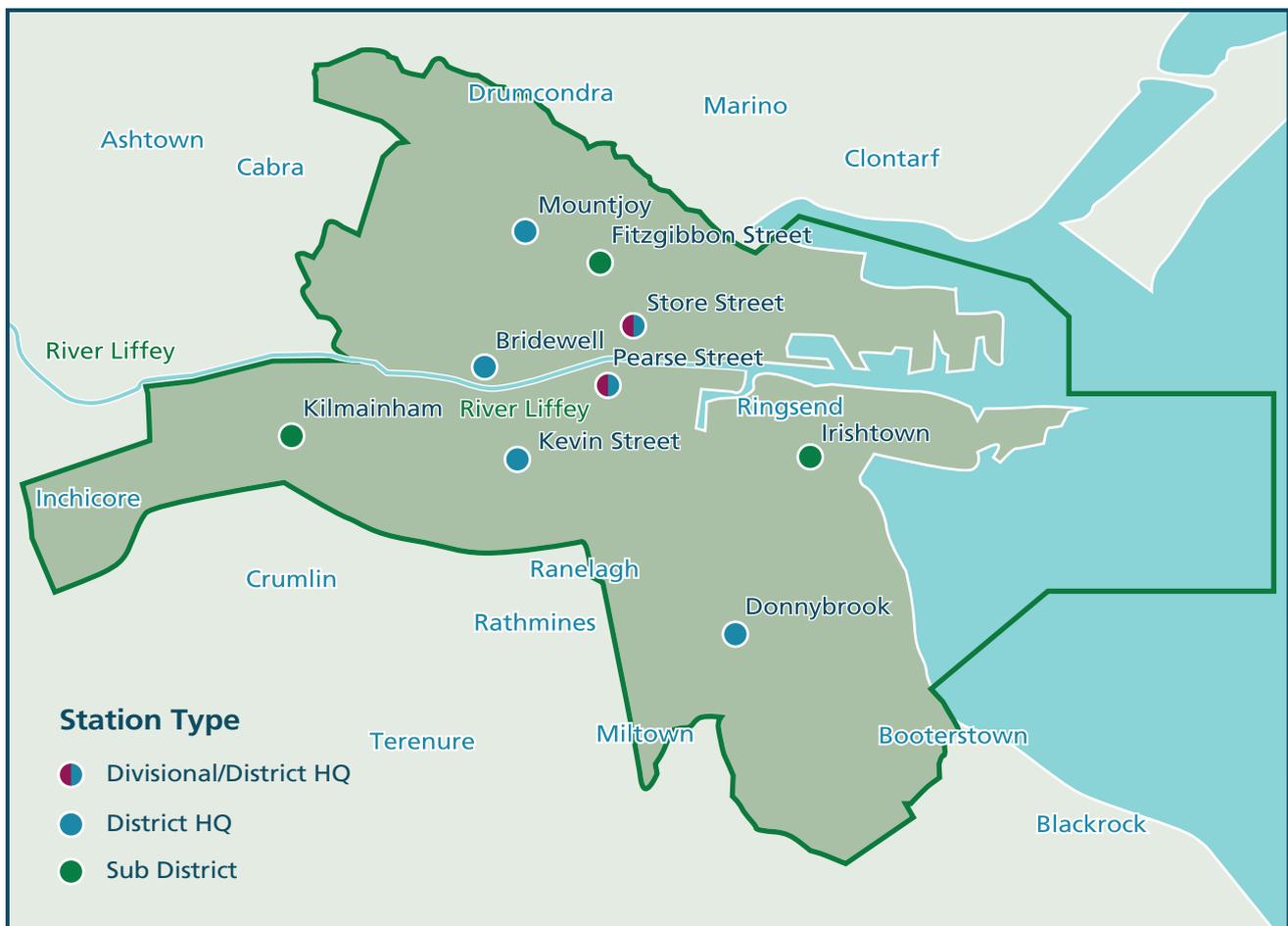
Source: PULSE deployment data December 2014

For the purpose of demonstrating an amalgamation of divisions, the Inspectorate selected DMR North Central and DMR South Central. These are the two Dublin City Centre Divisions and the example of their amalgamation is selected to identify the advantages and challenges of combining two urban divisions. The Inspectorate believes that this amalgamation would greatly improve operational deployment of resources and deliver a more effective and efficient policing service.

DMR North Central and DMR South Central

These two divisions cover Dublin City Centre and are separated by the River Liffey. Figure 2.12 shows the boundaries of the two divisions and includes the general location and type of garda stations that service the areas.

Figure 2.12 Map DMR North Central and DMR South Central



Divisional Headquarters

Store Street and Pearse Street Garda Stations are designated as the headquarters for the two divisions, each with a divisional chief superintendent based there. The two divisional headquarters are located approximately 600 metres apart from each other.

Figure 2.13 shows the current operating structure for the two divisions, the size of the geographical area covered and the population size.

Districts

Both divisions have three districts with a superintendent in charge of each geographical area. It should be noted that Store Street and Pearse Street Garda Stations are also district headquarters for their respective areas.

Current Staffing Levels

Subject to vacancies, both divisions usually operate a similar management structure with superintendents assigned to each district and a detective superintendent in each division with responsibility for crime prevention, the investigation of crime and detections. Figure 2.14 shows the number of members and garda staff attached to each division and a breakdown in members by individual ranks, by grades and by detective status. This data was taken from PULSE in December 2014. The Inspectorate understand that these figures also include some staff that are assigned to regional posts.

Figure 2.14 Total Number of Personnel

Staffing	DMR North Central	DMR South Central	Totals
Chief Superintendent	1	1	2
Superintendents	3	2	5
Detective Superintendents	0	2	2
Inspectors	12	14	26
Detective Inspectors	2	4	6
Sergeants	81	76	157
Detective Sergeants	7	14	21
Gardaí	457	516	973
Detective Gardaí	47	74	121
Executive Officer	1	1	2
Staff Officer	5.8	3.8	9.6
Clerical Officer	30.3	22.4	52.7
Reserves	67	80	147
TOTAL	714.10	810.2	1,524.30

Source: Garda PULSE deployment data December 2014, Garda Staff data from Department of Justice

Of particular note, is the difference in the numbers of assigned detectives in the two divisions, with DMR South Central having significantly more people assigned to detectives duties. This includes four detective inspectors in DMR South Central compared to two in DMR North Central, fourteen detective sergeants compared to seven and 74 detective gardaí compared to 47.

Unit Structures

All six districts within these two divisions are operating separate administration units under the control of each district officer. Store Street and Pearse Street also have divisional administration units under the control of the chief superintendent.

The six districts also accept persons detained in garda custody and each will have a Station House Officer (who is a sergeant) on duty at all times and usually at least one garda assigned to manage detained persons brought to garda stations.

Figure 2.13 Garda Divisions, Districts, Stations, Areas covered and Populations.

Division	Divisional HQ	District HQ Stations	Additional Sub District Stations	Area Covered	Population
DMR North Central	Store Street	<ul style="list-style-type: none"> • Store Street • Bridewell • Mountjoy 	<ul style="list-style-type: none"> • Fitzgibbon Street 	15.7 km	86,664
DMR South Central	Pearse Street	<ul style="list-style-type: none"> • Pearse Street • Kevin Street • Donnybrook 	<ul style="list-style-type: none"> • Kilmainham • Irishtown 	32.4 km	124,250

Source: Population data taken from CSO (undated) Census 2011 Small Area Population Statistics (SAPS)

Both divisions have a number of specialist units that operate independently within their own boundaries including:

- Proactive units such as Crime Task Forces and Drug Units.
- Detective Units.
- Community Policing Units.
- Crime Scene Examiners.
- Courts, including presenters and security.
- Special Events.
- Traffic Units.
- Training Units.
- Warrants Units.
- Telecoms Units.
- Criminal Intelligence Units.

The numbers of staff allocated to some of the above functions varies greatly between the two divisions, such as DMR North Central that has 69 more gardaí in community policing roles than DMR South Central, and 31 more gardaí in a crime task force. The Inspectorate understands that the task forces in both divisions were disbanded in the middle of 2015 to create new burglary response units.

Each division has an executive officer with responsibility for managing garda staff HR and a finance officer with responsibility for processing overtime and other claims. At present, there is limited professional business support in place to assist the divisional chief superintendents and district superintendents with managing HR matters, financial planning and other resource issues.

Both divisions also have additional functions, such as static protection posts at government buildings.

Vision for the Future

The Inspectorate believes that there are good operational and business reasons for amalgamating these two divisions into one single division with responsibility for policing Dublin City Centre.

This includes opportunities for:

- Developing a consistent approach to the allocation of staff to specific functions.
- Amalgamating specialist units within the two divisions provides more resilience and greater flexibility in terms of the operational deployment of those resources.

- Providing a seamless response to cross divisional prolific offenders that currently operate across the two divisions.
- Providing significant opportunities to reduce management and back-office support and overhead costs.
- Stakeholders such as Dublin City Council, the Dublin City Business Association and Dublin Town will only need to deal with one division.⁷
- Realignment in the number of staff allocated to specialist units will release members, garda staff and supervisors for front-line redeployment.
- Introducing a divisional business support function for human resources, finance and resource issues.

Challenges include:

- Increased numbers of staff under one command.
- Fewer overall senior managers with increased delegation of authority and focussed responsibilities.
- Maintaining effective policing services through a transitional period of change.

As part of this review, the Inspectorate consulted with a number of key stakeholders, including representatives from the business sector who were supportive of a single Dublin City Division.

Senior Management Team Structure

The functionality model in Figure 2.15 shows a senior management organisational chart with portfolios (as described in Recommendation 2.4) that is recommended for the new Dublin City Division.

This change in structure would reduce the current number of senior managers from ten to six, which includes a senior member of garda staff as a divisional business manager.

⁷ The Dublin City Business Association represents major commercial interests in the main areas of Dublin City. Dublin Town is a Business Improvement District representing 2,500 businesses in Dublin City.

Figure 2.15 Senior Management Team Structure



Location of Senior Managers

The location of individual units/functions across the new division may determine the location of superintendents and other senior managers in a portfolio model. In Dublin City Centre, there may be advantages in co-locating the senior management team in a divisional headquarters to facilitate closer working, participation and representation at all operational and management team meetings.

Rural areas may find that it is more effective to have senior managers operating from different stations within the division. The Inspectorate visited other policing services where video-conferencing was used to brief operational teams and also to ensure that senior managers located in other buildings are able to fully participate in all operational briefings and meetings.

Deployment of Front-Line Supervisors

This amalgamation brings together a significant number of front-line supervisors that are currently deployed across the two divisions. It includes six detective inspectors, 26 uniform inspectors, 21 detective sergeants and 157 uniform sergeants. In most cases, those supervisors are currently deployed on a district basis and are focused on activities within those defined areas. This amalgamation is creating a single Dublin City Division and the future deployments of these supervisors should be conducted on a divisional basis.

The amalgamation provides an excellent opportunity to release many supervisors from back-office support roles to front-line supervision duties. All operational units should have sufficient numbers of sergeants and inspectors assigned to provide high levels of visibility, support supervision and leadership. It will also free up a number of additional supervisors that can be deployed to other operational garda units.

Functionality of Senior Managers

Functionality was discussed earlier in this part of the chapter and the roles of senior managers within this type of model were fully outlined. The following section is included to demonstrate how functionality could operate within one of the areas of responsibility in the new Dublin City Division. For this purpose, the Inspectorate selected the crime portfolio. Within this new division, the Inspectorate believes that one detective superintendent should have responsibility for the crime portfolio, supported by a number of detective inspectors and sergeants.

Currently within the DMR, divisions have a number of detective inspectors that operate on a district basis. In other policing jurisdictions, detective inspectors usually have portfolio responsibilities within an overall detective unit. These can include reactive (crime investigation) and proactive responsibilities (units such as drugs, task forces and intelligence units).

Figure 2.16 Crime Superintendent Management Team

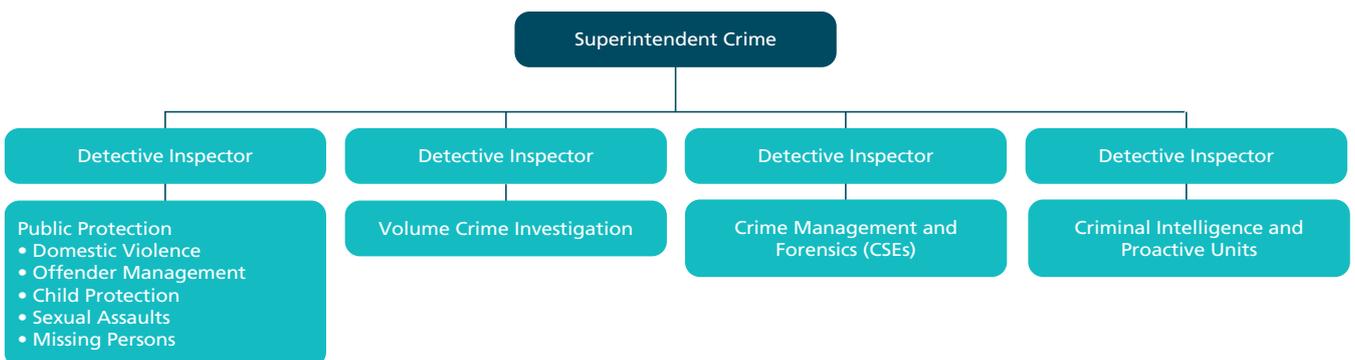


Figure 2.16 shows how portfolio responsibilities could be assigned to detective inspectors in the Dublin City Division.

A portfolio model would remove some of the crime responsibilities currently assigned to uniform (non-detective) inspectors, including sex offender management, case file supervision and domestic violence investigation. Detective inspectors in this model can focus on a much smaller number of crime types or responsibilities, but need to be supported by sergeants and investigators who should also be aligned under this type of model.

With a smaller range of responsibilities, investigators and supervisors can gain excellent knowledge of particular crime types and they can identify more easily those offenders who cause most harm to communities. This model also allows investigators to develop excellent contacts with victim support organisations and other stakeholder organisations for particular crime types and provides for a more victim centred approach to crime investigation.

Deployment of Resources

Currently, the DMR has a Centralised Command and Control (CCC) that manages all 999 calls for the six DMR divisions. Other non-emergency telephone calls are usually made directly to the six district stations. CCC deploys mobile units to calls and the divisions deploy foot and cycle patrols to non-emergency calls. This has resulted in a two-tier system of receiving and dispatching calls and a duplication of resources in CCC and at district stations.

This amalgamation provides an opportunity to centralise the deployment of all DMR City Centre divisional resources to the CCC. With any centralised call receipt and dispatch system, there will still need to be a local CAD-enabled mapping function that allows the division and management team access to CAD to monitor serious incidents and deployments. This is a significant change in deployment practice and a transfer of responsibility for full operational deployment of resources to CCC must be accompanied by a clear service level agreement between the division and CCC to provide clarity about roles and authority levels.

Other police services have centralised control rooms for all calls for service and this provides a much more efficient service for dealing with calls from members of the public and a more effective system for deployment of resources.

As part of the amalgamation, the Inspectorate believes that the changes recommended in the *Crime Investigation* report in terms of usage of CAD and operational deployment of resources should be implemented as soon as possible.

Centralised Custody Facilities

The Inspectorate has previously highlighted that the DMR uses up to 36 different custody facilities. This is not an efficient use of garda resources. A Dublin City Centre division could operate with one custody facility that has the capacity to deal with the requirements of the two current divisions. Also, depending on the location of the centralised facility, it could potentially cater for the needs of other Dublin divisions. There are clear opportunities in the DMR to rationalise the number of custody facilities in garda stations.

Creating a centralised facility in Dublin City would allow the division to operate a well staffed, properly supervised, efficient and effective custody suite that provides a safer place to bring detained persons. A centralised facility would also provide opportunities to operate custody arrest support teams as highlighted in the *Crime Investigation* report, designed to professionalise the management of detained persons and to release operational resources to go back out on patrol.

The Inspectorate is aware that a new district headquarters at Kevin Street is being built and that there were previous plans to redevelop the current Bridewell Station custody facilities. These two projects may provide an opportunity to develop a centralised custody facility that caters for the new Dublin City Division, as well as other DMR divisions.

Divisional Duties/Resource Management Unit

Many other policing jurisdictions visited by the Inspectorate operate a single divisional duties or resource management unit that has the responsibility for ensuring that all daily operational posts are covered by staff that have the requisite skills.

A duties unit has responsibility for managing all requests to provide staff for policing operations and major events and co-ordinates all requests for leave. It also has responsibility for monitoring all duty planning approved on a short and long-term basis and ensures that there are a minimum number of personnel available for operational duties across the division. Some IT systems often have a software

programme that prevents a person from being deployed to a particular role, if they do not have the necessary skills or training.

In the Garda Síochána there is currently a mixture of different units in place within a division to deal with these sorts of issues, but they tend to operate and focus on a district basis. This includes the granting of leave, which is left to individual districts. The absence of a divisional duties/resource management unit can sometimes result in an imbalance of numbers and skills on duty across a division. This was an issue identified by the Inspectorate in the Operational Deployment Survey that was conducted for this review.

In 2014, the Inspectorate recommended the implementation of a single divisional resource management unit that manages all duties, requests for leave and operational deployments.

Divisional Administration Unit

Many other policing jurisdictions have moved to a single divisional model of administration. Currently, there are eight administration units across the two divisions, six operating at district level and two at a divisional level. These units contain a mixture of sergeants, gardaí and garda staff. PULSE deployment data (December 2014) shows that the two divisions have a combined total of five sergeants and 22 gardaí assigned to district, divisional administration and staff officer duties. This does not include any of the 64 garda staff currently assigned to these divisions. The Inspectorate believes that all of the administration units in these two divisions should be amalgamated into one single administration unit that services the needs of the new amalgamated division.

Within a centralised administration unit, as part of their duties, individual members of the administration staff should be aligned to support the superintendents to manage their correspondence and appointments.

The Inspectorate believes that a divisional administration unit would need to be sufficiently staffed, but it would still release a considerable amount of members and garda staff for redeployment to operational policing.

In 2014, the Inspectorate made a recommendation in the *Crime Investigation* report on the development of a single divisional administration unit and to re-deploy any additional resources to crime investigation and front-line policing. The report also recommended that the Garda

Síochána seek all opportunities to utilise garda staff to release members for operational roles. The Inspectorate is not aware of any progress in the implementation of this recommendation. PULSE deployment data (December 2014) shows that, across the 28 divisions and six regions, 46 sergeants and 213 gardaí were shown as deployed in administration or as district, divisional and regional office staff. The data also shows the deployment of approximately 900 garda staff across divisions. Of this total, the majority are shown as clerical officers. The deployment data does not breakdown the individual roles of those clerical officers. The Inspectorate believes that the Garda Síochána needs to immediately progress the recommendation to create divisional administration units, to redeploy garda staff into those functions and to free up over 250 members for front-line duties. Where a member deployed to administrative duties is currently unfit for full duties they should be assigned to a role that releases another sworn member to the front line.

Location of Operational and Support Units

Moving to a divisional and functional model of policing allows far greater flexibility in the location and deployment of all personnel. In this model resources can be strategically located across the division to deliver a more effective service.

In the case of these two divisions, units such as regular, detective and community teams can be centralised in one or two locations as opposed to the current deployment from six districts. This provides greater resilience, centralises resources such as vehicles and reduces the number of sites that require supervisors to be present in order to conduct briefings and de-briefings.

Regional Opportunities for Deployment within the DMR

With the amalgamation of these two divisions, there are a number of important functions that may require the appointment of an additional superintendent to the division, or the functions could be managed at a regional level. The functions currently managed by these divisions include:

- Security at government, diplomatic and criminal justice buildings.
- Mountjoy Prison liaison and investigation of crime in the prison.
- Policing major sporting and other significant events.
- Performing the immigration function at Dublin Port.

As highlighted earlier in this chapter, there are opportunities to centralise some functions from a divisional level to a regional level. In the DMR these functions include:

- Special event planning.
- Prosecutions.
- Garda misconduct and public complaints investigations.
- Crime scene examination.
- Warrant management.
- Intelligence.
- Roads policing.
- Training.

Regionalising some of the above functions would create one central Dublin unit rather than the current practice of six separate units/functions operating across the six DMR divisions. In completing an amalgamation of the two Dublin City Divisions, consideration should be given to amalgamating some functions at a regional level that do not need to operate on a divisional basis. Amalgamating these functions will also release further resources for redeployment. In Chapter 1, the Inspectorate recommended the creation of an Operational Support Services portfolio that could take the lead for major event planning. This would remove this function from divisions and regions.

Partnership Working in Dublin City

Partnership working is a very important aspect of policing and the Garda Síochána has developed good relationships with many other agencies, businesses and local communities. The relationship between key stakeholders in Ireland is very different to the statutorily defined situation of partnership working in the U.K., in particular between police services, the health service, the probation service, courts and local authorities. As a result, those partnerships are far more structured and this has positively impacted on the operational deployment of the police and partner agency resources. The following is an example of a partnership initiative, operating in London where a local authority is funding a significant number of police officers and deploys those resources on a daily basis.

In February 2014, the Inspectorate visited Newham Local Authority in East London to examine a new enforcement model in operation. Newham Local Authority re-configured all previous internal units with enforcement powers into one enforcement team. Previously they had large numbers of specialists with responsibility for issues such as trading standards and licensing and routinely

deployed multiple specialists to conduct inspection visits. Newham has developed its own uniformed patrol local authority officers that are described as generalists. This has resulted in a reduction of more specialist officers and inspection visits now consist of one specialist officer supported by a uniformed patrol officer.

Newham Local Authority has also fully funded 46 Metropolitan Police officers and deploys those officers to tackle quality of life issues and incidents that the police traditionally have not actively enforced such as prosecutions for motorists driving while using mobile phones. Newham operates a zero-tolerance, enforcement-led approach to anti-social behaviour and issues that impact on the fear of crime. The success of the team is very much accredited to the robust follow up that takes place to ensure compliance with enforcement notices. Initiatives with other agencies include seizing untaxed and uninsured cars, dealing with unlicensed taxis and revenue checks on buses.

The team issues approximately twenty local authority enforcement notices per day and have a 94% compliance rate. They use fixed charge penalty notices for most offences. The Newham model addresses a previous gap in local authority enforcement of by-laws and seeks to tackle quality of life issues that greatly impact on local communities. This model is attracting interest from other police services and local authorities.

Other local authorities have also entered into formal contracts with police services to purchase policing resources that are used to deal with quality of life issues and to provide an increased visible policing presence. The Newham model takes this investment and relationship between partner agencies much further, but it is a model that could be transferred to Ireland.

As part of the Dublin City Centre amalgamation, the Inspectorate believes that the division should engage Dublin City Council and other key stakeholders to seek opportunities to improve partnership activity and the deployment of all agency resources.

Summary

The Inspectorate believes that there are clear and well-articulated grounds of efficiency and effectiveness for amalgamating these two Dublin divisions and exploring opportunities for regionalisation of some of the current functions.

While recommending an amalgamation of the two Dublin City Centre divisions, the Inspectorate believes that the learning could be used to expedite further amalgamations of the other four Dublin divisions. In the long term, the Inspectorate believes that the current DMR structure could operate from three divisions. Divisional amalgamations will reduce significantly the number of senior managers and back-office support staff and increase greatly the numbers of members available for patrol, crime investigation and community reassurance.

Amalgamating Rural Divisions

Rural divisions often have many different policing issues, such as the expanse of the areas covered, fewer staff, less crime and less developed road networks. As a result, extended travelling times to and from calls for service are common.

Despite these issues, the Inspectorate believes that there are still opportunities to significantly reduce the number of divisions operating outside of the DMR. Outside of Dublin there are already examples of divisions where county boundaries have amalgamated. There are also similar opportunities to regionalise functions such as custody.

Initial Amalgamations

The Inspectorate believes that the opportunities and principles of amalgamation are just as relevant to rural divisions as those in cities. To begin this process the Garda Síochána should conduct three initial amalgamations, one in Dublin City Centre and one in each of the other regions with at least one of them in a rural policing environment.

Selection of the other two divisional amalgamations should be a decision for senior garda managers. To assist in determining policing demands, it would be beneficial to choose at least one division in each area that uses CAD. The learning and experience gained should be used for further divisional amalgamations.

The Inspectorate believes that each new division should introduce a single divisional administration and duties unit and explore options to centralise or rationalise custody facilities.

Recommendation 2.4

The Inspectorate recommends that the Garda Síochána conducts a minimum of three initial divisional amalgamations including the two DMR city centre divisions, based on the Inspectorate's functionality model as outlined in Recommendation 2.3. (Short term)

To support the above recommendation, the following key actions need to be taken:

- Within the DMR develop opportunities for regionalisation of core functions such as custody, special event planning, security, intelligence, warrant management, prosecutions, garda misconduct and public complaints.
- Outside of the DMR, develop opportunities for amalgamating core functions such as custody, prosecutions, garda misconduct and public complaints.
- Engage key stakeholders to improve partnership working.

Building a Division

The majority of Garda Síochána resources are based in the six regions and the 28 divisions. In the absence of accurate demand and activity data, it is difficult for the Inspectorate to provide an evidence-based view on the numbers and the composition of the workforce the Garda Síochána currently needs to provide an effective police service in any given garda division.

Some police services are taking a different approach to determining the allocation of people resources by taking a "bottom-up" approach. The PSNI is currently engaged in a process to determine the policing needs of areas and to build the workforce to meet those demands. This process has involved a review team of twelve people examining 600 incidents in each policing area to determine the demand on policing in terms of first response and investigation of crime and other incidents. Through this process, in one geographical area, the PSNI review team identified 42 staff for redeployment.

Greater Manchester Police is conducting a similar process by examining emergency and priority calls received from the public, establishing the number of victim-based crimes for investigation and identifying the number of cases that are prosecuted.

At a divisional level, getting the numbers right on first response units and investigation teams allows a division to allocate appropriate numbers of staff to these crucial areas. The Inspectorate believes that the Garda Síochána should conduct a similar process using the recommended divisional model and functionality structure. This approach could release sufficient staff to create the volume crime units, criminal justice units and other investigation units that were recommended in the *Crime Investigation* report.

The Garda Síochána must develop a process for determining the staffing levels required to deliver divisional front-line policing services in a modern functional structure.

Once divisional staffing levels are established, the Garda Síochána should use this as the basis to determine the levels of resources required at regional, national and headquarters levels.

Recommendation 2.5

In support of Recommendation 2.4, the Inspectorate recommends that the Garda Síochána conducts a full assessment of the policing needs of the amalgamated divisions to establish the required staffing levels and deploys appropriate resources to meet those needs. (Short term)

Summary

Front-line policing is critical for any police service and must be protected as much as possible from unnecessary abstractions. An efficient and effective front-line policing service ensures that there are sufficient resources to prevent crime, to respond to calls for service and to provide a visible policing presence.

This part of the chapter has made a number of recommendations to change the way that national units operate and to realign some of their resources into the new regional structure. This chapter also recommends a move to a divisional model of policing, a reduction in the number of garda divisions and a move to a functionality model for senior managers. Reducing the number of regions and

divisions will remove unnecessary levels of bureaucracy and release a significant number of resources that can be redeployed into front-line policing services.

The main aim of these changes is to improve the deployment of resources at national, regional and divisional levels.

CHAPTER 2: PART III

IMPROVING OPERATIONAL DEPLOYMENT PRACTICES

Introducing modern ways of operating and enhancing existing garda practices will lead to a more efficient and effective deployment of operational resources. This part of the chapter explores some key areas that the Garda Síochána needs to address in order to achieve this outcome and to provide a better policing service to local communities.

The outcomes of better operational deployment include:

- Increased numbers of garda resources deployed to front-line services in the community.
- Increased levels of police visibility.
- Efficient management of calls for police services.
- Reduced management and back-office support functions.
- Safer communities.
- Better customer services.

The following section looks at a number of areas of operational deployment that the Garda Síochána needs to address in order to achieve its desired outputs and outcomes and to ultimately provide a far more effective and efficient police service.

Supervision of Front-Line Deployments

Operational front-line supervision is the primary responsibility of sergeants and inspectors, under the management of superintendents and chief superintendents.

Having operational resources on duty at the right times, must be accompanied by effective supervision to ensure that those resources are deployed in the right places and carrying out the right activities that will support Garda Síochána priorities. The role of sergeants, inspectors and superintendents in this process is the key to ensuring the efficient and effective deployment of operational personnel and to make sure that all necessary action is taken at the scene of a crime or other incident.

In this review and previous reports, the Inspectorate has recommended a number of initiatives to increase the visibility of front-line supervisors and to improve supervision and deployment of operational garda resources. As identified in the *Crime Investigation* report, the absence of a supervisor on duty with national or local units is an organisational vulnerability and was a major contributory factor to many of the deficiencies found. In particular, the Inspectorate found gaps in the supervision of regular units and other operational resources. These types of units need a supervisor to be present

to brief, task, support and de-brief them on a daily basis. These supervisors must also be present to ensure that calls for garda services are dealt with promptly and professionally. The Inspectorate believes that with the introduction of a divisional model of policing and a modern deployment structure, regular unit and other operational unit sergeants will be able to spend much more of their time out of stations, working alongside the members of their units.

During field visits, the Inspectorate identified inconsistencies in the reporting structures of front-line supervisors. In some divisions, the Inspectorate found sergeants reporting directly to superintendents and detective inspectors reporting to divisional chief superintendents. This included circumstances in which there were inspectors and superintendents present within that command structure. The Inspectorate believes that there must be clear lines of reporting for inspectors to superintendent-level positions and sergeants to inspector level.

Determining Demand for Garda Services

In order to ascertain the level of garda resources required to police Ireland, it is important to establish the demands on policing services at all levels of the organisation.

Call demand is a term used to describe calls received from members of the public that require a police response and in most cases, the deployment of a police unit. This includes a wide range of incidents, including traffic collisions, missing persons and quality of life incidents. There are also other demands for police services that require significant numbers of resources, such as protecting the security of the State, conducting major criminal investigations and policing large public events. Seasonal and annual fluctuations in certain demands for police services, particularly with some types of crimes, also impact on call demand.

Other pressures on resources include providing a visible garda presence to provide public reassurance in local communities and policing vulnerable premises or iconic

sites. In rural locations, operational deployment to calls for service can be affected by the need to travel much longer distances.

Environmental scanning is an important aspect of workforce planning and identifying future demands on policing services. This process should identify emerging threats or trends that will require the deployment of additional resources. By more accurately predicting crime and non-crime incident levels, resources can be more effectively deployed to national, regional or divisional units.

Poor garda IT systems and inefficient recording practices identified in the *Crime Investigation* report have resulted in an unclear picture of demand on garda services. Computer-Aided Dispatch (CAD) can provide significant data on call demand, call handling and call outcomes, to assist senior managers to monitor operational deployments and make more informed decisions on the deployment of resources. Even where CAD is not in operation, opportunities exist to record more detailed information and to use that data to identify crime hot spots and trends in calls that require particular action. During inspection visits, the Inspectorate found very little evidence that electronic or paper call performance data is used to identify crime trends for planning or to drive improvements in operational deployment practices.

Proactive Patrolling and Crime Prevention Deployments

Placing more police officers on patrol does not of itself necessarily reduce crime, but deployment of resources with a purpose can prevent crimes from occurring and it can also lead to more detections. Crime mapping is a valuable tool in the identification of geographical crime hot spots. This technique graphically identifies where and when criminals are operating and can even predict when and where they are likely to re-offend when coupled with other intelligence.

Garda analysts and criminal intelligence officers play a pivotal role in producing crime information to identify areas and times when future crimes are more likely to occur and to highlight prolific offenders that need to be targeted. To fully utilise the analysis, it must be accompanied by the effective deployment of resources into particular areas at specific times.

As recommended in previous Inspectorate reports, a formal tasking and co-ordinating process must be introduced at national, regional and divisional levels to task all of the garda operational units. Ultimately, units should be deployed to support local policing objectives, reduce crime and disorder and to maintain the security of the State.

When patrol units are not responding to calls for service, they should be allocated patrol areas where crimes are occurring or are likely to occur. These are often referred to as default patrol areas. During the crime investigation inspection, the Inspectorate saw limited evidence of this sort of tasking taking place on a daily basis. This process requires detailed analysis and effective supervision to ensure that those patrols are conducted. In some garda districts, beats (geographical areas) are assigned primarily to community gardaí and they have responsibility for patrolling those areas when on duty. These beats are not always covered when those members are away from work or where there is no community policing unit. These types of issues can be resolved by good tasking and deployment of garda resources.

Managing Calls for Service

Many police services have significantly invested in telephone call handling processes to provide a better service to the public and to more effectively manage demands on policing services. This includes investing in additional call takers to answer telephone calls promptly and to allow call takers sufficient time to determine the appropriate response to an incident. Calls are generally separated into emergency calls, where immediate attendance of police resources is required and non-emergency calls, where attendance of police resources may not be required immediately, or in some cases there is no need for a unit to be dispatched. Like other police services, the majority of calls received by the Garda Síochána are not emergency calls that require an immediate response.

Grading of calls from the public takes place at the point when a telephone call is first received and it is a very important aspect of call management which directly impacts on the deployment of resources. Accurate assessment of calls received and effective grading ensures that an incident receives the appropriate response. In the Garda Síochána, calls are graded into four categories. The more important the category, the greater the priority placed on police attending quickly. Call takers must ensure that an incident is graded correctly, as it will determine the level of response. For those control rooms operating CAD, the Inspectorate found that calls were always graded, but in

control rooms operating paper systems, call grading was rarely recorded. Grading of calls is not dependant on a CAD system and could just as effectively be completed in a paper-based system. Recording as much information as possible about a particular call is also very important to show the reasons for the deployment decision made by the call taker. The grading of calls and deployments across four garda divisions is examined in detail later in Addendum A Operational Deployment Survey and Workload Analysis.

This review has highlighted that the Garda Síochána are sometimes called to incidents that are not policing issues. In one of the divisions visited, the Inspectorate found examples of good practice of garda call takers establishing the full details of incidents and determining that they were not calls that required garda services. In one case, the matter was clearly not for the Garda Síochána and it was transferred to another agency.

Many police services have moved towards a small number of call centres that receive all calls for police services and dispatch units to deal with them. The Police Service of Northern Ireland (PSNI) and the Greater Manchester Police have invested in additional call handlers in call centres to enable more time to be spent on calls, to ensure correct grading and where possible, to resolve issues without the need to deploy a unit. This is particularly important in more rural areas, where unnecessary deployments can send units very long distances. Across the U.K., police services are adopting a process of early resolution desks within call centres to manage calls more effectively. As previously recommended, the Inspectorate believes that the Garda Síochána should establish similar help/early resolution desks in all control rooms to manage more effectively those incidents that do not require the attendance of a patrol unit.

Improving Call Deployment

Previous Inspectorate reports have contained a number of recommendations to improve operational deployment, including the following:

- All operational staff to book on and off with control rooms.
- Operate scheduled appointment cars to deal with non-emergency calls.
- Dispatch the nearest unit to a call.
- Direct calls to units and stop self-deployment by individual units.
- Focus on getting it right first time at an incident or a crime scene.

A synopsis of key operational deployment recommendations included in *Crime Investigation* and other Inspectorate reports is contained in Appendix 6.

As previously explained, in many cases, calls to the Garda Síochána do not require an immediate response and many calls do not require the attendance of two or more members. The Operational Deployment Survey and Workload Analysis showed that over 62% of the calls received were non-emergency calls that did not require an immediate response and a large percentage of the calls did not always require two members to be deployed. Such calls would include less serious crimes where a suspect is not present at the crime scene. Some garda divisions use CCTV systems effectively to view the area of the call and to observe what is actually happening. The survey also showed that 68% of all recorded incidents were categorised on PULSE as non-crime.

The Garda Síochána have a much larger number of control rooms compared to other police services visited. Police Scotland and the Greater Manchester Police Service have each moved to three main control rooms that manage all emergency and non-emergency calls. The Garda Síochána operates from 22 control rooms, many of which are still using paper to record calls from the public. The Inspectorate has previously recommended that a move to a much smaller number of call centres operating CAD is a far more efficient and effective system for deploying resources. While there have been some moves made to start regionalising a number of garda control rooms, the Garda Síochána are still a long way from developing the national CAD system and call centres recommended by the Inspectorate in several reports.

Currently, 999 calls are received by a private contractor and are then forwarded to the relevant divisional control room for deployment. This service has a cost implication and results in a time lag between the contractor receiving the call, the transfer of the call to the Garda Síochána and the subsequent deployment of resources. A move to a smaller number of call centres should be accompanied by a formal review of this practice. The direct transfer of an emergency call to the Garda Síochána could achieve both a cost and a time saving.

The Garda Síochána wants the public to contact them with information about suspicious persons or vehicles seen in a particular area and this approach was reiterated by senior gardaí at community meetings attended by the Inspectorate.

At many of those meetings, community members provided examples where reports of suspicious persons or anti-social behaviour were made to the local garda station, without always receiving an appropriate response to their call. A call about a person acting suspiciously may lead to the prevention of a crime or the apprehension of a person who has actually committed an offence. In the review of the Operational Deployment Survey and Workload Analysis, the Inspectorate found regular calls of this nature, but there was often no unit available to respond. This situation was far more prevalent in divisions that received a higher volume of calls. These types of calls need to receive a more effective response.

Regular units are the primary responders to all calls for service in the Garda Síochána and additionally investigate most of the calls where a crime has occurred. Internationally, many police services have established response policing teams. These teams are sent to those calls that are more serious and require an immediate response. Other less serious calls that do not require an immediate response are dealt with by other units such as community officers or vehicles designated for attending these types of calls.

A number of local specialist units operate in divisions and districts such as community policing, drugs and traffic units. When the specialist units were first established, many members were re-assigned from regular units. These specialist units are operational resources that should also be deployed to prevent and detect crime and disorder and to assist regular units with calls for service. During garda workshops conducted by the Inspectorate there was a clear message that regular units did not feel that they have sufficient staff to provide an effective response service and they perceive that specialist units do not always assist with calls. To provide an effective response to calls that require garda attendance or action, all available operational resources need to play a full role in responding to calls. Key decisions now need to be made about the sustainability of these types of specialist units.

Throughout inspection visits and from the results of the survey and workload activity, it is clear that different practices operate nationally in respect of deployment practices. This includes the numbers of people on duty in different units, the numbers on patrol and the call handling practices. In more rural areas, it is not uncommon for members to patrol on their own, whereas in more urban areas there are usually two members posted to a vehicle. In some cases, the Inspectorate observed three members in

a patrol car or two members and a reserve. This is not best use of garda resources and regular units need a balance of single and double-crewed vehicles that will cater for the variety of calls that are received. These deployment practices need to be risk assessed and supervisors need to make sure that safety is a key component of all operational deployment decisions.

Technology

Aside from the capture of data to determine demand on garda services previously discussed in this chapter, technology can support operational deployment by making resources more mobile and reducing the need to return to police stations. Many police services are issuing officers with iPads and electronic notebooks to allow officers to report incidents directly at a crime scene and to take electronic statements from victims and witnesses. This greatly reduces the need for officers to return to a police station to complete an incident report.

GPS tracking devices on police cars and radios are used by many police services to ensure that the nearest unit is dispatched to a call and to ensure more effective deployment of resources. Vehicle and radio tracking systems also allow control rooms to monitor that patrol units assigned to a particular patrol area are actually in the right place to prevent crime or are available to respond quickly to an emergency call.

Internationally, police services have found that some police officers self-deploy themselves unnecessarily to calls, particularly to incidents that involve vehicle pursuits. This takes units away from specific crime hot spot areas which they were tasked to patrol. Vehicle tracking technology quickly identifies units unassigned to calls by control centres that have decided to attend that type of an incident. In the absence of technology, a control room can be unaware that a unit has decided to self-deploy to a call, causing a potential safety hazard to both members and the public. Northamptonshire Police identified that this technology is also changing the driving behaviour of their staff and estimate that it is saving 18% in costs through reduced fuel consumption, reduced wear and tear of vehicles and less damage from traffic collisions.

The Inspectorate is aware that this technology is available to the Garda Síochána and while it is being tested in some divisions, it is not used on a national basis. Effective use of this technology can greatly improve operational deployment of resources.

Patrol Unit Call Signs

At present, when recording the details of garda units assigned to calls, districts use call signs for vehicles such as 101-109 which signifies a regular unit patrol car. Specialist units such as detective and traffic resources also use dedicated call signs. Currently, there are no designated call signs for inspectors, patrol sergeants and other senior gardaí. In the case of sergeants, the individual number of a sergeant is used when they are assigned to a call.

As part of this review, the Inspectorate analysed a large number of CAD and paper incidents across four divisions and found that there was an inconsistent approach to the use of call signs.

In other policing jurisdictions where call signs are used, they are uniformly applied across all divisions. For example, a divisional station van will have different letters to signify the division, but the same number to identify the particular vehicle. This would make it much easier for Garda Headquarters, regions or divisions to monitor the deployment of specific units to particular calls or to check deployments of units over an extended period of time.

Other jurisdictions usually allocate specific call signs for supervisory functions, such as patrol sergeants, and patrol inspectors. This again makes it much easier to identify the types of incidents that supervisors are attending. For senior police officers, call signs are also allocated to identify a particular superintendent or a chief superintendent. With a change to a divisional structure, the Inspectorate believes that it provides an opportunity to develop generic divisional call signs for vehicles, patrol supervisors and senior gardaí.

Blue Light Services – Multi-Agency Control Rooms

Internationally, many emergency services are beginning to collaborate on 'Blue Light' control room projects as a central theme of police reform. These initiatives are aimed at bringing together police, fire and ambulance services into one joint call control room. Police services generally have the far greatest volume of calls and deployments of units, followed by the ambulance service, with fire services receiving significantly less calls.

The West Mercia Police and Fire Services now share accommodation and they have developed a joint command and control centre with estimated savings of 20%. In Surrey and Sussex, which are two separate police services, all three emergency services are being linked into a joint control

and dispatch function for the two counties. The current operating costs are £45m a year with the estimated savings of 10% in costs. It will also remove the need to transfer calls that currently take an average of four minutes per call to transfer from one emergency service to another.

In Dublin, fire service members are also trained paramedics and attend calls for ambulance services. At present, fire and ambulance services share a control room that manages 999 emergency calls. The Inspectorate understands that this will shortly change, with the ambulance service moving to a separate control room. The Inspectorate does not believe that emergency services need to operate independently, as they all make similar deployments 24/7 to 999 calls and for some incidents, all three services are required to attend. In the long term, with a move to a much smaller number of garda control rooms, the Inspectorate believes that the main emergency services should explore opportunities to develop joint command and control centres that provide a more efficient and effective service to the public.

A specific recommendation was made in the Inspectorate's 2010 *Resource Allocation* report to achieve economies and efficiencies through co-location and integration of emergency services control rooms. This recommendation is still to be implemented and the most recent update advised that the position is due to be reviewed in the 4th quarter of 2015. The Inspectorate still supports this recommendation which it believes is as relevant now, as it was in 2010.

Visibility and Reassurance

Reducing the fear of crime and public reassurance are two key components of police visibility and operational deployment. The physical presence of a foot, cycle or vehicle patrol can reassure communities and can act as a deterrent to those who are about to commit a crime. During meetings with local communities, it was made clear to the Inspectorate that people want to see a more visible policing presence as a matter of priority.

Physical initiatives that can help to improve visibility include:

- Ensuring that the vehicle fleet of a police service has a much higher percentage of marked police vehicles.
- Increasing the number of members and support staff that wear a garda uniform or insignia.
- The use of high visibility jackets while officers are on patrol.

Visibility alone is not always sufficient to influence public perceptions about safety. Police officers on patrol need to engage the public, as this will influence perceptions of visibility and have a far greater impact on reassurance levels over simply seeing a unit on patrol. Foot patrols in a particular area should make contact with residents or businesses to explain the activity of the day and to ensure that people are aware that officers are patrolling in their area. There are some excellent examples of this sort of activity being conducted in some garda divisions and this should become standard practice. The use of cycle patrols, mounted units and the Segway initiative are good examples of providing a more obvious visible policing presence. Cycle patrols also have the advantage of allowing an officer to patrol far greater distances than an officer on foot patrol. During this review, the Inspectorate identified that there are often sufficient garda bicycles available for patrol, but there is often a shortage of appropriate cycle clothing and equipment for members.

To enhance visibility, many police services are trying to increase the time that officers spend out of a police station on patrol. Some police services engaged by the Inspectorate found that officers designated to patrol were only spending 50% of their time out of a police station. Victoria Police in Australia has set a target to increase officer time out of stations from 54% to 80%. Measuring the time spent outside of a police station on foot, cycle or vehicle patrol is important to establish the visibility of patrol units. Vehicles, radios and telephones used by many police services now have inbuilt technology that can measure the time spent out of police stations on patrol. This can help a police service to establish the levels of daily patrols and to implement actions to increase out of station time.

The Garda Síochána has a 24/7 crime and incident recording service at the Garda Information Service Centre (GISC). GISC provides a call centre service that allows members to contact them directly from the scene of an incident to create a record on PULSE, rather than having to return to a garda station to complete it. With regard to the creation of PULSE records, the Inspectorate found a practice of members routinely returning to garda stations to report incidents over the telephone to GISC, rather than reporting it from the scene of the incident and maintaining a police patrol presence. This practice unnecessarily reduces garda visibility and may also negatively impact on the deployment of units to further calls. This issue was the subject of a recommendation in the *Crime Investigation*

report. In New Zealand, the police service identified that a similar practice resulted in the average loss of 30 minutes patrol time, per officer, per day.

Other visibility strategies introduced by police services have included regular days out where all office-based police officers go out on patrol. This includes all senior officers and those officers in administrative roles. The deployment can be linked to particular days of the year when crime levels traditionally increase. This process increases the visibility of senior managers and allows those in back-office support roles to contribute to operational deployment and to maintain their policing skills.

Managing Detained Persons at Garda Stations

Previous Inspectorate reports have made a number of recommendations in connection with the rationalisation and centralisation of garda custody facilities and to improve the security arrangements, supervision of detained persons and the training of those assigned with specific responsibilities. Modern, purpose-built custody facilities are designed to support an efficient service to operational units and to facilitate their prompt return to patrol or other operational duties.

Like the Garda Síochána, many other police services have experienced challenges of having large numbers of very small custody suites. Often in the U.K. this resulted in occasions where there was insufficient cell space available to divisions and officers who had detained persons were required to travel to other divisions. This is inefficient as it requires officers to unnecessarily travel and removes them from patrol for longer periods of time. The U.K. experience also showed that some divisions kept empty custody cells for local staff and declined access to those persons arrested by specialist units or by other divisions.

At present, there are no detention/custody facilities at Dublin Airport and members who detain persons often have difficulty in securing cell accommodation at local garda stations. This wastes time and removes members from the airport for extended periods of time. Removing officers off-site to deal with detained persons also means that they are unavailable for any emergency at the airport that arises during that time. In the absence of detention facilities at the airport, the Garda Síochána needs to develop a protocol with local garda stations to ensure that detained persons are accommodated.

The arrest and detention of suspects removes police officers from patrol and can result in an officer spending several hours dealing with a relatively low-level offence. Many police services are examining ways to reduce this, such as extending the use of fixed charged penalty notices and better management of police bail. Other police services also use custody arrest support teams in larger custody facilities to take over the investigation of a detained person and allow operational units to go back out on patrol.

Deployment of Garda Reserves

While reserves are fully discussed in Chapter 4, Part I Workforce Modernisation, the Inspectorate believes that there are real opportunities to deploy reserves more effectively to prevent crime, to tackle quality of life issues and to provide a far more visible policing presence. Over 1,000 reserves are available for patrol, and the Inspectorate has previously recommended changes to improve their deployment. This included authorising reserves to patrol independently, to deal with calls for service, to provide community engagement and to tackle anti-social behaviour.

Effective Use of Police Buildings

As in Ireland, police stations across the world were built many years ago and they were usually located in the main streets of towns and cities. As a result of major road network developments in Ireland and changes to garda organisational boundaries, the locations of some garda stations have become a challenge to efficient and effective deployment of operational resources.

At a local level, most resources are currently deployed on a district basis from a number of different garda buildings. A move to a divisional policing model provides a good opportunity for the Garda Síochána to review the use of all buildings and to look for opportunities to place units in locations where they can deliver the best possible policing service. With regular and detective units, there are clear benefits in bringing together often small numbers of staff spread across several districts into more centralised units. This process also ensures more effective supervision as sergeants and inspectors do not need to be spread over multiple locations. It also provides opportunities for better use of other resources, such as police vehicles that can be deployed more effectively from a smaller number of bases. In more rural areas, it may be more appropriate to deploy from a greater number of buildings, but the principles are the same. For operational patrol units, garda stations are places to start and end a tour of duty, but effectively the

imperative is to keep those units out on patrol and to place them in locations where crime is high and where they can be deployed more effectively to calls.

Other police services have engaged key partner agencies and explored options to use and share accommodation to provide better locations for deployment of resources. This ensures that vacant space is fully utilised and reduces overall costs for both agencies.

The Inspectorate has recommended a functionality model of responsibility for garda superintendents on divisions. In this model, superintendents should review all available accommodation in a division and place their resources in locations that provide the most effective operational deployment. It is often appropriate to place detective or investigation units alongside custody facilities to remove travelling time when dealing with persons in detention. This process is about utilising all available garda stations, deciding what units will work at the various buildings that are available and ensuring the most effective deployment of resources.

Reducing Abstractions

Everyday across Ireland planned and unplanned abstractions remove members and garda staff from operational duties. Planned abstractions would include court cases, policing sporting events and attending training courses. Managing annual leave is a very important aspect of resource planning and finding the balance between allowing people to take leave, while maintaining sufficient resources for deployment is a challenge for most police services. Unplanned abstractions include issues such as remand prisoner escorts and sickness absence. On a daily basis, planned and unplanned abstractions can greatly impact on the operational deployment of a police service. Reducing and managing these sorts of abstractions, particularly unplanned and unnecessary abstractions, can make significant differences to the numbers of personnel available for operational deployments.

Interviewing persons detained at garda stations and court appearances are two major abstractions that need to be addressed by the Garda Síochána. One of the biggest challenges currently reducing patrol time is the requirement to contemporaneously record questions and answers during taped interviews of suspects detained at garda stations. The *Crime Investigation* report made recommendations to reduce this abstraction. The report also identified the need to reduce greatly the number of

staff who are required to attend court cases. The Greater Manchester Police has focused on reducing this abstraction and the cost of court appearances. As a result, court overtime now only accounts for 0.34% of its total overtime as compared to nearly 25% of the garda overtime budget.

Transportation of remand prisoners impacts on daily operational deployment. In other policing jurisdictions, this is not a function routinely performed by the police or prison service; as private security companies take on this role. In England and Wales (excluding London) 80,000 prisoner movements a year are handled by a private contractor.

Additional initiatives by other police services to reduce operational abstractions include:

- In Western Australia, people wanted on warrant are now able to present themselves at court.
- New South Wales and Western Australia are using law graduates to prosecute some cases and release police officers from that role.
- Derbyshire Police has reduced the time detained people spend in police custody from 8.6 hours to 2.6.
- Hertfordshire Constabulary is conducting virtual courts for those in police custody to remove the need for people to be transported to court.

Sickness and restricted duties are areas that can also significantly impact on operational deployments. The Inspectorate believes that the Garda Síochána needs to provide HR business support to senior gardaí to assist in reducing levels of sickness, and where possible, to manage those on restricted duties back to full operational duty. Managing sickness and those on restricted duties far more effectively can increase the numbers of people that are available for patrol deployment and other front-line duties. (See also Chapter 4, Part II Human Resources regarding attendance management).

Individual Productivity

The effectiveness of operational deployment can be affected greatly by the working practices and approach of various units and individual officers. Improving the contributions and performance of units and individuals can increase operational performance. At present, there is limited garda data on unit and individual member contributions to dealing with calls for service and investigations arising from those incidents. Good command and control of resources and effective supervision need to be in place

to ensure that all members perform to a minimum standard in order to support those very hard working and conscientious members who regularly volunteer for calls and assignments.

The Inspectorate is aware that some superintendents have examined the productivity of units and individuals and looked at areas, such as the number of calls dealt with and the number of investigations conducted. Raising the level of productivity of low performers to a minimum level of performance will improve deployment efficiency and effectiveness.

Recommendation 2.6

The Inspectorate recommends that the Garda Síochána develops a Standard Operating Procedure to improve the operational deployment of garda resources. (Short term)

To achieve the above recommendation, the following key actions need to be taken:

- Develop national call handling and call deployment practices that use resources, buildings and technology more effectively.
- Develop standardised call signs for all operational units, including supervisors.
- Focus on reducing and effectively managing planned and unplanned abstractions.
- Review the operational deployment of all specialist units.
- Enhance garda visibility by increasing the time spent out of garda stations.
- Develop a range of indicators to measure the effectiveness of deployment practices.

Operational Resource and Deployment Audit

Addendum A of this report examines an Operational Deployment and Workload Analysis Survey that was conducted in August 2014 by the Garda Síochána, on behalf of the Inspectorate. The results of the survey and the workload analysis identified a number of inconsistencies in the availability of resources and in various deployment practices. The Inspectorate believes that the audit was a useful exercise to show the numbers of garda members on duty at specific times. This is a process used in many police services to ensure that there are sufficient numbers of people, with the right skills on duty at any given time to manage the various demands on services.

This type of audit should be conducted on a regular basis to identify inconsistencies, strengths and any potential weaknesses in the deployment of operational garda resources.

Recommendation 2.7

The Inspectorate recommends that the Garda Síochána conducts an audit every four months to review deployment practices, in order to ensure that sufficient numbers of staff with appropriate skills are on duty at all times. (Short term)

Effective Rosters

This review and the *Crime Investigation* inspection has endorsed the need to create multiple rosters that best meet the operational and non-operational needs of garda units. Operational deployment critically requires the right numbers of people on duty at the right times, with the right skills, in places where they are most needed.

Every roster must balance the needs of policing and deliver the best possible service, while also taking into account the health, welfare and safety of staff. This can be achieved by developing rosters that place people on duty at times of most need and that comply with the European Working Time Directive. Addendum B to this chapter examines the Westmanstown roster in more detail and assesses the impact of the roster on operational deployment of garda resources. The addendum also identifies the strengths and weaknesses of the previous and current garda rosters and looks at rosters in use in other police services.

The Inspectorate understands the complexities and intricacies of designing and implementing rosters for an entire police organisation. A roster needs to be suitable to the area that is policed and must be sufficiently flexible to cater for the various demands on policing. In Ireland, a roster must be designed to address the very different policing demands of serious crime investigation by national units and also the varying crime and disorder challenges found in both urban and rural areas.

Westmanstown Roster

In April 2012, a new Westmanstown pilot roster was introduced. This roster has two distinct patterns, the first of which is a core roster for front-line policing units that need to be on duty 24/7. This roster is primarily based on working six ten-hour days, followed by four days off.

Secondly, a non-core roster for units that do not need to work the full 24/7 hours, but provides some coverage until 04:00 hours.

A Working Time Agreement (WTA) between the Garda Commissioner and the representative associations led to the introduction of this roster. Any changes to this roster must be agreed through the WTA process. The WTA provides some flexibility for duty changes in the case of an exceptional event, such as a terrorist act, an extraordinary event such as a state visit or exigencies of duty, such as a serious crime or to preserve life.

Advantages with the Roster

This roster provides additional members at certain times of the week to assist with policing demands in the form of overlap shifts. Certainly, providing additional members at weekends helps divisions with a night-time economy and with issues such as public disorder. For some divisions, having additional members on duty during the day can help to tackle crimes such as theft from shops, robberies and theft from the person. Other divisions have used overlaps to conduct proactive operations such as road side check points.

Many garda members informed the Inspectorate that, from a personal perspective, they like working the roster as it provides a much better work/life balance than the previous roster.

Challenges with the Roster

Prior to the introduction of the new roster a number of concerns were raised by all ranks, including the creation of an additional fifth regular unit and the availability of sufficient numbers of supervisors.

The introduction of the Westmanstown roster required the creation of a fifth regular unit to deal with response calls. At this time, instead of creating a new unit with additional staff, which were not made available, many districts had little choice but to take members from existing regular and specialist units to create the extra unit. Overnight, this diluted many regular and specialist unit strengths across the 96 districts and created difficulties in providing sufficient resources to respond to calls for service. Removing people from specialist units has also impacted on garda deployment in other areas such as community policing.

During divisional workshops conducted by the Inspectorate, supervisors reported difficulties in providing sufficient resources to manage the high level of calls received from the public. The roster has also greatly reduced the availability of resources for proactive patrolling and activity that could prevent crimes from occurring.

Introducing a new fifth unit also created supervision difficulties, with insufficient numbers of uniformed and detective sergeants available to be assigned full-time to all operational units. With regards to work activity, members acknowledged that the four-day break can sometimes impact negatively on victim contact, crime investigation, case management and general continuity.

During visits to national units, the Inspectorate was provided with information that showed the impact of the roster was different across the many individual units. In some operational units, the roster had greatly reduced their availability. Other national units highlighted inflexibilities within the roster and this sometimes created problems in addressing gaps, such as providing cover on night duty. The Inspectorate found many people in national and headquarters units that are working rosters that place those resources on duty, at times and on days when there is not an operational need. Some mainly office-based national units did not feel that the roster was impacting on operational performance, but the Inspectorate did not share the view that people in these roles needed to work the full range of shifts, including late at night and on weekends.

As part of the Westmanstown roster, overlaps are built into many of the shifts, which provide additional staff at certain days and times of the week. This includes an overlap on Tuesdays and Wednesdays between 12:00 and 17:00 hours and others on Thursday to Saturday evenings and through to the early hours of the morning. Overlaps can assist the management of busy call demand periods and provide proactive policing opportunities, such as conducting road checkpoints and providing greater visibility. During garda workshops conducted by the Inspectorate, it was clear that the more rural divisions did not view that the overlaps provided people at the right time and described it as unnecessary to have additional staff on duty every Tuesday or Wednesday. Good supervision also needs to be in place to ensure that those on overlap shifts go out on patrol. Senior gardaí raised this as an area of concern where those on overlaps can remain in stations and do not always go out on patrol to provide that increased visibility and to

help with calls for service. While overlaps were introduced as part of this roster, the issue of members not going on patrol is a supervision issue.

Rosters in other Police Services

As part of this review, the Inspectorate examined the garda roster in detail and also explored rosters operating in other police services. The key findings of the examination are contained in Addendum B in this chapter. A common theme in the rosters examined in other police services was the existence of multiple rosters that allowed flexibility depending on the work demands of the unit. This included different rosters for response units, detectives and community-based teams. Multiple rosters with variable hours can enhance policing presence during high workload periods. Police services also set minimum staffing levels for key operational units that ensure sufficient levels of staff are available at certain times and on certain days of the week. Other police services use many different rosters and there is no single, universal roster that is widely used. In designing new rosters, many police services have identified the needs of the public, the needs of the police service and the needs of individual officers and police staff as key priorities.

Most police services operate rosters with a variation of eight, nine and ten-hour days. The longer the hours worked in a day, the fewer days that a person will be at work. For some roles, longer days may provide suitable coverage such as call takers or response policing units. However, in the case of response units, longer hours can only be effective if those units do not have other responsibilities, such as the investigation of serious crime. For some roles, such as detectives, it is more effective to have shorter working days and for those resources to be available on more days of the week.

Principles

The Inspectorate believes that there are certain principles that should be adopted in all rosters and particularly for operational units. The principles should include:

- Rosters must be developed that place people on duty at times of most need.
- Time should be available to conduct briefings and debriefings.
- Training needs to be either built into the roster or the training schedule needs to be adapted to deliver training around the hours of the roster.

- Agreed staffing levels need to be in place to take into account the policing demand profile at different times and days of the week.
- Rosters must comply with the European Working Time Directive and take into account the health and well-being of members.

Multiple Rosters

With multiple units operating at different levels of the Garda Síochána and finite resources, a roster that reduces the numbers of people at work each day or places resources on duty when they are not required will negatively impact on the ability of a police service to provide a high quality of service. To maximise the use of all resources, the Garda Síochána must develop multiple rosters that deploy members effectively and efficiently on specific units where and when they are required for the specific police functions.

The main response capability for 999 and other calls for service are provided by regular units. At the time of the Operational Deployment Survey, there were over 5,400 individuals of garda rank attached to these units. The Inspectorate believes that this cohort needs to have a roster that is specifically tailored to their work. The *Crime Investigation* report included a recommendation to review the role and deployment of regular units and to develop a new model of response policing. This needs to be accompanied by a bespoke roster that ensures the most effective deployment of those resources.

The Garda Síochána also needs a non-core roster for those involved in criminal investigations at national, regional and divisional levels and rosters for other specialist units such as the National Surveillance Unit that optimises deployment opportunities. In addition, the Garda Síochána needs to address the current position where units and individuals within units are working extended hours and it is not supported by a business need.

The current garda roster has negatively impacted on the operational deployment of garda resources and needs to be replaced with multiple rosters and work schedules that match resources to the various policing demands. This review is recommending a number of significant structural changes, including the amalgamation of national units and garda divisions. It has also identified significant gaps in establishing a full picture of the various demands on garda services. The

Inspectorate believes that the Garda Síochána needs to create a demand-led roster that places people on duty at the times that most closely match their workload profile.

The Garda Síochána is currently reviewing the operation of the Westmanstown roster. To assist this process, the Inspectorate has examined the merits of several rosters in operation in other police services. The Inspectorate believes that the key issues raised in this chapter and in Addendum B can help the Garda Síochána as part of its on-going review of the Westmanstown roster. The principles identified by the Inspectorate in this section and the following recommendation should be applied to that review.

Recommendation 2.8

The Inspectorate recommends that the Garda Síochána develops multiple rosters that optimise the deployment of all garda resources and specifically includes: (Short Term)

- A response policing roster that ensures the most effective and efficient response to calls for service.
- Rosters that optimise the operational deployment of national, regional and divisional units involved in proactive operations and criminal investigations.
- Rosters that optimise the operational deployment of local and specialist units such as traffic and community policing.
- Non-operational rosters for those units at all levels that do not need to work extended hours.
- Adhering to the principles highlighted in Chapter 2, Part III.

Implementation Outcomes

The main aim of the recommendations in this chapter is to enhance the deployment of garda resources at national, regional and divisional levels. The Garda Síochána has an excellent opportunity to reshape the delivery of front-line policing services in a far more efficient and effective way. By maintaining a certain number of suitably skilled people on duty, the Garda Síochána should have the capacity and resource capability to respond appropriately to the majority of incidents that occur.

Implementation of the recommendations will result in:

- A new divisional model of policing.
- A reduced number of garda divisions.
- Implementation of a functionality model at all levels of the organisation.

- Creation of a resource allocation formula that allocates all garda resources based on policing demands.
- Development of multiple rosters that place people on duty at the times when they are most needed.
- An increased proportion of total garda resources deployed to front-line services.
- Increased levels of garda visibility, accessibility and responsiveness.
- Creation of a more lean, agile and mobile police service.
- National support service resources that are deployed on a regional basis, to provide timely support to garda divisions.
- More efficient management of calls for service and other policing demands.
- The delivery of better services to local communities and those that need to access garda services
- Reductions in management and back-office support functions, releasing resources to the front line.

The Garda Síochána must become a more agile and responsive police service that assigns sufficient numbers of staff on front-line services in order to provide greater visibility, to focus on preventing crimes from occurring and to protect communities from harm.

CHAPTER 2: ADDENDUM A

OPERATIONAL DEPLOYMENT SURVEY AND WORKLOAD ANALYSIS

Many police organisations conduct operational deployment assessments to check that there are sufficient numbers of police officers and police staff on duty to manage the various demands on services. It is equally important to ensure that the people on duty have the right skills and experience to respond to the various policing demands and are able to deal with an unexpected serious incident. A major challenge for any police service is the ability to deal with an unexpected incident or major event and to have sufficient numbers of people, with the right skills, on duty at the time to deal effectively with that incident. This is often referred to as resilience. By maintaining a certain number of suitably skilled people on duty, a police service should have the capacity and resource capability to respond appropriately to the majority of incidents that occur.

On behalf of the Inspectorate, the Garda Síochána conducted a national survey of the operational resources on duty and on patrol during two days in August 2014. This was completed in each district across all 28 operational garda divisions.

The objective of the survey was to provide “a moment in time” picture of the levels of members in operational divisions carrying out front-line policing duties and particularly those on patrol duties.

Patrol is a very important function in operational deployment and the Garda Síochána has a significant challenge to ensure that there are sufficient resources on duty 24/7 across Ireland to protect communities from harm. Primarily, patrol is a function performed by uniformed gardaí with responsibility for the following:

- Providing visibility and reassurance to local communities.
- Responding to 999 and non-emergency calls.
- Preventing crime and anti-social behaviour.
- Public engagement.

Patrol is also supported by other garda specialist units that are not always in uniform and, while less visible, this type of deployment is important in preventing crime and disorder.

To allow for more detailed analysis of front-line deployment, the Inspectorate selected four divisions, Cork City, Dublin Metropolitan Region (DMR) West, Galway and Tipperary for examination. The first three divisions were visited by the Inspectorate as part of this review and Tipperary was selected to provide a more even balance between rural and urban divisions. Additionally, the Inspectorate requested

all available call data⁸ for the selected divisions for 24 hour periods around the time of the surveys. The Inspectorate also requested details of specific garda-generated reports including PULSE incident records, search records, intelligence records and prisoner logs; which together with the call data, provided a “snapshot” of the patrol workload for these divisions on the two days examined.⁹

The Surveys

The surveys took place on Tuesday, 26th August, 2014 at 11:00 and Saturday, 30th August, 2014 at 23:00. To provide comparable data, the first survey day selected was a Tuesday and at a time when there was no overlap shift on duty. Overlap shifts are built into the garda roster to provide additional personnel at certain periods of the day that work across the times of other shifts. This provides additional resources for deployment at different times and days of the week. The second survey took place on a Saturday at a time that included an overlap shift. In this case, the first shift came on duty at 17:00 to work until 03:00, and a second shift came on duty at 21:00 to work through until 07:00 the following day. The additional resources are available from 21:00 to 03:00.

A template created by the Inspectorate was forwarded to all 96 garda districts (See Appendix 7) with a request to complete the surveys on the days in question. An information and instruction leaflet was attached to the template and members of the Inspectorate team were on call to provide assistance in the completion of the survey form. The survey was designed in two parts: firstly, to identify the numbers due to come to work (rostered for duty) and those that actually came on duty on those

8 Call data includes all 999 and non-emergency calls received from members of the public at all districts in the four divisions selected

9 Prisoner logs are created on PULSE and record brief details of those persons detained at garda stations.

two days. The second part of the survey was designed to establish the type of duty performed by the people that attended for work. The survey also collected information on personnel in administrative and non-operational posts in each district.

Due to the absence of a garda resource deployment/management IT system that captures these types of data, it was necessary for the survey to be manually completed. This process provided a number of challenges in collecting information from 96 districts in a consistent and accurate manner and despite a quality assurance exercise, the data returned still had minor errors. However, despite some inconsistencies, the Inspectorate believes that the data is of a sufficient quality to provide a good picture of the numbers of members available and an insight into the deployment of resources at the operational level.

Analysis

In conducting the analysis, the Inspectorate examined a number of important areas including:

- Results from all garda divisions and districts.
- More detailed analysis of the four selected divisions.
- Availability of particular resources such as regular, detective and community policing units.
- Analysis of deployment types, such as patrol and station duties.
- Availability of sergeants, inspectors and superintendents.

Background to Survey Results

For the purposes of analysis, the Inspectorate identified the survey completed on the Tuesday as the 'Day' survey and the Saturday as the 'Night' survey. The Night survey included the overlap shift that provided additional members between 21:00 and 03:00. Depending on the location of a division, demands on policing services on certain days of the week can be very different. Traditionally in policing, Saturday night is one of the busiest times of the week, particularly for public order incidents, noisy parties and other similar incidents. The current roster was frequently described to the Inspectorate as a public order roster that provides more members at night time from Thursday to Saturday to tackle disorder issues.

Overall Results

This section looks at the number of garda members assigned to all 28 divisions up to and including the superintendent rank. The total number of all members

assigned to divisions was reported as 10,789 at the time of the Day survey and 10,752 for the Night survey. While this slight difference in numbers could be due to retirements or transfers that took place between the two dates, it is more likely that there is a small error rate in the information provided to the Inspectorate. Despite some variances in the data provided, it still provides insight into the available resources of the Garda Síochána and has not impacted on the overall results identified in this analysis.

Figure 2.17 shows a breakdown of the total numbers of members across all divisions that were rostered for duty on both survey days. The number of members rostered for duty and the actual number that come on duty will always have a significant variance rate due to abstractions that include other operational duties, training courses, annual leave or sickness. In this analysis, the 'rostered for duty' section of the figure shows the overall numbers and percentages of members of all ranks that were rostered to work. In the Day survey, 2,783 members were rostered for duty and 3,476 members were rostered for duty on the Night survey. The results from the Day and Night surveys are displayed together for comparison purposes.

After each piece of analysis, the key results are identified and at the end of this section, there is a summary of the overall results of the surveys.

Figure 2.17 Operational Deployment Survey - All Divisions - All Ranks

Operational Deployment All Divisions				
Deployment	Day Numbers	Day %	Night Numbers	Night %
Total strength all divisions	10,789		10,752	
Total rostered for duty	2,783	26%	3,476	32%
Total rostered on duty	2,201	79%	2,153	62%
Total on patrol	877	40%	1,377	64%
Total at court	66	3%	0	0%
Total training	21	1%	1	0%
Total deployed escort duty	35	2%	6	0.3%
Total deployed public office, custody or communications room	300	14%	324	15%
Total deployed case files or crime enquiries	295	13%	174	8%
Total deployed other duties	634	29%	279	13%

Source: Deployment Survey data from the Garda Síochána, analysis by the Garda Inspectorate

Results

Garda rosters are set well in advance and duties within that roster are fixed for set periods. There are flexibilities for late duty changes in the case of exceptional and extraordinary events and for exigencies of duty such as a serious crime.

The Garda Síochána normally operates a 25% abstraction rate from duty and would not ordinarily allow a greater percentage of the overall staff to be absent from duty. This allows people to apply for various forms of leave entitlements, while still maintaining sufficient numbers to provide an effective policing service. Leave must be authorised in advance and this will reduce the numbers of people who actually come on duty on a given day. There are other abstractions that are not always authorised in advance, such as sickness absence that will further reduce the numbers of people that come on duty on a particular day.

With an overlap shift on the Saturday, the survey shows that 32% of all members were rostered to be on duty compared to 26% on the Tuesday. While this is consistent with the additional resources due to the presence of an overlap shift, the survey identified that on the Tuesday 79% of those rostered to work actually came on duty as opposed to only 62% on the Saturday night. In effect, there was very little difference in the actual numbers of members on duty during each period, with 48 fewer members on duty on the Saturday night. Some of this difference could be explained by a number of back-office support functions that operate during the day but not at weekends or late at night. As explained earlier, the majority of non-attendance on the Night survey will be those people who are authorised to be off duty on leave and those who are on sickness absence. The survey does not capture why 1,323 members (38%) rostered for duty on the Night survey did not actually attend for duty and this is an area that the Garda Síochána should explore.

With regard to those shown as other duties, the following results are worthy of note for the Day survey. A total of 3% of all members were at court, 1% are shown as engaged in training and 2% of members were on escort duties.

With regard to those assigned to non-patrol duties, the following results are noteworthy:

- 13% of those on duty were engaged on case files or crime enquiries during the Day survey and 8% for the Night survey.

- Public office, custody and communications accounted for a significant percentage of total members on duty, 14% for the Day survey and 15% for the Night survey.

The deployment of members to public office, custody and communications duties features strongly in Chapter 2 and this survey shows that a total of 300 members were deployed on those duties on the Day survey and 324 at Night. This does not include resources deployed in the DMR Centralised Command and Control Centre that manages all deployments to 999 calls for the six Dublin divisions. An indication of high numbers of members across all divisions deployed to these duties supports the recommendations made by the Inspectorate to move to a much smaller number of command and control centres. The Inspectorate believes that operating these types of functions from 28 divisions, and for some functions from 96 districts, is inefficient and unnecessarily reduces the numbers of members that are available for patrol duties.

Patrol Deployments

Figure 2.18 breaks down the deployment of those on patrol by the type of duty conducted.

Figure 2.18 Patrol Deployments - All Divisions - All Ranks

Operational Deployment Survey - All Members on Divisions		
Patrol Deployment	Day	Night
Total on patrol	877	1,377
Number of vehicles on patrol	440	594
% patrolling in vehicles	83%	76%
% on foot patrols	13%	20%
% on cycle patrols	2%	1%
% patrolling that were unaccounted for in survey returns	2%	3%

Source: Deployment Survey data from the Garda Síochána, analysis by the Garda Inspectorate

Results

A positive outcome was an increased number of people on patrol on the Saturday night with 500 more members on patrol than on the Day survey. Another positive outcome was the fact that 64% of those on duty on the Night survey were actually on patrol as opposed to only 40% in the Day. The majority of resources on patrol were in vehicles. The Night survey shows a significant increase in the number of members on foot patrol, which is probably linked to the availability of an overlap shift. On the Tuesday, 8% of all Garda resources were on patrol at the time of the survey, compared with 13% on the Saturday. Of those on patrol

during the day, 87% were in vehicles compared to 76% at night. A very small proportion of overall resources were on cycle patrols.

The Inspectorate believes that the Garda Síochána should consider the results of this survey and identify the reasons for the apparent lower rate of patrolling during the day and explore opportunities to increase the proportions of resources that are deployed on foot and cycle patrols. Garda visibility and engagement with the public is more likely to be effective with members who are on foot or cycle patrol as opposed to those who are patrolling in vehicles.

Deployment by Rank

This section looks at the operational deployment of the main garda ranks that account for the majority of resources that are available for deployment. In particular, it examines the operational deployment of the garda rank, who account for the highest number of members at 8,940. The operational deployments of the three main garda supervisory ranks of sergeant, inspector and superintendent are also examined.

Garda Rank

A garda is the resource most likely to be deployed to patrol duties. Figure 2.19 shows the deployment of all gardaí across all divisions. On the Day survey, 1,707 were on duty, compared to 1,809 on the Night survey.

Figure 2.19 Garda Rank Deployments - All Divisions

Operational Deployment Survey - Garda				
Deployment	Day Numbers	Day %	Night Numbers	Night %
Total strength	8,940		8,905	
Total on duty	1,707		1,809	
Total patrolling in vehicles	692	41%	979	54%
Total on foot patrol	95	6%	225	12%
Total on cycle patrol	19	1%	16	1%
Total patrolling unaccounted for in survey returns	12	1%	26	1%
Total at court	45	3%	0	0%
Total training	10	1%	1	0%
Total deployed on escorts	30	2%	6	0%
Total deployed public office, custody or communications room	245	14%	261	14%
Total deployed case files or crime enquiries	211	12%	120	7%
Total deployed other duties	366	21%	173	10%

Source: Deployment Survey data from the Garda Síochána, analysis by the Garda Inspectorate

Results

There were 102 more gardaí on duty on the Night survey. Due to the overlap shift, the Inspectorate expected to see more significant increases in the numbers of gardaí on duty at this time. On a positive note, there were 414 more gardaí on patrol at night. Other key points from the analysis include:

- 49% of all garda resources on duty on the Day survey were on patrol, compared to 68% on the Night survey.
- On both days 14% of all gardaí were deployed to station posts such as public offices, custody and communications.
- 1% were on cycle patrols.
- 95 (6%) of those on patrol were on foot patrol during the day, compared to 225 (12%) on foot patrol at night.
- On the Day, 33% were deployed on case files, crime enquiries and other duties, compared to 17% on the Night.

Sergeant Rank

Sergeants are first line supervisors and have responsibility for front-line supervision of operational deployments. On the Day survey, 344 sergeants were on duty, compared to 304 on the Night survey. Figure 2.20 examines the deployment of all sergeants across all divisions.

Figure 2.20 Sergeant Deployments - All Divisions

Operational Deployment Survey - Sergeants				
Deployment	Day Numbers	Day %	Night Numbers	Night %
Total Strength	1,550		1,550	
Total on duty	344		304	
Ratio of gardaí to sergeants on duty	5 to 1		6 to 1	
Ratio of gardaí to sergeants on patrol	15 to 1		10 to 1	
Total patrolling in vehicles	34	10%	70	23%
Total on foot patrol	18	5%	50	16%
Total patrolling unaccounted for in survey returns	4	1%	8	3%
Total at court	19	6%	0	0%
Total training	9	3%	0	0%
Total deployed on escorts	5	1%	0	0%
Total deployed public office, custody or communications room	52	15%	62	20%
Total deployed case files or crime enquiries	69	20%	41	13%
Total deployed other duties	140	41%	80	26%

Source: Deployment Survey data from the Garda Síochána, analysis by the Garda Inspectorate

Results

The ratio of gardaí to sergeants features prominently in Chapter 3 Part III Leadership and Supervision. In this analysis, the overall ratio for those on duty is consistent with international norms, with gardaí to sergeant ratios of 5 to 1 during the Day and 6 gardaí to 1 sergeant at Night. However, the analysis shows that on patrol the ratios were not consistent at 15 gardaí to 1 sergeant during the Day and 10 to 1 at Night. Despite fewer sergeants actually on duty on the Night survey, 128 were on patrol as opposed to only 56 during the day.

Other key results from the analysis include:

- 16% of sergeants on duty were on patrol on the Day as opposed to 42% at Night.
- 61% of sergeants on the Day and 39% on the Night were deployed on case files, crime enquiries and other duties.
- 15% of all sergeants on the Day and 13% at Night were deployed in public office, custody or communication room duties.

Although all 96 districts had one or more sergeants on duty at the time of the Night survey, 24 districts had no sergeant on patrol at that time.

Inspector Rank

Inspectors are considered to be front-line supervisors and also have overall responsibility for supervision of operational deployments. Only a few divisions attach inspectors to regular units and those individuals would have a patrol function. On the Day survey, 91 inspectors were on duty, compared to 28 on the Night survey. Figure 2.21 examines the deployment of all inspectors across the 28 divisions.

Figure 2.21 Inspector Deployments - All Divisions

Operational Deployment Survey - Inspector				
Deployment	Day Numbers	Day %	Night Numbers	Night %
Total strength	205		203	
Total on duty	91		28	
Total patrolling in vehicles	1	1%	0	0%
Total on foot patrol	1	1%	2	7%
Total unaccounted for on patrol	1	1%	1	4%
Total at court	2	2%	0	0%
Total training	1	1%	0	0%
Total deployed public office, custody or communications room	2	2%	0	0%
Total deployed case files or crime enquiries	12	13%	12	43%
Total deployed other duties	73	80%	15	54%

Source: Deployment Survey data from the Garda Síochána, analysis by the Garda Inspectorate

Results

Although 28 inspectors were on duty at Night, fourteen of the 28 divisions had no inspectors actually working. The absence of an inspector was more prevalent in rural divisions. Four divisions reported that three or more inspectors were on duty during the Night survey.

Other key points from the analysis include:

- Three inspectors were on patrol during the Day and Night surveys.
- 93% of inspectors on the Day and 97% on the Night were deployed on case files, crime enquiries and other duties.

Analysis indicates an absence of inspectors deployed in patrol supervision roles and particularly at night time. This gap was also identified in the *Crime Investigation* report which contained a recommendation to ensure that at least one patrol inspector should be on duty 24/7 at each garda division. A division with an inspector at work has a designated person at a senior rank who is in overall charge of policing services. The Inspectorate believes that an inspector should always be assigned with patrol supervision responsibilities and be available to support sergeants and gardaí.

Superintendent Rank

Superintendents in operational garda divisions are predominately assigned as district officers within those divisions. While identified as the key leader in a district, an absence of sufficient sergeants and inspectors often results in a superintendent dealing with front-line supervisory issues. While patrol is not a main function of garda superintendents, it is an activity that the Inspectorate has previously advocated to provide visibility and leadership to their staff.

On the Day survey, 59 superintendents were on duty, compared to twelve on the Night survey. Figure 2.22 examines the deployment of superintendents across all divisions.

Figure 2.22 Superintendent Deployments - All Divisions

Operational Deployment Survey - Superintendents				
Deployment	Day Numbers	Day %	Night Numbers	Night %
Total strength	94		94	
Total on duty	59		12	
Total on patrol	0	0%	0	0%
Total at court	0	0%	0	0%
Total at training	1	2%	0	0%
Total deployed public office, custody or communications room	1	2%	1	8%
Total deployed case files or crime enquiries	3	5%	1	8%
Total deployed other duties	55	93%	11	92%

Source: Deployment Survey data from the Garda Síochána, analysis by the Garda Inspectorate

Results

- Of those superintendents on duty, 93% on the Day survey and 92% at Night were deployed on other duties.
- 13% of all superintendents were on duty for the Night survey.
- No superintendents were on patrol during the two surveys.

Deployments of Specific Units

This section looks at the garda resources that are deployed to three key pillars of policing, which are: responding to calls from the public; investigating crime; and community policing. In particular, it looks at the operational deployment of regular units, which are the main garda patrol resource, and detective units that have some responsibility for patrol, but mainly deal with the investigation of serious crime. Finally, this section looks at community policing gardaí and garda reserves that are available for patrol duties, call response and community engagement deployments. To increase the presence of uniform patrols, garda reserves are an important and available resource that can help to manage the volume of calls received by the public and can also provide an additional level of visibility and reassurance to local communities.

Regular Unit Deployment

Regular units are the main responders to 999 and non-emergency calls for service received from the public and supply the majority of uniform resources that provide visibility and patrol on a daily basis. Units are currently deployed from individual garda stations within each division. Gardaí attached to regular units account for 50% of the total number of all ranks assigned to divisions and

account for just over 60% of all gardaí. On the Day survey, 759 regular unit gardaí were on duty, compared to 1,242 on the Night survey. This increase is clearly linked to the overlap shift. Figure 2.23 examines the deployment of all regular unit members of the garda rank across all divisions.

Figure 2.23 Regular Unit Patrol Deployments - All Divisions - Garda Rank

Operational Deployment Survey - Regular Unit Gardaí				
Deployment	Day Numbers	Day %	Night Numbers	Night %
Total strength	5,416		5,448	
Total on duty	759		1,242	
Total patrolling in vehicles	367	48%	633	51%
Total on foot patrol	50	7%	189	15%
Total on cycle patrol	3	0.4%	9	1%
Total patrolling unaccounted for	3	0.4%	9	1%
Total at court	12	2%	0	0%
Total training	5	1%	1	0%
Total deployed on escorts	11	1%	4	0%
Total deployed public office, custody or communications room	200	26%	253	20%
Total deployed case files or crime enquiries	40	5%	61	5%
Total deployed other duties	68	9%	75	6%

Source: Deployment Survey data from the Garda Síochána, analysis by the Garda Inspectorate

Results

Only 56% of all regular unit gardaí on duty were on patrol on the Day survey compared to 68% at Night. A total of 423 gardaí were on patrol during the Day survey and 840 during the Night survey. Regular unit gardaí accounted for 61% of all resources on patrol.

Other key results from the analysis include:

- 26% of all regular unit gardaí on the Day and 20% at Night were deployed in public office, custody or communication room duties.
- Abstractions for court, training and escorts accounted for 4% of all gardaí on the Day survey.
- Abstractions for case files, crime enquiries or other duties accounted for 14% on the Day survey and 11% on the Night survey.

Abstractions from patrol accounted for 44% of all regular unit gardaí on the Day survey and 31% on the Night survey. This appears to be a significant abstraction from the core function of responding to calls for service. Regular units generally provide the first response to calls from the public

for police services and need to be released from abstractions and other duties to concentrate on their main function of response. Later in this Addendum, the Inspectorate examines how the four selected divisions managed calls for service over a 24-hour period. That examination shows that at certain periods of times divisions had insufficient resources to deal with the volume of calls received.

Detective Deployment

Divisions have a number of garda resources assigned to detective duties and are usually assigned on a district basis. Detectives are used to investigate the more serious crimes that occur and to assist other gardaí with criminal investigations. To assist detective units some gardaí, referred to as detective aides (not formally appointed as detectives), are often assigned from other units. In this analysis, detectives and detective aides are combined together to give an overall total on detective duties. On the Day survey, 280 detectives were on duty, compared to 166 on the Night survey. Figure 2.24 examines the deployment of all detectives.

Figure 2.24 Detective Deployments - All Divisions-Garda Rank

Operational Deployment Survey – Detective Gardaí				
Deployment	Day Numbers	Day %	Night Numbers	Night %
Total strength	1,102		1,075	
Number rostered for duty	372		298	
Total on duty	280		166	
Total patrolling in a vehicle	132	47%	129	78%
Total on foot patrol	5	2%	2	1%
Total unaccounted for on patrol	1	0%	6	4%
Total at court	8	3%	0	0%
Total deployed public office, custody or communications room	2	1%	0	0%
Total deployed case files or crime enquiries	116	41%	19	11%
Total deployed other duties	17	6%	10	6%

Source: Deployment Survey data from the Garda Síochána, analysis by the Garda Inspectorate

Results

A total of 49% of all detectives were on patrol on the Day survey and a high total of 83% on the Night survey. The Inspectorate did not expect to see those high percentages of detectives on patrol duties and anticipated a far greater percentage on case files and crime enquiries. In an

analysis of call data, discussed later in this Addendum, the Inspectorate did not see a high level of detective unit deployments to calls for service.

Other key points from analysis include:

- 75% of all detectives rostered to work actually came on duty for the Day survey and only 56% for the Night survey.
- 41% of all detectives on the Day survey and 11% on the Night survey were deployed on case files and crime enquiries.
- 6% on both days were shown as other duties.
- 3% were at court on the Day survey.

Patrol is not the primary function of a detective, but they should be available to assist members who are patrolling or to attend serious crime scenes. Some garda divisions have task forces using non-detectives in unmarked police vehicles to tackle specific crimes such as burglary and to be available to attend calls where criminals may be about to commit a crime. While this is good practice, it is not a function that requires a trained detective. The patrol and deployment function of detectives and units that are not in uniform needs to be reviewed to ensure that best use is made of these resources.

Community Policing Unit Deployment

The importance of having dedicated community policing officers is fully discussed in Chapter 3 Part IV Customer Service and it also features in many areas of Chapter 2 Enhancing Operational Deployment Practices..

Dedicated community policing officers can help not only with responding to less serious calls received from the public, but importantly, they are a resource that can be deployed to problem solve long-term community issues. On the Day survey 540 gardaí are shown in Figure 2.25 assigned to community policing duties and 516 on the Night survey. Figure 2.25 examines the deployment of all community unit gardaí across all divisions on both survey days.

Figure 2.25 Community Policing Patrol Deployment – All Divisions – Garda Rank

Operational Deployment Survey - Community Policing Gardaí				
Deployment	Day Numbers	Day %	Night Numbers	Night %
Total strength	540		516	
Total on duty	85		99	
Total patrolling in vehicles	18	21%	31	31%
Total on foot patrol	30	35%	31	31%
Total on cycle patrol	16	19%	7	7%
Total patrolling unaccounted for	4	5%	2	2%
Total at court	0	0%	0	0%
Total training	0	0%	0	0%
Total deployed on escorts	3	4%	0	0%
Total deployed public office, custody or communications room	2	2%	3	3%
Total deployed case files or crime enquiries	0	0%	9	9%
Total deployed other duties	13	15%	17	17%

Source: Deployment Survey data from the Garda Síochána, analysis by the Garda Inspectorate

Results

A total of 85 gardaí were on duty across all divisions on the Day Survey and 99 on the Night survey. Of those on duty, 80% were on patrol at the time of the Day survey as opposed to 71% on the Night Survey. This reduced figure of patrolling at night is very different to the results found for other units in this category.

Other results include:

- 4% of all community gardaí on the Day survey were on escort duties.
- Abstractions for case files and crime enquiries accounted for no officers during the Day and 9% on the Night survey.
- 15% of all gardaí were shown as on other duties during the Day survey and 17% on the Night survey.

Overall analysis of the Day survey results shows that over one-third of all garda districts have no full-time community policing gardaí assigned. Of the 540 community policing gardaí shown as assigned across all divisions, 328 of those are assigned to the six DMR divisions. Of that 328 gardaí, 117 are assigned to one division alone. Outside of the DMR, Limerick Division has the next highest total of 50 gardaí, followed by Cork City with 27 and Waterford with twenty. The results also show that two rural garda divisions have no dedicated community policing gardaí and fourteen other rural divisions have ten or less assigned to these

duties. This analysis indicates that rural divisions have much smaller numbers of gardaí assigned to dedicated community policing units than urban divisions.

The Night survey shows that there were fourteen more community policing gardaí on duty than during the Day survey. Community policing gardaí officers need to be visible to the public for engagement and reassurance purposes and are more effectively deployed during day time and late evening hours.

Police services are often called back to the same location or to deal with the same people and regarding the same issues. Those officers assigned to response units, usually deal with the events faced on the day that they are called to an incident and do not always have the time or the resources to develop a long-term solution. Invariably, the next call received is dealt with by officers from another unit that have limited or no knowledge of previous incidents. Community policing officers can be tasked to find a long-term solution and will often engage other stakeholders including partner agencies. A long-term solution can remove the need for other officers to return in the future and the deployment of problem-solving officers can greatly assist to reduce call demand.

During visits to garda divisions and from attending community meetings, it was highlighted to the Inspectorate that community policing resources have been greatly reduced and that local communities are noticing the absence of regular contact with community gardaí. A recommendation with regard to community policing deployment is made in Chapter 3 Part IV Customer Service.

Garda Reserves

Garda reserves are a visible resource who patrol in uniform and are available for certain operational deployments. At present, reserves must be accompanied by a garda member and this greatly restricts the types of deployments that they can complete. Chapter 4 Part I Workforce Modernisation contains a recommendation and actions that are aimed at maximising the operational effectiveness of the garda reserves.

Figure 2.26 shows the results of the analysis of the data provided.

Figure 2.26 Garda Reserve Deployment - All Divisions

Operational Deployment Survey - Garda Reserves				
Deployment	Day Numbers	Day %	Night Numbers	Night %
Total strength	921		945	
Total on duty	4	0.4%	34	4%
Total patrolling in a vehicle	3	75%	9	26%
Total on foot patrol	1	25%	18	53%
Total unaccounted for on patrol	0	0%	0	0%
Total at court	0	0%	0	0%
Total deployed public office, custody or communications room	0	0%	5	15%
Total deployed case files or crime enquiries	0	0%	1	3%
Total deployed other duties	0	0%	1	3%

Source: Deployment Survey data from the Garda Síochána, analysis by the Garda Inspectorate

Results

A total of four reserves were on duty on the Day survey and 34 for the Night survey, across the whole country. The Inspectorate expected to see considerably more reserves on duty, particularly at the time of the Saturday Night survey. Reserves come on duty at various times and days of the week and some divisions use reserves as part of a policing operation such as a concert or sporting event. It may be the case that some reserves were on duty on the day of the survey but not at the time it was conducted. At the time of the Night survey, three of the main city centres in Ireland had no reserves on duty.

The low number of reserves on duty and the limited numbers deployed into the main city centres in Ireland would be of particular concern, if it is a regular trend. Reserves should be on duty at busy times, such as a Saturday night to help with public disorder and other similar incidents. The Inspectorate views the number of reserves on duty as very low and a lost opportunity to help with calls for service and high-visibility garda patrolling. All four reserves on the Day survey were on patrol, compared to 27 at Night, with the other seven deployed to other duties.

Selected Divisions

To explore the deployment survey data further, the Inspectorate selected the same four garda divisions that were used to examine supervisory ratios in Chapter 3 Part III Leadership and Supervision. This included the three divisions visited by the Inspectorate to conduct garda workshops as part of this review. As previously highlighted, Tipperary Division was selected to provide a more even balance between rural and urban divisions for comparison purposes. The following analysis examines the selected divisions and contrasts the results of the four divisions against each other and also against the totals for all 28 garda divisions. Variations of high and low percentages of deployments are highlighted in all of the following figures for comparison purposes. For analysis purposes, the Day and Night duty survey results are separately presented.

Deployment of Garda Members

The following section examines the data provided for the total number of garda resources attached to each selected division, how many rostered for duty actually presented for duty and what tasks they were allocated. The two urban divisions of Cork City and the DMR West have significantly higher numbers of members than the other two rural divisions.

As highlighted in Chapter 2, those divisions with fewer numbers of members also have to provide staff to cover the same basic policing services of public offices, control rooms and custody facilities. In contrast, those divisions with more members have greater opportunities for higher levels of visibility and generally more available resources for deployment. Figure 2.27 shows the total deployment of all garda members across the four divisions.

Figure 2.27 Garda Deployments in Selected Divisions – Day Survey

All Garda Members – Day Survey						
Deployment	Cork City	DMR West	Galway	Tipperary	Four Division Total	National Total
Divisional strength	671	705	455	406	2,237	10,789
Number rostered for duty	186	174	143	84	587	2,766
Total rostered for duty	28%	25%	31%	21%	26%	26%
Total rostered on duty	82%	80%	85%	80%	82%	80%
Patrol	32%	40%	45%	49%	40%	40%
Court	0%	6%	6%	1%	3%	3%
Training	1%	1%	1%	0%	1%	1%
Escort duty	1%	3%	0%	3%	2%	2%
Public office, custody or communications room	37%	11%	10%	10%	19%	14%
Case files or crime enquiries	14%	19%	12%	15%	15%	13%
Other duties	14%	21%	27%	28%	22%	29%

Source: Deployment Survey data from the Garda Síochána, analysis by the Garda Inspectorate

Results

There are significant variations within the four divisions. For example, only 21% of all members in Tipperary were rostered for duty during the day, compared to 31% in Galway. Galway had a significantly higher proportion of members that actually came on duty.

Other key results from analysis include:

- There were significant variations in the percentage on patrol ranging from 32% of those on duty in Cork City to 49% in Tipperary.

- With 37% of members deployed in the public office, custody or the communications room, Cork was much higher than the other divisions.
- Those on other duties also showed considerable differences, ranging from 14% of members in Cork City to 28% in Tipperary.
- The two rural divisions had the highest proportion of members on patrol and the highest shown as other duties.

Figure 2.28 provides the same type of analysis for the Night survey.

Figure 2.28 Garda Deployments in Selected Divisions – Night Survey

All Garda Members – Night Survey						
Deployment	Cork City	DMR West	Galway	Tipperary	Four Division Total	National Total
Divisional strength	671	698	451	415	2,235	10,752
Number rostered for duty	203	236	176	117	732	3,475
Total rostered for duty	30%	34%	39%	28%	33%	32%
Total rostered on duty	66%	58%	74%	72%	67%	62%
Patrol	58%	53%	63%	77%	61%	64%
Court	0%	0%	0%	0%	0%	0%
Training	0%	0%	0%	0%	0%	0%
Escort duty	0%	0%	0%	2%	0%	0.3%
Public office, custody or communications room	15%	19%	14%	12%	15%	15%
Case files or crime enquiries	11%	17%	9%	4%	11%	8%
Other duties	16%	11%	15%	6%	12%	13%

Source: Deployment Survey data from the Garda Síochána, analysis by the Garda Inspectorate

Results

Tipperary had the lowest proportion of members rostered for duty and Galway the highest with 39%. Unlike the Day survey, where there was a 5% difference in the proportion of members that actually attended for duty, the Night survey had a 14% difference ranging from 58% in the DMR West to 74% in Galway. The national average was 62%.

Other key points from analysis include:

- There were significant variations in the percentage of members on patrol, ranging from 53% in the DMR West to 77% in Tipperary.
- Other duties also showed considerable differences, ranging from 6% in Tipperary to 16% in Cork City.
- Rural divisions had the highest percentages of members on patrol.

Patrol Deployment

The following section is focused on patrol deployment with particular emphasis on garda and sergeant ranks and how they were deployed across the four divisions.

Garda Deployments

Figure 2.29 looks at the deployment of garda resources across the four divisions on the Day survey.

Figure 2.29 Garda Rank Deployments in Selected Divisions - Day Survey

Day Survey – Garda						
Deployment	Cork City	DMR West	Galway	Tipperary	Four Division Total	National Total
Total on duty	115	113	93	51	372	1,707
% on patrol	39%	48%	52%	55%	48%	48%

Source: Deployment Survey data from the Garda Síochána, analysis by the Garda Inspectorate

Results

- There are significant variations in the proportion of gardaí that were on duty and on patrol ranging from 39% in Cork City to 55% in Tipperary.
- Both rural divisions had a greater percentage of gardaí on patrol.

Figure 2.30 looks at the same deployment at the time of the Night survey

Figure 2.30 Garda Rank Deployments in Selected Divisions – Night Survey

Night Survey – Garda						
Deployment	Cork City	DMR West	Galway	Tipperary	Four Division Total	National Total
Total on duty	113	118	103	74	408	1,809
% on patrol	65%	60%	71%	78%	67%	67%

Source: Deployment Survey data from the Garda Síochána, analysis by the Garda Inspectorate

Results

- There are significant variations in the proportion on patrol with the DMR West at 60% of all gardaí and Tipperary with 78%.
- Both rural divisions had a greater percentage of gardaí on patrol.
- Cork City had more members of garda rank on duty on Tuesday at 11:00 than at 23:00 on Saturday night.

Sergeant Deployments

Figure 2.31 looks at the deployment of sergeants across the four divisions on the Day survey.

Figure 2.31 Sergeant Deployments in Selected Divisions – Day Survey

Day Survey - Sergeants						
Deployment	Cork City	DMR West	Galway	Tipperary	Four Division Total	National Total
Total on duty	31	18	19	10	78	344
% on patrol	13%	0%	32%	0%	13%	16%

Source: Deployment Survey data from the Garda Síochána, analysis by the Garda Inspectorate

Results

- Two divisions had no sergeants on patrol.
- At 32%, Galway had the highest percentage of sergeants on patrol.

Figure 2.32 looks at the same deployment on the Night survey.

Figure 2.32 Sergeant Deployments in Selected Divisions - Night Survey

Night Survey - Sergeants						
Deployment	Cork City	DMR West	Galway	Tipperary	Four Division Total	National Total
Total on duty	21	18	23	10	72	304
% on patrol	33%	17%	43%	70%	38%	42%

Source: Deployment Survey data from the Garda Síochána, analysis by the Garda Inspectorate

Results

- All four divisions had sergeants on patrol.
- The proportion of all sergeants on patrol ranged from 17% in DMR West to 70% in Tipperary.
- Rural divisions had a greater percentage of their sergeants on patrol.

Further analysis identified that while sergeants were patrolling across the four divisions, seven out of the fifteen districts (47%) in the four divisions did not have a sergeant on patrol. In Cork City, with seven sergeants on duty, three out of the four districts did not have any sergeants patrolling. In the DMR West, Clondalkin district also had seven sergeants on duty, but none on patrol. Of these seven sergeants, three are shown on public office, custody or communications duties, three are shown as being on case files and crime enquires and one is shown on other duties.

Summary of Survey

The Inspectorate found the survey to be a useful exercise in trying to determine the levels of garda resources available at certain times and on certain days. Although the data was difficult to obtain, the results were very informative and could be used to improve operational deployments.

The survey has indicated many potential inconsistencies in the numbers and proportions of garda members that are available for deployment across garda divisions including:

- Numbers rostered for duty.
- Those rostered for duty that actually came to work.
- Low patrol levels on the Day survey.
- Use of overlap shifts.
- Abstractions from patrol duty and particularly for regular units.
- Low deployment levels of garda reserves.

A high-risk area is the need for the Garda Síochána to ensure the resilience of staffing levels and skills at certain times, on certain days, on a national basis across all divisions. Many police organisations conduct similar assessments, in particular to check that there are sufficient numbers of police officers and police staff on duty. It is equally important to ensure that the people on duty have the right skills and experience to respond to the various policing demands and to be able to deal with an unexpected major incident. The results of this survey indicate inconsistencies in the granting of authorised absences, which is currently conducted on a district basis. A recommendation for a

Divisional Resource Management Unit to manage all duties and requests for leave was included in the *Crime Investigation* report and is fully discussed in Chapter 2.

Supervision is another high-risk area and while the survey results show that there was a large number of sergeants on duty, in many places those sergeants were not on patrol. The absence of an inspector on night duty across all garda divisions is a concern for the Inspectorate. Previous Inspectorate reports have identified the absence of sergeants and inspectors on patrol supervision as an issue that must be addressed.

A disappointing aspect of the survey was the very low numbers of reserves on duty on the Saturday night and the apparent lost opportunity to provide additional and visible units at a busy time for call demand.

Chapter 2 Enhancing Operational Deployment Practices and Chapter 3 Part III Leadership and Supervision together with the recent *Crime Investigation* report, contain a significant number of recommendations to reduce inconsistencies in deployment practices and to maximise the use of all garda resources. The results of this survey provides additional evidence to support those recommendations.

This type of survey should be conducted on a regular basis to identify inconsistencies, strengths and any potential weaknesses in the deployment of operational resources. A specific recommendation in this regard is made in Chapter 2 Part III Improving Operational Deployment Practices.

Demand-Mapping Exercise

This is provided as an example of a similar survey that was conducted. The College of Policing in the U.K. recently completed a similar exercise to the Inspectorate's survey to identify the availability of police officers and police staff on duty at certain times and to examine the volume of incidents that the police deal with on a daily basis. While it is accepted that the "snap shot" created by the research is not perfect, it was designed to provide chief constables with additional information that can be used when future decisions are made on resource allocation. This analysis identified a routine day for a median sized police service in a typical police force.

An interesting aspect of the analysis was the identification of the total numbers of officers in a typical police force area, compared to the total numbers of persons living in

a typical force area. It also identified the number of police officers on duty compared to the number of people living in the force area. Figure 2.33 shows the results of the analysis.

Figure 2.33 Total Police Officers Compared to Total Population

Police Officers	Number of Officers per Person Living in Force Area
All police officers	1 to 445
Police officers on duty	1 to 1,753

Source: College of Policing Research (January 2015) Estimating Demands on the Police Service

This analysis shows that when comparing the number of police officers on duty against the numbers per person living in the force area, the ratio increases by 3.9 times.

To examine the position in Ireland, the Inspectorate conducted a similar type of analysis. Figure 2.34 shows the picture in Ireland when comparing the total number of Garda Síochána members against the number of people living in Ireland. The Inspectorate was unable to conduct an analysis of the total number of members on duty in the Garda Síochána, as the Operational Deployment Survey only captured divisional deployments and not the total number of all garda members on duty. The survey did not include the totality of resources, because of an absence of a resource management system and the consequent investment of time required to collect the data.

Figure 2.34 Total Members Compared to Total Population

Members	Number of Members per Person Living in Ireland
All members	1 to 358

Source: CSO Census Data 2011, PULSE deployment data December 2014, analysis by the Garda Inspectorate

Figure 2.34 shows a lower ratio of members to people living in Ireland than the typical UK force.

From the Operational Deployment Survey, the Inspectorate was able to examine the four selected divisions against the population data and also to compare this against the numbers of members on duty. For this analysis, the Inspectorate selected the survey results from the 26th August 2014. This provides a more typical day as opposed to selecting a period where there was an overlap shift with additional resources.

Figure 2.35 displays the results of the examination of the survey from the four selected divisions against the population data.

Figure 2.35 Selected Divisions Comparison Members to Population

Selected Divisions	Members per Person Living in the Division	Members on duty per Person Living in the Division	Ratio Difference
Cork City	1 to 367	1 to 1,620	4.4
DMR West	1 to 425	1 to 2,156	5.1
Galway	1 to 551	1 to 2,073	3.8
Tipperary	1 to 391	1 to 2,373	6.1

Source: CSO Census data 2011, PULSE deployment data December 2014, analysis by the Garda Inspectorate

This analysis shows a wide variance in the total number of members assigned to the four divisions compared to the population and particularly between Cork City and Galway. It is interesting to note that Tipperary has a lower ratio of members to the population, but had by far the highest ratio of population per member on duty. Through analysis of the deployment survey, Tipperary had only 21% of the total number of members rostered to work on the Tuesday, compared to 25% in the DMR West, 28% in Cork City and 31% in Galway. In addition, Tipperary also had the lowest proportion of those members that actually came on duty on that day. The analysis conducted is provided for comparison purposes only and any resource allocation process would need to consider a range of other important factors.

Workload Analysis

To determine some of the operational demands on policing, the Inspectorate examined 999 and non-emergency calls for service received from the public. Additionally, the outcomes from responding to those calls for service, such as reports that are generated by garda members on the front line, were requested and examined. This included the numbers of PULSE records created for crime and non-crime incidents, searches of persons and vehicles, intelligence reports and persons detained at garda stations. For the purpose of this analysis, the Inspectorate used the same four divisions.

Calls for Service

To establish the numbers and types of calls received from the public that required an operational deployment of garda units, the Inspectorate requested the following information for the four selected divisions:

- Details of all calls for service received for the 24-hour period commencing at 06:00 on 26th August 2014.
- Details of all calls for service received for the 24-hour period commencing at 12:00 on 30th August 2014.

The aim was to identify the numbers and types of incidents that garda divisions routinely deal with on a daily basis. A major component of good deployment is the ability of a police service to ensure that there are sufficient resources on duty to meet the various demands for services. As discussed previously, this can fluctuate at different times of the day and different days of the week. The data requested covered the periods before, during and after the deployment survey was conducted.

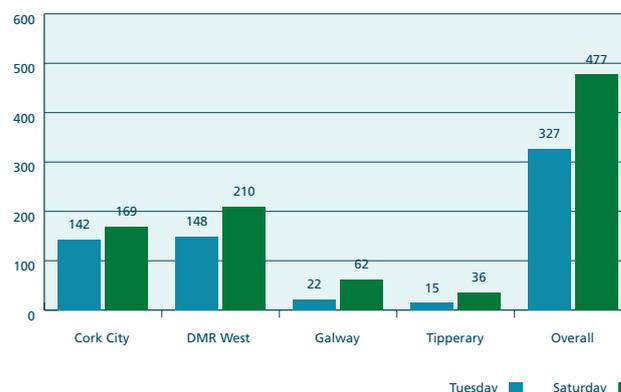
Three of the divisions record all calls for service from the public that require garda action on an electronic Computer Aided Dispatch (CAD) system. Tipperary was the only division that recorded calls for service in a paper format (RC1¹⁰ and Occurrence Books¹¹).

Divisions using CAD supplied a copy of each individual call record and a summary sheet of all incidents. The data provided by Tipperary required a manual search of all paper records across all stations in the division. These records took considerably longer to compile and the division had to complete a comprehensive report to explain the information provided. The paper records consisted of photocopies of forms or books used and in some cases they proved difficult to read. In all of the paper records supplied, data gaps prevented the analysis of many aspects of call deployment. From the standard of information supplied, the Inspectorate finds it difficult to accept that the paper records provided represent a full and accurate picture of all calls received from the public in those two time periods in Tipperary.

Total Calls for Service

Figure 2.36 shows the total number of recorded calls for each division on both days. Over the 24-hour period commencing on the Tuesday there was a total of 327 calls compared to 477 on the Saturday.

Figure 2.36 Total Calls for Service in Selected Divisions – Tuesday 26 and Saturday 30 August 2014



Source: Call data supplied by the Garda Síochána, analysis by the Garda Inspectorate

Both Cork City and the DMR West Division managed significantly higher numbers of calls on both days while Galway and Tipperary recorded much lower numbers. The DMR West had the highest volume increase in the number of calls received between the two days, with Galway having the highest proportional increase in call demand on the Saturday.

Members on Duty and on Patrol

Previously, Figures 2.28 and 2.29 showed the numbers of gardaí that were on duty and on patrol across the four divisions at the times that the surveys were conducted. While the DMR West and Cork City have significantly higher numbers of members assigned than in Galway and Tipperary, they also have a much higher volume of calls to deal with. Both Galway and Tipperary had higher proportions of their members on patrol.

Total Crime and Non-Crime Calls Received

To assist with analysis, the Inspectorate grouped the types of calls received into two categories of crime and non-crime. Crime incidents included occurrences of theft and burglary and non-crime calls included incidents such as traffic collisions and complaints of noise. Figure 2.37 shows the total number of calls for service received in the four divisions, broken down into those two categories.

Figure 2.37 Total Crime and Non-Crime Calls for Service in the Selected Divisions

Incident Type	Tuesday	Saturday	Total Calls
Crime	102	158	260
Non-Crime	225	319	544
Total	327	477	804

Source: Call data supplied by the Garda Síochána, analysis by the Garda Inspectorate

10 RC1 is a paper pro-forma used for recording calls for service received from the public.

11 An Occurrence Book is maintained at most garda stations to record notifications to a police station and in some garda districts it is also used to record calls for service.

The data shows that 68% of all calls received are of a non-crime nature. This is an important factor in operational deployment, as not all of these calls received require an immediate response.

Categorising Calls for Service

Every call for service received by the Garda Síochána should be recorded and categorised as an ‘incident type’. These include incidents such as alarms, complaints and fires. This is an important process for deployment and provides good data to assist with call management and the allocation of resources to manage the volume and type of calls that are received.

During the two days examined, a total of 47 different incident types were used across the four divisions. Interestingly, the DMR West used the greatest number of incident types on both days, with an average of 31, Cork City used an average of 24, Galway and Tipperary used eleven. The Inspectorate believes that the far more established use of CAD in the DMR has contributed to the more accurate use of specific incident types and this provides higher quality information on call demand and call deployment. Figure 2.38 provides details of the top five incident types recorded on both days across the four divisions.

Figure 2.38 Top Five Calls for Service by Incident Type in the Selected Divisions

	Incident Type	Tuesday	Incident Type	Saturday
1	Complaint	20%	Complaint	29%
2	Theft	12%	Public Order	13%
3	Public Order	10%	Theft	8%
4	Suspicious person/vehicle	8%	Suspicious person/vehicle	7%
5	Traffic Accident	6%	Criminal Damage	5%

Source: Call data supplied by the Garda Síochána, analysis by the Garda Inspectorate

This shows that the highest proportion of calls received on both days were categorised as complaints and on the Saturday, this accounted for 29% of all recorded calls. Complaints generally included calls relating to quality of life issues such as noisy parties. A more in-depth analysis shows that while the Complaint incident type was the top-ranked incident in three of the four divisions, the DMR West had a much lower occurrence rate with only 7% of all calls recorded as complaints on the Saturday compared to 33% in Tipperary, 43% in Cork City and 63% in Galway. The second highest category on Tuesday and the third highest on Saturday were incidents of theft and particularly shoplifting offences.

Crime Incidents

Figure 2.39 shows the top four incident types categorised as a crime.

Figure 2.39 Top Four Crime Incidents in the Selected Divisions

	Incident Type	Tuesday	Incident Type	Saturday
1	Theft	12%	Public Order	13%
2	Public Order	10%	Theft	8%
3	Criminal Damage	3%	Criminal Damage	5%
4	Burglary	2%	Burglary	3%

Source: Call data supplied by the Garda Síochána, analysis by the Garda Inspectorate

Theft and public order were by far the most prevalent crime incident type calls received, but public order accounted for a far higher percentage of calls on the Saturday. There was also an increase in the proportion of calls received to criminal damage and burglary on the Saturday.

Non-Crime Incidents

Figure 2.40 shows the top four incident types categorised as a non-crime.

Figure 2.40 Top Four Non-Crime Incidents in the Selected Divisions

	Incident Type	Tuesday	Incident Type	Saturday
1	Complaint	20%	Complaint	29%
2	Suspicious Person	8%	Suspicious Person	7%
3	Traffic Accident	6%	Road Traffic Related	4%
4	Road Traffic Related	4%	Health Related	4%

Source: Call data supplied by the Garda Síochána, analysis by the Garda Inspectorate

As previously highlighted, significant proportions of all calls received were complaints. Also, large numbers of calls were related to persons seen by members of the public who believed that they were acting suspiciously. Calls of this nature were far more prevalent in the DMR West and Cork City with 13% of all calls received on the Tuesday. These are important calls for deployment purposes as they may provide an opportunity to prevent a crime from taking place or to catch an offender who is in the process of committing a crime. The response to this type of incident is discussed later. Variations in the volume of incident types dealt with by all four divisions show the challenges that are present when considering the deployment of resources. Divisions need a variety of deployment options to deal with the types of calls received.

Garda Síochána Incident Grading

Once a category of incident is decided, a call should be graded by garda call takers. This is another important process as it determines the priority given to a particular incident and influences the speed and level of resources that will be deployed. During previous inspections, the Inspectorate identified that incident grading is a process that is normally conducted in divisions using CAD, but is rarely found in those using paper records. The Inspectorate believes that it is equally important that non-CAD divisions grade calls to ensure that deployments are prioritised.

Figure 2.41 highlights the grades that are used and provides examples of the types of calls associated with that level of grading.

Figure 2.41 Garda CAD Call Grades

Grading	Example of call types
Emergency Code E	A bomb scare or danger to life
Priority Code 1	A serious incident is in progress e.g. an intruder on premises
Priority Code 2	An incident where an intruder is not present
Priority Code 3	A minor incident or offence

Source: Information supplied by the Garda Síochána, examples selected by the Garda Inspectorate

On some occasions, the letter 'P' is placed after an incident code to signify that it is a more urgent call. In most cases this related to an incident where a suspect for a crime was present. Codes E, 1 and 2P are the types of calls that generally require a much faster response. Not all calls received require an immediate response and the Inspectorate has previously made recommendations on developing better operational deployment practices to deal with non-emergency calls.

Figure 2.42 shows the number of calls for service received across the four divisions on the two days broken down by the code assigned to the incident.

Figure 2.42 Calls for Service in the Selected Divisions by Priority Code Type - Tuesday 26th and Saturday 30th August 2014

Code Type	Tuesday	Saturday	Total
Emergency	2	8	10
Code 1	21	34	55
Code 2	201	256	457
Code 3	96	159	255
Not Recorded	7	20	27
Total	327	477	804

Source: Call data supplied by the Garda Síochána, analysis by the Garda Inspectorate

Findings

- Code 2 was the largest single code used, with 219 calls graded as 2P.
- The other 238 calls graded as 2 were not generally incidents that required an immediate response.
- Code 3 calls were generally assigned to complaints of noise or nuisance.

Figure 2.43 shows the proportion of codes used across the divisions combined for both days.

Figure 2.43 Proportions of Calls for Service in the Selected Divisions by Priority Code Types - Tuesday 26th and Saturday 30th August 2014

Code Type	Cork City	DMR West	Galway	Tipperary	Total
Emergency	1%	2%	0%	0%	1%
Code 1	4%	9%	2%	14%	7%
Code 2P	25%	37%	13%	0%	27%
Code 2	25%	39%	17%	12%	30%
Code 3	45%	13%	68%	22%	32%
Not Categorised	0%	0%	0%	53%	3%
Total	100%	100%	100%	100%	100%

Source: Call data supplied by the Garda Síochána, analysis by the Garda Inspectorate

Findings

- The DMR West had the highest proportion of calls coded as Emergency and 2P and the lowest in Code 3.
- 35% of all calls were graded as requiring an immediate response and 62% were graded as a lower priority. This was consistent on both days.
- An average of 32% of all calls were graded as Code 3, ranging from 13% in the DMR West to 68% in Galway.

When examining the results from the two days, the Inspectorate found further variations in the proportion of Code 3 calls received. This includes Galway, that had a significant increase in the proportion of Code 3 calls from 45% of all calls on the Tuesday to 74% of all calls on the Saturday. In comparison, while the urban divisions saw an increase in the volume of calls received on the Saturday, there was very little variation in the proportion of incident codes used between both days.

Code 2P calls accounted for the largest volume of incidents needing an immediate response. These calls were generally incidents such as suspects detained for a crime, suspected drink drivers and disturbances at licensed premises. There

were large variances in the proportion of calls across the divisions, with Tipperary not recording any incident as a priority 2P, as opposed to the DMR West that recorded 37% of calls in that grade. These types of variations present very different challenges when deploying resources and in this case, the DMR West needs to deploy more resources to provide an immediate response.

During this analysis, the Inspectorate did find some inconsistencies in the use of priority codes, most notably the use of a 'P' attached to an incident to denote a more urgent response. The Inspectorate also found more serious calls that were incorrectly graded as a lower priority and this included a high-risk missing person that was graded as a Code 3. Inconsistencies in grading can negatively impact on the deployment of resources to a particular incident.

Operational Incidents

During the two days, the four divisions managed a total of 804 recorded incidents. The following examples are provided to show the types of incidents that are dealt with across garda divisions on a daily basis. The details show the code of the incidents, the deployments made and the results to the calls.

Cork City

On Saturday a call was received about a female who had self-harmed and a disturbance was heard in the background. This was categorised as a "Health" incident and graded as a Code 2 call. Four garda units were dispatched and spent 57 minutes at the scene of the incident. The result to the call was shown as a female taken to hospital by ambulance.

Galway

In the late hours of Saturday night through to the early hours of Sunday morning, six calls were received relating to cars driving dangerously or in an anti-social manner. The main suspects were described as young males. These were categorised as complaints and graded as Code 3 calls. Six separate units were deployed to these calls and the results were shown as 'report to station'.

DMR West

On Saturday evening, a call was received concerning ten males armed with swords attacking a house. This was categorised as an armed incident and graded as a Code 1 call. A large number of garda units were dispatched,

including armed officers from the Special Detective Unit. On arrival there was no sign of a disturbance and after 40 minutes the result was recorded as a 'report to station'.

Tipperary

On Saturday night a call was received relating to a shed that was on fire and graded as a priority 1 call. A single garda unit was dispatched. As a result of concerns about the fire spreading, nearby houses were evacuated, a crime scene examiner attended the scene and the district superintendent was contacted. The result was recorded as a report to station.

Response Times to Calls for Service

The ability to respond to calls for service in a timely and appropriate manner is an important component in the deployment of resources to the front line. It is worth noting that not all calls received require an immediate response and a police service should have a number of options to respond to emergency incidents and to less urgent calls. The type of options that could be available have been highlighted in previous inspectorate reports and recommendations made to improve deployment practices.

The *Garda Charter* stipulates that the response time to emergency and life-threatening calls in urban locations should be within fifteen minutes and as soon as possible in rural areas, depending on the distance to be travelled.

Response times are measured from the time a call is received by the Garda Síochána to the time that the first unit arrives at the scene. Analysis relies on the accurate recording of those two separate times, but the results from this analysis shows that over 50% of the incidents reviewed were missing some relevant data. These times should always be recorded and can also be completed on paper records. The non-recording removes important data that could lead to improvements in the deployment of operational resources. Inconsistencies in recording response time data need to be addressed and the Inspectorate has made recommendations in previous reports to improve call-recording practices.

In this sample of call records, only 331 out of 804 calls for service had both an incident reported time and an at-scene response time recorded. Due to the poor recording of the times required for this analysis, the Inspectorate has excluded those calls where the data was not recorded.

Tipperary did not record any at-scene arrival times for units and Galway had the highest compliance rates of recording both times.

For this analysis, the Inspectorate examined response times across three different time frames which were:

1. Response times within 15 minutes.
2. Response times greater than 15 minutes and less than 60 minutes.
3. Response times greater than 60 minutes.

For the purposes of analysing response times, the Inspectorate combined a number of code types into the following groupings:

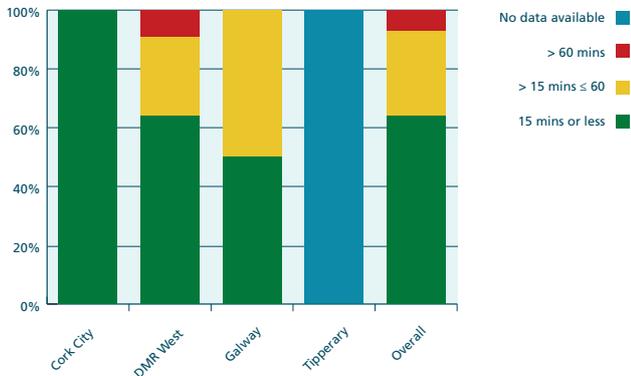
- Emergency, Code 1 and 1P calls.
- Code 2P calls.
- Code 2 and 3 calls.

Emergency, Code 1 and 1P Calls for Service

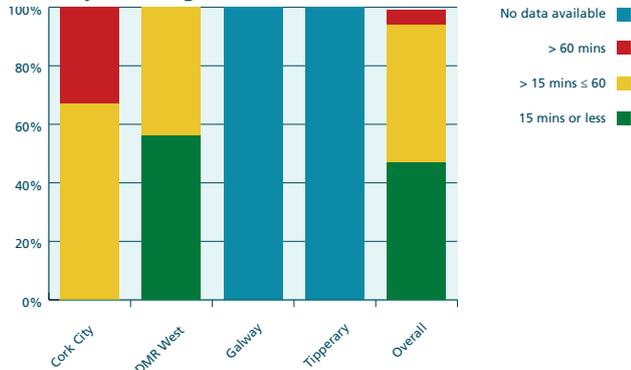
These are the more serious calls that require the immediate response of a garda unit. Figure 2.44 shows the results of the analysis for both days under review.

Figure 2.44 Response Times to Emergency Calls in Selected Divisions

Tuesday 26th August 2014



Saturday 30th August 2014



Source: Call data supplied by the Garda Síochána, analysis by the Garda Inspectorate

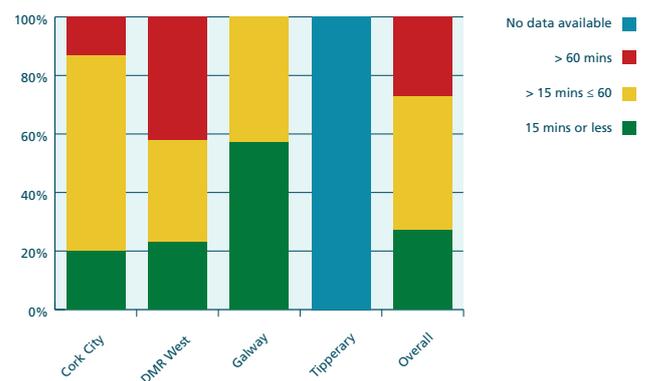
Some police services have set an 80% target of attending these types of calls within fifteen minutes. Across the three divisions, only 64% of these calls were attended within fifteen minutes on the Tuesday and 47% on the Saturday. On the Tuesday Cork City had 100% attendance within fifteen minutes, but on the Saturday all calls in Cork City were outside of this time frame. Cork City had many calls excluded from this analysis, as they did not always record the time that a unit arrived. Galway had no calls in these codes on the Saturday. Overall on the Tuesday, 7% of calls took longer than 60 minutes to attend and this reduced slightly to 5% on the Saturday.

Code 2P Response Times

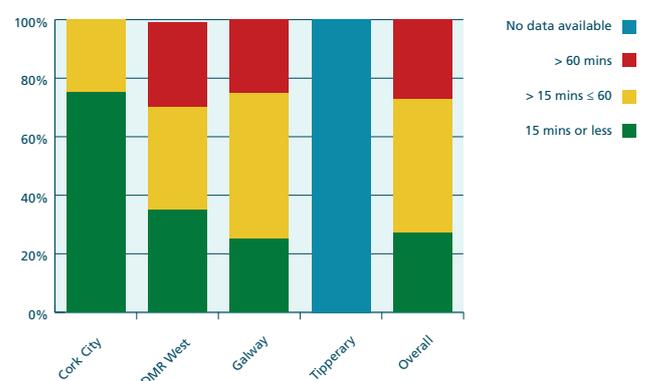
These are calls that generally require an immediate response. Figure 2.45 shows the results of the analysis for both days.

Figure 2.45 Response Times to Code 2P Calls in Selected Divisions

Tuesday 26th August 2014



Saturday 30th August 2014



Source: Call data supplied by the Garda Síochána, analysis by the Garda Inspectorate

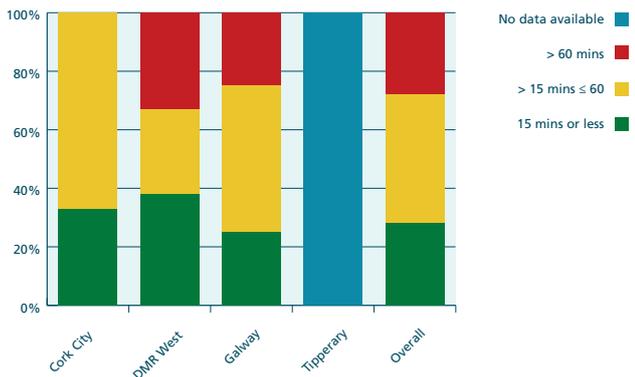
Overall, only 27% of these types of calls were attended within fifteen minutes on both days. Cork City had the highest attendance rate of 75% on the Tuesday and the lowest rate at 20% on the Saturday. On both days 27% of all calls received across the divisions took longer than 60 minutes to attend.

Code 2 and 3 (Non-Emergency Calls) Response Times

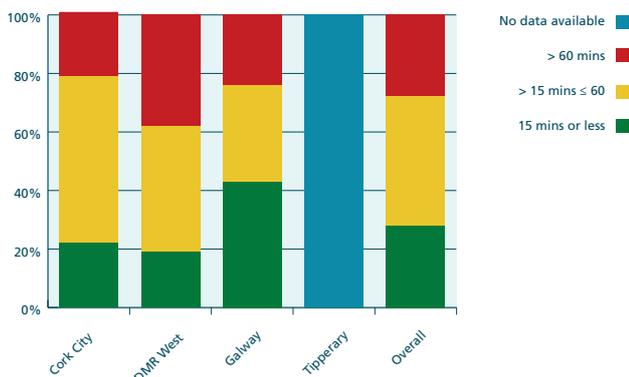
These codes generate the highest volume of calls for service from members of the public. In most cases, these code types do not require the immediate attendance of a unit and could be suitable for a scheduled appointment or a referral to another unit such as community policing officers. Figure 2.46 shows the results of the analysis for the days under examination.

Figure 2.46 Response Times to Non-Emergency Calls in Selected Divisions

Tuesday 26th August 2014



Saturday 30th August 2014



Source: Call data supplied by the Garda Síochána, analysis by the Garda Inspectorate

On both days 28% of these types of calls were attended within fifteen minutes and similarly 28% took longer than 60 minutes to attend. The majority of non-emergency calls were attended within an hour.

Summary

This analysis has highlighted some vulnerabilities in response times to more serious calls. In particular, it was noted that on both days, garda units had a faster response time to less serious incidents than they did to Code 2P calls. In addition, there is no doubt that poor recording practices are impacting on the available data and may have impacted negatively on the results found.

Factors Affecting Deployment

During this analysis, the Inspectorate identified a number of factors that are affecting the deployment of garda resources and the response to incidents.

Travelling Times

Rural divisions often face the additional challenge of extended travelling times to and from incidents. In many cases reviewed by the Inspectorate, a long time to attend was accompanied by a quick conclusion to the incident. This included a call to a report of a horse and foal on a road in Galway that took a unit 30 minutes to attend the scene. On arrival, the unit spent two minutes on the call. In most cases, the attending unit invariably has to make the same return journey. This situation impacts on the availability of those resources for other calls.

Response Unit Availability

Achieving good response times relies on good deployment practices and the availability of a range of different units to respond to the many different types of calls received. For analysis purposes, assessing response times relies on call takers recording the time that a unit is dispatched to a call and the unit notifying control rooms when they arrive at an incident.

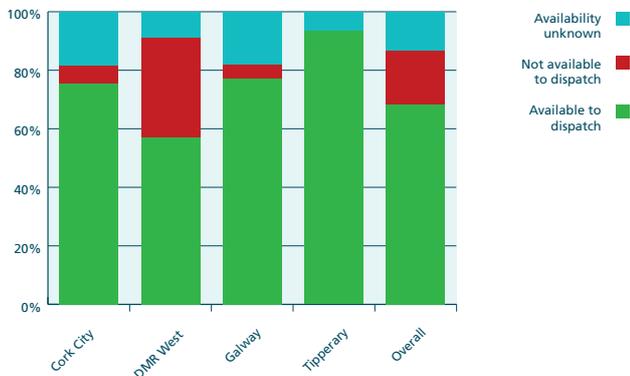
In one division, the Inspectorate found many examples where units were generally dispatched within a few minutes of receiving the call, but at-scene response times were shown as many hours later. In several cases, the arrival times were recorded on CAD as four and five hours later. This can result from a number of circumstances, including long journey times, poor recording of at-scene times or units accepting calls when they are not readily available at that time. In the latter two cases, this is not good practice and it distorts data for assessing response times. In many cases, the reasons for not immediately dispatching a unit were not recorded.

One division recorded when units were unavailable and identified that there were a number of outstanding calls. In one case, it was shown that there were fifteen calls that were waiting for units to be dispatched. It is good practice to record the reasons for not dispatching to a particular incident.

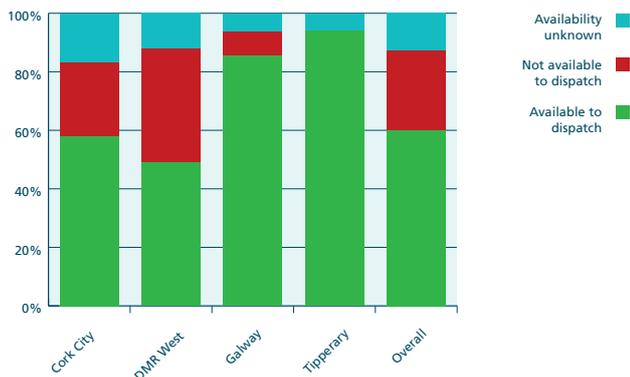
In Tipperary, the time that a unit was dispatched to a call was not always recorded on an incident record and in those cases, it is impossible to determine if a unit was actually available at the time that a call was first received or whether a unit was assigned to the call at a later time. Figure 2.47 shows the availability of units to respond to calls at the time that the call was first received.

Figure 2.47 Availability of Units to respond to Calls for Service in Selected Divisions

Tuesday 26th August 2014



Saturday 30th August 2014



Source: Call data supplied by the Garda Síochána, analysis by the Garda Inspectorate

Overall, on both days 63% of all calls, with the relevant data, had a unit available to be dispatched on or around the time the call was first received. In contrast, 24% of the calls had no unit available to dispatch. In 13% of the calls there was insufficient data available to determine if a unit was actually available to be dispatched. Across the divisions there were significant variations in the availability of units,

with the DMR West having a 34% unavailability rate on the Tuesday and a 39% unavailability rate on the Saturday. Tipperary had the highest recorded rate of units available for dispatching to calls. The DMR West, Cork City and Galway had a much higher rate of unit non-availability on Saturday.

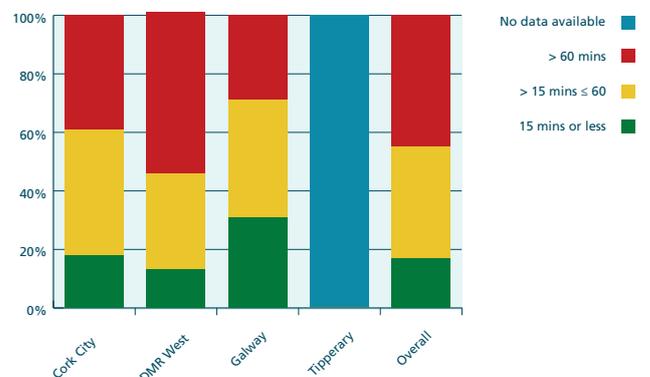
Delays in Dispatching Units

This analysis has identified a number of calls where there were significant delays in dispatching units. In some cases, these were serious incidents that required an immediate response. One example was a call received from a taxi hijacked outside a house and the driver was threatened with a weapon. This took place at the end of one shift and immediately before the start of another. It took 25 minutes to dispatch a unit and a further eleven minutes to reach the scene. The result of the call is recorded as a person arrested. In another division, a fire was graded as a Code 1 call, but it took 86 minutes to dispatch a unit and attend the scene. A further delay occurred in another division where a car crime was in progress, but there was no unit to send and it took two hours and 45 minutes to dispatch a unit.

Call Duration Times

The time taken to deal with a call, from start to finish, will impact on the availability of units for further deployment. Figure 2.48 examines calls from the time that the call was first received to the time that the incident was concluded at the scene. A total of 751 out of 804 calls had both times recorded. In some cases, incidents were not shown as completed for extended periods of time. Tipperary calls did not contain the relevant data required for this analysis. Figure 2.48 shows the time spent on the calls across the three selected time periods.

Figure 2.48 Call Duration times in Selected Divisions – Tuesday 26th and Saturday 30th August 2014



Source: Call data supplied by the Garda Síochána, analysis by the Garda Inspectorate

This figure shows that overall 17% of all calls for service received in the selected divisions were concluded within fifteen minutes, a further 38% took another 45 minutes to complete and 45% of all calls took an hour or longer to deal with. With regard to the calls that took longer than one hour to manage, there was a significant variation between the three divisions ranging from 29% of all calls in Galway to 55% in the DMR West.

It is important to know the time that units spend at different priority calls in order to be able to deploy adequate resources to meet the various policing demands. A total of 219 Code 2P calls for service had an incident reported time and an incident closure time. The Inspectorate analysed the data on 2P calls and found that the results were very similar to the overall duration times. As a suspect is likely to be present at these types of calls, the Inspectorate expected to see a significant increase in the time spent dealing with these incidents. In essence, there was very little difference in the time spent dealing with the different types of calls received.

This deployment data is available to divisions and is very important for demand-reduction initiatives and call demand management. It can be used to examine particular types of crimes or incidents and to establish how long units are spending on particular calls and to implement actions to provide better deployment response decisions.

Non-Garda Required Calls

During this analysis, the Inspectorate identified a number of calls that were not necessarily matters requiring Garda Síochána deployment. In some cases, other agencies or other organisations could deploy resources to deal with the incident. These included animals wandering unattended, calls to people with health issues and general calls for help. A good example was a dispatch call to two elderly ladies locked in a room in their house. While it is important to respond to calls for help, a unit spent 81 minutes dealing with this call. Another call was received to go to a patient that would not get out of a car for a care worker. The issue of the Garda Síochána dealing with incidents that should be the responsibility of other agencies or other parties has already been identified in previous Inspectorate reports and still needs to be addressed.

Cross-District Deployment

As highlighted in the *Crime Investigation* report and in this analysis, the Inspectorate did not find examples of regular cross-district or cross-divisional deployment of garda

units. In examining the call records, the Inspectorate found limited evidence of call takers dispatching or attempting to dispatch units from other districts or neighbouring divisions to outstanding calls.

Supervisors Attending Incidents

Limited recording was found during this examination that a supervisor was informed about a serious incident in progress and even less where records showed that a supervisor attended an incident. Several incidents were examined where armed garda units were deployed to Emergency and Code 1 incidents and not all records show that a supervisor was informed. One case, which was a threat to life incident had no record of a supervisor being informed. An armed incident or a threat to life incident in many policing jurisdictions has a warning marker attached to the incident type to ensure that a local supervisor is immediately informed. The records examined also showed very little interaction by supervisors into call deployments and particularly where there were serious delays in responding to incidents. In these cases, it is good practice for a control room to inform a supervisor about such delays and to record what action is taken.

Within the DMR West, the Inspectorate did find some calls where it was noted that a sergeant (Station House Officer) was informed. One of the other divisions informed the Inspectorate that a supervisor is sometimes informed, but the CAD message is not always updated to reflect this. As highlighted in Chapter 2, the Inspectorate has recommended using specific call signs for patrol supervisors to ensure that it is easier to identify the intervention of a supervisor on a CAD or paper call record.

Calling Back to Explain Delays

As recommended in the *Crime Investigation* report, garda control rooms should give a member of the public an estimated time of arrival of a unit at the time that a call is first taken and provide updates on any delays. When there are extended delays in attending an incident, the control room should call the person back and explain the reason. There were a number of calls in this analysis where there were significant delays, but no evidence of call backs were recorded. In one incident where suspects were looking into gardens, the caller made several calls asking why a unit had not attended. It took over six hours to attend this incident and by that time the suspects had left the scene. Calling back to explain delays is a good customer service practice.

Call Result Codes

At the completion of dealing with a call, the outcome of the incident should be recorded. There are five main codes that are ordinarily used on both CAD and paper records. The DMR West and Cork City Divisions were far more consistent in the proportion of results shown in each code. Figure 2.49 shows the result codes used on both days.

Figure 2.49 Result Codes times in Selected Divisions – Tuesday 26 and Saturday 30 August 2014

Result Codes	Cork City	DMR West	Galway	Tipperary	Total
Cancellation	13%	14%	2%	0%	11%
False Alarm	6%	3%	6%	0%	4%
Gone on Arrival	14%	18%	2%	24%	15%
Not Recorded	0%	2%	1%	39%	3%
Prisoner to Station	2%	2%	1%	4%	2%
Report to Station	65%	60%	87%	20%	62%
Others	0%	1%	1%	13%	3%
Total	100%	100%	100%	100%	100%

Source: Call data supplied by the Garda Síochána, analysis by the Garda Inspectorate

The results were relatively consistent over the two days. In total, 62% of all calls on both days had a result code of ‘report to station’. This result code infers that a formal report of the incident will be completed by the attending unit. However, the *Crime Investigation* report found that in many cases the incident records were not always completed. In this analysis, the use of this code varied significantly from 20% of all incidents in Tipperary to 87% in Galway.

Other findings include:

- 11% of the calls were cancelled prior to the arrival or deployment of garda resources.
- 4% of all call outcomes were false alarms. This is an issue highlighted in Chapter 5 Part I Financial Management.
- Tipperary did not record results for 39% of all incidents.
- The use of the result code ‘gone on arrival’ ranged from 2% of all calls in Galway to 24% in Tipperary.

Gone on Arrival

‘Gone on arrival’ is a result code used to describe a situation where the caller, a victim, a suspect person or a suspect vehicle car is not located when a garda unit arrives at an incident. In this analysis, 15% of all calls received were designated with this result code.

A theme highlighted in Chapter 2 was the inability of divisions to effectively respond to calls to suspicious persons or suspicious vehicles. These are usually calls generated by members of the public alerting the Garda Síochána to a potential crime. Most of the divisions in this survey, and particularly those dealing with high volumes of incidents, often had insufficient resources available to deal with these types of calls.

Examples of calls received include:

- A call received to suspects looking into houses where it took 95 minutes to dispatch a unit.
- A call to suspects breaking into cars where it took five hours to attend.
- A call to suspects seen injecting drugs on church steps where it took 83 minutes to attend.

In many cases, by the time that garda units attended the incident scene, the suspects could not be located. This is not a criticism of the units that were on duty at the time, as in many cases it appears there were no units available to dispatch to the call. It is very important to attend these types of calls promptly, as the following example shows:

- A call was received from a member of the public about a suspect vehicle where an occupant was seen throwing something into a bush. A unit was dispatched within a few minutes and, on arrival at the scene, a knife and clothing were recovered.

Summary

This analysis has identified significant challenges faced by the Garda Síochána in terms of managing the volume and types of calls that they receive. Across the divisions examined, there are inconsistencies in recording calls, categorisation of calls, call grading and deployment practices. In particular, the capacity to respond to emergency and Code 2P calls is an area that needs to be improved. Of particular concern, is the absence of recorded supervision of deployments and this is also an area that needs to be addressed. Recommendations to improve deployment practices are made in Chapter 2.

CAD is a facility for recording details of all incidents that require the deployment of garda resources. This examination shows that not all relevant data fields are always completed and this is impacting on the quality of call data.

During visits to divisions, the Inspectorate was informed that not all call takers using CAD have received appropriate training. This was evident in the analysis conducted in terms of the inconsistent level and detail of information recorded on incidents. Untrained call takers should not be deployed in control rooms. It was also highlighted that not all call takers have the appropriate level of equipment available to them, such as headsets. This will impact on the speed and ability of call takers to record information from persons who are contacting them.

In advance of acquiring a new CAD system, the Inspectorate is aware that the Garda Síochána is going to implement an electronic call recording system for those divisions that do not have a CAD system. The Inspectorate believes that this is an appropriate interim step, but call takers must be properly trained to record all important information on call deployments.

The desired outcome is a better use of garda resources to respond to those calls that require the immediate dispatch of garda units and, as recommended in the *Crime Investigation* report, to develop other options for managing calls for service that do not require the same level of response.

Activity Results

To conclude this analysis, the Inspectorate requested details of PULSE data that showed some garda-generated activity. PULSE is a national electronic incident and crime recording system, which also has the capacity to record information such as searches, intelligence records and details of persons detained at garda stations. Some of this activity is recorded as a result of calls received from the public which require further action and some is generated by individual members.

Activity Data

In order to establish the level of outputs across the four selected divisions arising from the calls for service and garda-generated activity, the Inspectorate requested the following information for the same two 24-hour time periods:

- Total number and details of all PULSE incident records created.
- Total number of people, vehicles and premises that were searched.
- Total number of prisoner logs completed.
- Total number of intelligence records created.

For the purpose of this analysis, the first 24-hour period is referred to as the Tuesday and the second 24-hour period as the Saturday.

Numbers of Garda Rank on Duty

Figure 2.50 provides a reminder of the overall numbers of garda members on duty on the days of the survey, with the total number of members assigned to each division shown in brackets. This data is included to show the large variations in the numbers of assigned members and particularly when comparing numerical activity data in Tipperary and Galway with that from the other two divisions.

Figure 2.50 Garda Numbers on Duty at Times of the Surveys

Surveys – Garda Numbers				
Deployment	Cork City	DMR West	Galway	Tipperary
Total on duty Tuesday 11:00	115 (671)	113 (705)	93 (455)	51 (406)
Total on duty Saturday 23:00	113 (671)	118 (698)	103 (451)	74 (415)

Source: Deployment Survey data from the Garda Síochána, analysis by the Garda Inspectorate

PULSE Records

A PULSE record should be created for all crimes and those non-crime incidents that require further garda action or investigation. With all such incidents and particularly for crimes, a PULSE record should be created immediately after dealing with the incident. Sometimes PULSE records may not have originated from an operational deployment to a call for service and may have been completed as a result of a member of the public attending a garda station to report an incident. Figure 2.51 shows the total number of PULSE incident records created for crime and non-crime incidents on both days.

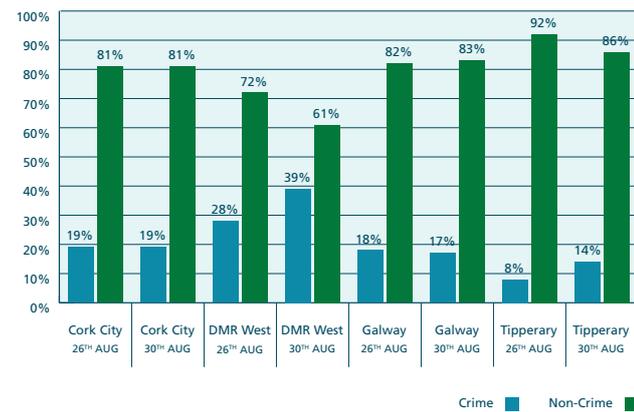
Figure 2.51 PULSE Crime and Non-Crime Recorded Incidents in Selected Divisions-Tuesday 26th and Saturday 30th August 2014



Source: PULSE data from the Garda Síochána, analysis by the Garda Inspectorate

This shows that the DMR West created more PULSE crime incidents than the other divisions and a consistent number of crimes were recorded on both days. In contrast, DMR West saw fewer non-crime incidents created than the other divisions during the Saturday period. Conversely, Galway saw a significant rise in the number of non-crime PULSE incident records created on the Saturday. All divisions, bar the DMR West, saw a significant rise in the number of crimes recorded on the Saturday. To examine the relationship between crime and non-crime incidents, Figure 2.52 shows the proportions of incidents created.

Figure 2.52 Proportions of PULSE Crime and Non-Crime Incidents in Selected Divisions - Tuesday 26 and Saturday 30 August 2014



Source: PULSE data from the Garda Síochána, analysis by the Garda Inspectorate

This shows some stark contrasts between the four divisions. Cork City had consistent results for both days with 81% of all incidents on PULSE created in non-crime categories. The DMR West had higher levels of crime recording and on the

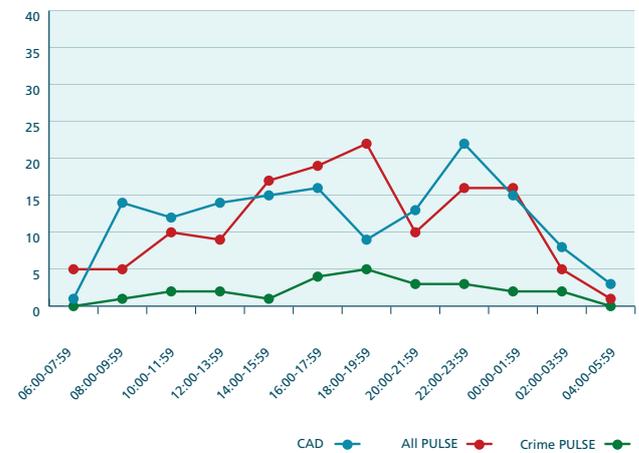
second day just under 40% of all PULSE incidents were recorded as crimes. Galway had similar results to Cork City and the DMR West on the first day sampled. Tipperary had by far the greatest proportional difference between crime and non-crime incident recording. The reasons for such variations could be related to a number of factors, including particular garda-generated activity on those days, the crime profile of a division or poor recording practices.

Activities generated from calls for service are important factors for deployment of resources. Non-crime incidents generally result in the deployment of far less resources, are quicker to deal with and may not require further action. Responding to crime incidents will initially require more time to gather evidence and make enquiries, which removes members from deployment to further calls. If this crime is further investigated by a designated patrol unit, it may remove them from further operational deployment duties while conducting the investigation, dealing with victims and suspects and any subsequent court proceedings.

PULSE CAD Deployment Data Cork City

To establish any links between CAD calls received and incidents that resulted in a PULSE record, the Inspectorate selected Cork City Division. The following analysis shows the time that a CAD call was first received against the time that all PULSE incidents occurred (crime and non-crime incidents). It also provides a breakdown of all PULSE incidents which were recorded as crimes. Figure 2.53 shows the activity on a timeline for Tuesday 26th August through to Wednesday 27th.

Figure 2.53 PULSE vs. CAD Deployment in Cork City Division 26th - 27th August 2014

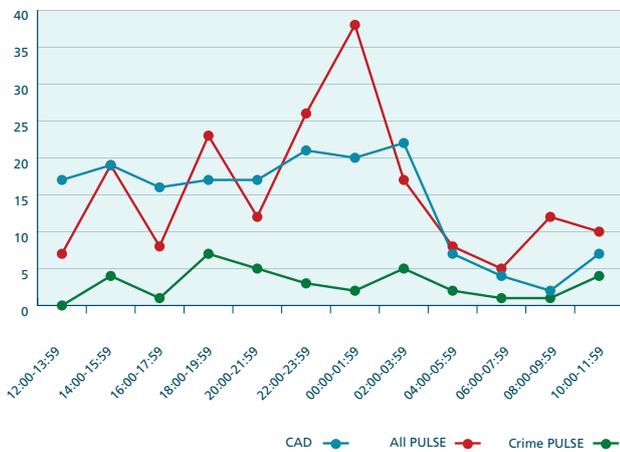


Source: PULSE and Calls for Service data supplied by the Garda Síochána, analysis by the Garda Inspectorate

Tuesday was a less busy day in terms of the volumes of calls received. The analysis is interesting as it shows the erratic nature of call demand on this day. CAD demand rose significantly at 08:00 and generally continued to rise to a peak between 22:00 and midnight before the volume decreased after 02:00. The total number of PULSE occurrences throughout the period also shows dramatic changes throughout the day with a peak between 18:00 and 20:00. Conversely, those PULSE incidents that resulted in crimes are far more evenly distributed throughout the day.

Figure 2.54 shows the same activity on a timeline for Saturday 30th August through to Sunday 31st.

Figure 2.54 PULSE vs. CAD Deployment Data in Cork City Division 30th - 31st August 2014



Source: PULSE and Calls for Service data supplied by the Garda Síochána, analysis by the Garda Inspectorate

Saturday was a much busier day in terms of the volumes of calls for service received and the numbers of PULSE incidents created. The analysis shows that CAD calls started rising much later on Saturday, from midday through to the later time of 04:00 on Sunday. All PULSE occurrences also show dramatic changes throughout the day with a peak between midnight to 02:00. PULSE incidents relating to crimes are, once again, far more evenly distributed throughout the day.

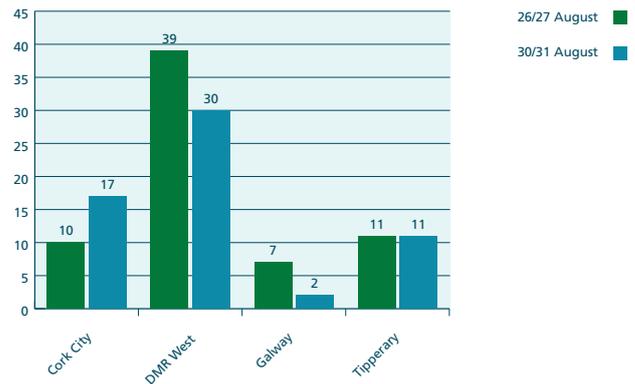
Search Records on PULSE

Searches are a garda-generated activity and are conducted by the Garda Síochána for a number of reasons, which include a person, a vehicle or premises that are searched with or without the authority of a warrant. For this analysis, the following categories of searches were included and are recorded on PULSE incidents as:

- Search/Premises/Vehicle/Vessel with a Warrant.
- Searches under various Drugs Acts.
- Search person.

Figure 2.55 shows a breakdown of the total number of PULSE search records created across the four divisions on the two days selected.

Figure 2.55 Search Records Created in Selected Divisions - Tuesday 26th and Saturday 30th August 2014



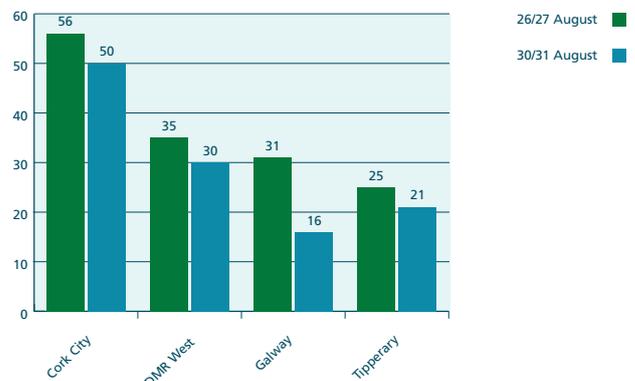
Source: PULSE data from the Garda Síochána, analysis by the Garda Inspectorate

This shows that the DMR West created the highest number of PULSE search records. Tipperary, with much lower numbers of members, completed a similar number of searches to Cork City and far more than Galway.

Intelligence Records on PULSE

This is a garda-generated activity and an intelligence record is usually created to record details about a person that is arrested, suspects who are wanted or information provided about criminal activity. Figure 2.56 shows a breakdown of the total number of intelligence records created across the four divisions on the two days selected.

Figure 2.56 Intelligence Records Created in Selected Divisions - Tuesday 26th and Saturday 30th August 2014



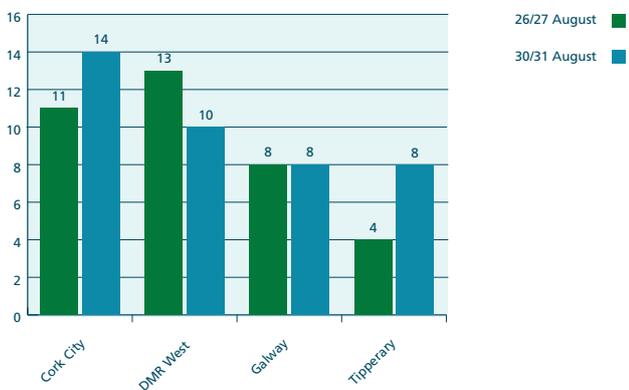
Source: PULSE data from the Garda Síochána, analysis by the Garda Inspectorate

This analysis shows that Cork City created far more intelligence records than the other divisions. All divisions created more intelligence records on the Tuesday to Wednesday period than during the Saturday to Sunday period. Over the two days, Galway created one more record than Tipperary.

Prisoner Logs on PULSE

Prisoner logs are created on PULSE when a person is detained in custody at a garda station. This is also considered to be a garda generated activity. Figure 2.57 shows a breakdown of the number of prisoner logs created across the four divisions on the two days under review.

Figure 2.57 Prisoner Logs in Selected Divisions - Tuesday 26th and Saturday 30th August 2014



Source: PULSE data from the Garda Síochána, analysis by the Garda Inspectorate

This shows variations in numbers between the divisions with Cork City managing more detained persons on the Saturday and the DMR West with more on the Tuesday. The DMR West and Cork City had a third more detained persons than Galway and twice as many as Tipperary.

Summary

With operational deployments, it is important to ensure that incidents are recorded correctly and that all necessary action is taken at the time. Not all calls that are attended by garda units will require further action or a report to be completed on PULSE and in these cases, the outcome of the call should be recorded on the CAD or paper record. For crime analysis purposes, it is very important that all crimes, incidents, searches and intelligence reports are recorded on PULSE at the earliest opportunity to ensure that the full picture of crime is captured. Good crime and intelligence data will lead to better deployment of operational resources into areas where garda units can prevent further crimes from occurring.

Prisoner logs and paper custody records also present opportunities for analysis to determine the types of offences and how long members take to process persons in garda custody. Dealing with detained persons will remove units from patrol for extended periods of time, depending on the reason for detention. As highlighted previously in this review, many police services are examining detention times and trying to reduce the numbers of persons that are taken to police stations and where persons are detained, to reduce the time spent in custody.

Conclusion

The survey and activity analysis conducted by the Inspectorate shows that there is data available to the Garda Síochána to assist in determining duty deployment, workload and demand on garda services. The lack of modern technology made it more difficult for the Inspectorate to extract accurate data that shows exactly what resources are available, how they are deployed, how long it takes to deal with incidents and the final outcome to calls. However, despite some difficulties in obtaining deployment and call demand information, the Inspectorate believes that the available data can be of great importance in helping the Garda Síochána to understand and manage the various demands on garda services.

While acknowledging that the results of the survey are a “snapshot in time” they substantially support findings in previous inspection reports; and those in this review, around the allocation and operational deployment of garda resources.

CHAPTER 2: ADDENDUM B

ROSTERS

A recommendation aimed at developing new rosters and work schedules and enhancing the operational deployment practices of the Garda Síochána was outlined in Part III of this chapter. This addendum provides additional supporting data and analysis that contributed to the formation of that recommendation and it also examines other roster-related issues that can affect deployment.

Chapter 2 Enhancing Operational Deployment Practices has also highlighted the importance of rosters in connection with ensuring the most effective deployment of all garda resources. In 2012, the Garda Síochána moved to a new roster, which is referred to as the Westmanstown Roster. This addendum examines this roster in more detail and some of the various rosters that are used in other police services.

The ability to assign police officers where, when and in what numbers they are needed by the community is one of the most important management obligations of any police service. This is particularly important in respect of the deployment of front-line resources and police services must develop rosters that best match the demand profile of the areas that they police. The use of modern police technology, which provides real-time crime and intelligence information, can now empower a police service to be able to accurately predict when and where to deploy resources.

Annual leave, rest days and absences, such as training courses and sickness can impact greatly on the numbers of officers available to support rosters and particularly for operational deployment. Maintaining a roster where minimum levels for staffing are attached can create difficulties in authorising periods of annual leave.

A roster must balance the needs of policing, delivering the best possible service, while also taking into account the health, welfare and safety of staff. This can be achieved by developing rosters that place people on duty at times of most need and that comply with the European Working Time Directive (EWTD).

The Inspectorate understands the complexities and intricacies of designing and implementing rosters for an entire police organisation. A roster needs to be suitable to the area that is policed and must be sufficiently flexible to cater for the various demands on policing. In Ireland, rosters must address the very different policing demands of serious crime investigation by national units and also the varying crime and disorder challenges in both urban and rural areas.

Tackling serious crime requires a number of different approaches and a variety of police tactics, to be carried out by a number of different units operating independently, but with a collective aim of reducing crime. To ensure that maximum operational benefits are derived, these units need to be deployed differently and often at different hours and days. This review and the *Crime Investigation* inspection have highlighted the need to create multiple rosters that best meet the operational and non-operational needs of garda units. This is a critical component of operational deployment and it is imperative to have the right numbers of people on duty, with the right skills, at the right times and in places where they are needed most.

The Garda Síochána is currently reviewing the operation of the Westmanstown Roster. To assist this process, the Inspectorate has examined the merits of several rosters in operation in other police services. The Inspectorate believes that the key issues raised in this chapter and in this addendum, can help the Garda Síochána as part of its on-going review of the Westmanstown Roster.

Previous Roster

Prior to 2012, the last time that the garda roster was changed was in 1982. The roster that operated for the next 30 years was effectively a four-unit, four-shift model. Three of the four units were always on duty and one was off duty on any given day. The roster was based on eight-hour working days and included different periods of consecutive working ranging from two to seven days, followed by one, two and three rest day periods. Within this roster, there were a number of different operating models for divisions in the DMR, those in other city divisions and divisions in rural places.

This roster had what is described as a “flat supply” in that the same amount of officers worked on each unit at fixed start and end of duty times. There was also very little difference in the numbers of members working on the various hours/days of the week. Benefits of this roster compared to the pilot Westmanstown Roster, included higher overall numbers of members on each individual unit, which provided greater resilience levels to respond to an unexpected major incident.

The negative aspects of the roster included:

- Not closely matching resources with times of greatest demand.
- High numbers of members on duty during hours not visible to the public.
- No overlap shifts providing additional members at peak demand times.
- Health and safety issues with fewer days off, higher fatigue and less recovery time between shifts.
- Non-compliance with the EWTD.
- No built-in training days.

Following the previous Inspectorate report *Resource Allocation* published in 2010, a review of this roster and rosters in use in other police services was conducted by a garda working group and a detailed report was completed in February 2011. This review took place in the context of the Garda Síochána's, Transformation Agenda, under the *Public Service Agreement 2010-2014 (Croke Park Agreement)*. The review identified that consistently on both Friday and Saturday nights resources were falling, when demand was rising.

In examining the 2011 review report, the Inspectorate noted that two police services reviewed by the Garda Síochána highlighted the critical need to implement a resource management unit along with any new roster. This suggestion was not acted upon by the Garda Síochána. It was subsequently recommended again by the Inspectorate in the *Crime Investigation* report and restated earlier in this chapter.

It was interesting to note that one of the police services examined by the Garda Síochána highlighted that flexible/variable rosters are very much designed for units working 24/7, 365 and usually those designated to respond to emergency calls. The review report also highlighted that one of the main police services reviewed by the Garda Síochána strongly recommended that officers who did not need to work night duties should not have the benefit of working a shift pattern that has the attraction of a considerable number of additional rest days. As will be discussed later in this Addendum, in 2012, the Garda Síochána took the approach of placing the majority of members on a new variable roster and many of these units do not work 24/7 shifts.

Factors Influencing Rosters

In developing rosters, there are a number of factors that should be considered. The following are examples of some important factors that are crucial in selecting the right rosters that best match resources to demand profiles.

Roster Pillars

There are three key pillars of policing that need suitable rosters in place to put people on duty at the right times and days of the week. These include:

- Response policing.
- Investigation of serious and volume crime.
- Community policing.

The units designated to these functions have very different policing roles, particularly the need to respond quickly to demands on their services and rosters must be designed to ensure that sufficient numbers of staff are on duty at the right times.

Matching Resources to Demand

In order to be able to respond effectively to the various demands made on policing services, it is important to accurately identify, analyse and understand the level and types of demands that exist.

Demand management refers to the processes that a police service uses to predict and react to demands for services efficiently and effectively. In designing processes to manage demand, police services need to consider a number of factors including: call handling; patrol; visibility; armed response and roads policing. All of these factors require the allocation of sufficient resources, particularly to the three pillars of policing that have the main responsibility for responding to these types demands.

Police services also need to consider a range of other policing demands, such as dealing with those persons who are arrested, investigation of crime, forensic support and managing prosecutions. With the changing picture of crime, such as the growth in cybercrime, police services need to be flexible in resource choices, in order to be able to respond quickly to new or emerging crimes.

In creating a roster, the following factors always need to be considered:

- Hot spots for demand.
- Temporal analysis of demand.

- Location of police facilities.
- Post-incident work such as prisoner processing and paperwork.
- Abstractions of staff, such as training, sickness and annual leave.

Matching resources to demand is becoming more challenging with higher public expectations, high levels of demand and often with diminishing resources. A roster needs to be sufficiently flexible to respond to any significant reductions in the overall numbers of staff assigned to it.

Chapter 2 has already articulated difficulties in accurately determining the demand profile of the Garda Síochána. An accurate picture of demand would greatly assist in the creation of rosters that more closely match garda resources to the demand profile. In the absence of accurate data, it is far more difficult to select rosters that ensure that people are on duty at the right times.

Allocation and Availability of Resources

The following factors are examples of working practices and are not confined to any particular roster.

In examining other police services in 2011, the Garda Síochána identified that resources are allocated and managed in a very different way. This includes the allocation of resources at a divisional equivalent level, rather than at the district level in Ireland. In cases where there is an imbalance of more staff at one police station than at another, other police services can more easily move resources to address the issue, as necessary. It was also noted that there are no associated travel and subsistence issues arising from any subsequent moves within a division. In the Garda Síochána, resources are allocated to districts within a division and where members are required to cover a post at another district, even within the same division, they cannot be moved as easily and are entitled to compensation if such a move is sanctioned.

It was also noted by the Garda Síochána that many other police services have far fewer police facilities and places from where resources are deployed. From a roster perspective, it is much easier to deploy resources from a reduced number of locations and to ensure effective supervision of those resources.

The Westmanstown Pilot Roster

The Westmanstown Pilot Roster was developed in response to the Inspectorate's *Resource Allocation* Report, published in 2010. While the Inspectorate did not provide any specific directions on the type of roster to be implemented, it did recommend that it should match predicted demand, provide a work/life balance for members and comply with the EWTD.

In April 2012, the Westmanstown Roster was introduced. The Inspectorate notes the circumstances within which the roster was developed. For example, the roster had to be cost neutral with no increase in budget and no loss of pay or allowances to members. A number of versions of the same model of roster were also implemented, including a core roster for front-line policing units that operate on a 24/7 basis. This roster is primarily based on working six, ten-hour days, followed by four days off. It also introduced a non-core roster for units that do not need to work the full 24/7 hours, but still provide some coverage until 02:00 and 04:00 on certain days of the week. Additionally, it created a number of rosters for detective and specialist units.

A Working Time Agreement (WTA) between the Garda Commissioner and the garda representative associations agreed the operational use and terms of the roster, including the fact that it was to be introduced on a pilot basis. Any changes to this roster must be agreed through the WTA process. The WTA provides some flexibility for late duty changes in the case of an exceptional event such as a terrorist act, an extraordinary event such as a state visit and exigencies of duty such as a serious crime or to preserve life.

Many sergeants and inspectors have responsibility for supervising garda staff. The change in roster also impacted on their availability and day to day supervision of garda staff. In a submission to this review, the Civil and Public Services Union highlighted that they should have been involved in roster talks to represent the views of their union members.

Core Roster

The core roster is the main roster used by garda members. This roster is mathematically structured around 5.2 consecutive ten-week periods during a 365-day calendar year. The majority of days worked consist of a ten-hour day, with the exception of when a work day falls on a Sunday; which is an eight-hour work day. The average number

of hours worked per week is 40. The working day starts at 07:00 and runs to 07:00 the following day. This roster equally spreads personnel over the seven-day period with the same proportion of members working on each day of the week, irrespective of policing demands. In effect, in a ten-week roster period, a person will work each day of the week on six occasions.

Figure 2.58 shows the Westmanstown Core Roster. Members on this roster work six, ten-hour days followed by four days off duty, shown as a Rest Day (RD). It is predominately used by those members assigned to regular units with responsibility for dealing with calls for service from the public.

Figure 2.58 Westmanstown Core Roster

	Mon	Tues	Wed	Thurs	Fri	Sat	Sun
Week 1							RD
Week 2	RD	RD	RD				
Week 3			RD	RD	RD	RD	
Week 4						RD	RD
Week 5	RD	RD					
Week 6		RD	RD	RD	RD		
Week 7					RD	RD	RD
Week 8	RD						
Week 9	RD	RD	RD	RD			
Week 10				RD	RD	RD	RD

07:00 – 15:00	07:00 – 17:00	12:00 – 22:00	15:00 – 23:00	15:00 – 01:00	17:00 – 03:00	21:00 – 07:00	23:00 – 07:00
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Source: Garda Síochána supplied data, presented by the Garda Inspectorate

Key Points:

- Operates on five units, instead of four.
- Complies with the EWTD.
- Six different start and end times.
- Ten-hour working days (Monday to Saturday).
- Overlap shifts are included.
- Briefing times for overlap shifts, but not on other shifts.
- Better match to the demand analysis conducted at the time of the review.
- Flexible start and end times.
- Additional rest days allocated.
- There were no changes to working practices e.g. the allocation of crime investigation and prisoner processing remains the same.
- Training days are not built into the roster.

Non-Core Roster

A non-core roster was created for those operational garda units that perform a front-line function, but are not required to provide a 24/7 service. This includes units such as those engaged in community policing. Figure 2.59 shows the ten-week non-core roster duties.

Figure 2.59 Non-Core Roster

	Mon	Tues	Wed	Thurs	Fri	Sat	Sun
Week 1	RD	RD	RD				
Week 2			RD	RD	RD	RD	
Week 3						RD	RD
Week 4	RD	RD					
Week 5		RD	RD	RD	RD		
Week 6					RD	RD	RD
Week 7	RD						
Week 8	RD	RD	RD	RD			
Week 9				RD	RD	RD	RD
Week 10							RD

07:00 – 17:00 or 10:00 – 20:00	10:00 – 18:00	12:00 – 22:00	15:00 – 23:00	15:00 – 01:00	16:00 – 02:00	18:00 – 02:00	18:00 – 04:00
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Source: Garda Síochána supplied data, presented by the Garda Inspectorate

While this roster is also built around five units working a ten-week cycle, if there are insufficient resources, the non-core roster can operate with less than five units. This roster has six start-times and eight end-times. There are four finishing times that extend to the early hours of the morning from 01:00 to the latest finishing time of 04:00. The early start time shown as 07:00 or 10:00 allows for flexibility in determining start times. This provides an opportunity for local managers to introduce flexible start and end times and at the start of the pilot these could be fixed for a period of twelve months.

Other Garda Rosters

There are other rosters operating, such as District Detective Unit, Traffic, Special Detective Unit, Regional Support Unit and Specialist rosters. While the different work patterns could be described as multiple rosters, these rosters follow the same principle of the core and non-core rosters with six working days followed by four rest days.

Overlaps

As highlighted in Chapter 2 Part III, the Westmanstown Roster has overlaps built into many of the shifts which provide additional staff at certain days and times of

the week. Overlaps can assist the management of busy call demand periods and provides proactive policing opportunities, such as conducting road checkpoints and patrols in high crime areas.

During garda workshops and interviews conducted by the Inspectorate, it was apparent that urban divisions found some of the overlaps useful to tackle day-time crimes such as theft from shops and thefts from the person during the week. It also provides additional members late at night at weekends to address public disorder issues. In most cases, rural divisions did not share the view that the overlaps always provided people at the right time and described it as sometimes unnecessary to have additional staff on duty during the day on Tuesdays and Wednesdays.

Rural divisions also informed the Inspectorate that they often had insufficient vehicles to mobilise the additional members on the overlap shifts and in some cases the remoteness of the area policed did not lend itself to posting resources on foot patrols. Rural divisions acknowledged that additional resources allowed districts to organise proactive policing operations.

Good supervision needs to be in place to ensure that those on overlap shifts perform patrol duties. Senior gardaí raised this as an area of concern that sometimes those on overlaps unnecessarily remained inside garda stations instead of going out on patrol.

Administrative Impact of the Roster

The following section examines the administrative impact of the change in roster. The most noticeable difference between the previous roster and the Westmanstown Roster was the move to longer working days on Mondays through to Saturdays with an increase from eight-hour shifts to ten hours. This resulted in individual members working an extra two hours of duty on those days, but in return provided an additional 42 rest days per member, per year.

The new roster, built around working six consecutive days followed by four off-duty rest days, was a considerable change from the old roster, where people had periods of only two or three consecutive rest days.

Figure 2.60 shows a comparison of the previous roster and the Westmanstown Roster. In particular, it shows the expected total number of duty days, on-duty hours, rest days and annual leave allowances each year.

Figure 2.60 Comparison of Garda Rosters

On-duty Days, On-duty Hours, Rest Days and Annual Leave				
Roster	Total On-duty Days	Total On-duty Hours	Number of Rest Days	Number of Annual Leave Days
Previous 8 hour Roster	227	1,816	104	34
Westmanstown Roster	185	1,802	146	34

Source: Garda Síochána supplied data, analysis by the Garda Inspectorate

On-Duty Days

The change in roster reduced the number of scheduled working days for each individual member by 42 per year. It is worth noting that many police services also work rosters with extended working hours and when introduced they also saw a significant increase in the number of rest days for each police officer and police staff member working these types of rosters.

On-Duty Hours

The new roster is predominately built around ten-hour days. Longer working days provide multiple start and end times and overlaps with additional staff. The scheduled on-duty hours per year for the previous roster is based on working 227 eight-hour days. The calculation for the Westmanstown Roster takes into account a number of factors including working 31 Sundays (eight-hour days) and 154 non Sundays (ten-hour days). It also includes additional hours that are worked by each member under the *Haddington Road Agreement*. The overall result is that individual members are now scheduled to work fourteen fewer hours of duty, per member, per year.

Rest Days

The impact of the extra 42 rest days as part of the Westmanstown Roster on daily attendance numbers was significant. Under this roster, for every 1,000 members working the roster, a total of 115 less members attend for duty each day.¹² It is important when placing members on this roster to consider the impact that this will have on daily garda numbers and only to place people on these types of rosters if it supports the work of that unit. Later in this addendum, the Inspectorate examines rosters operating in other police services and notes that the increased number of rest days is not unique to the Garda Síochána.

¹² Per 1,000 x 42 additional days, divided by 365 days = 115 members per day

Annual Leave

As part of the *Haddington Road Agreement*, no change was made to the way that annual leave is calculated and all members still receive 34 days annual leave per year. In many police organisations, a move to a variable shift pattern with extended working hours of nine, ten or twelve-hour days was accompanied with a move to annual leave that was allocated in hours, rather than in days.

Under the Westmanstown Roster, each member is scheduled to work 31 Sundays a year. While Sunday is a day that many people like to take off, it would not be possible for the Garda Síochána to allow all members to use their total allocation of annual leave on Sundays and most members would not normally use their annual leave in this way. For every Monday to Saturday duty day now taken as annual leave, it effectively places a member off duty for an additional two hours. Depending on how a member uses their annual leave entitlement, the Westmanstown Roster provides up to 68 additional hours off duty per year.

Under the previous roster, a member was entitled to 34 days annual leave per year and this amounted to a total of 272 working hours. The Westmanstown Roster could now result in a member taking up to 340 hours of annual leave per year. Nationally, for every 1,000 members working the Westmanstown Roster, it could result in the loss of up to 38 full-time members per year.

The impact of additional rest days, hours lost through annual leave and reductions in on-duty days and hours, has had a serious impact on the availability of members and has created administrative difficulties in operating the new roster. This also needs to be considered alongside the reduction in overall garda numbers.

Unsocial Hours

In the Garda Síochána, gardaí, sergeants and inspectors are entitled to allowances for working at night and at weekends. Night duty includes time worked between 18:00 and 08:00, with an enhanced payment after 20:00 hours. On Saturdays, a small rate of compensation is made for working, but on a Sunday the payment is more significant. These allowances are in place to compensate those required to work unsocial hours.

Figure 2.61 shows the percentage change in unsocial allowances paid in 2011 under the previous roster, compared to the allowances paid in 2013 under the Westmanstown Roster. This is based on a total number of 14,164 members in 2011 and 13,141 in 2013.

Figure 2.61 Analysis of Payment of Unsocial Hours Allowances Comparing 2011 and 2013

Analysis of Allowance Details and % Change Between 2011 and 2013	
Total Paid Unsocial Hours	4.7% decrease
Total Paid Allowances	7.3% decrease
Total Number of Members	7.2% decrease
Total Allowance Paid Per Member	2.8% increase
Saturday Allowance	18% decrease
Sunday Allowance	3.2% increase
Night Duty Allowance	4.7% increase
Public Holiday Allowance	3.0% increase

Source: Department of Public Expenditure and Reform & the Garda Síochána, analysis by the Garda Inspectorate

The total expenditure for allowances paid in 2011 reduced by 7.3% in 2013. This is consistent with a 7.2% reduction in members during that same period. However, analysis shows that the total amount of unsocial hours payments decreased by 4.7% and the average amount per member increased by 2.8%. The total amount paid per member for all allowances remained the same.

As mentioned earlier in this report, at the time of development, the Westmanstown Roster was designed to have more members working on Friday and Saturday nights. However, the unsocial hours payments for Saturdays actually decreased and at a significant rate of 18%. At the same time, the Sunday allowances increased by 3.2%. This indicates that the goal of having more members working on Saturdays did not fully materialise as anticipated. Overall night duty payments increased by 4.8%. Under the previous roster, members effectively worked three out of four Saturdays whereas under the Westmanstown Roster they now work six in ten Saturdays. This has reduced the numbers rostered to work on a Saturday.

The increase in unsocial hours payments per member on Sunday is an outcome of the Westmanstown Roster and it appears that more non-regular unit members are now working more Sundays than on the previous roster. During visits, the Inspectorate found that some members were working in non-operational units on Sundays, when there was no business need to do so.

Operational Impact of the Pilot Roster

The following are some of the operational advantages of the Westmanstown Roster and some of the challenges that it has created.

Advantages of the Westmanstown Roster

The core Westmanstown Roster provides more flexible start and end times and more closely matches regular unit resources with peaks in call demand for garda services.

Providing Additional Members at Key Times

As highlighted in Chapter 2 Part III, the roster provides additional members at certain times and days of the week to assist with policing demands in the form of overlap shifts. Providing additional members at weekends has helped those divisions with a night time economy and particularly those with public disorder problems. For some divisions having additional members on duty during the day can also help to tackle crimes such as theft from shops, robberies and thefts from the person. Many divisions use overlaps to conduct proactive operations such as roadside checkpoints. Overlaps shifts also provide opportunities for briefing units before they go out on patrol.

Health and Well-being

Many garda members informed the Inspectorate that from a personal perspective they like working the roster as it provides a much better work-life balance.

Challenges with the Westmanstown Roster

As previously highlighted in the *Crime Investigation* report and in various chapters in this review, the Inspectorate has identified a number of challenges with the Westmanstown Roster. This section further examines some of those issues.

Creating a Fifth Unit

Previously, most garda units such as regular units operated with four separate teams covering a 24-hour period. The introduction of the Westmanstown Roster required the creation of a fifth unit across all garda units that were assigned to a Westmanstown Roster. This created many difficulties particularly where the numbers of members on existing garda units were already at low levels. For more rural divisions, creating an additional regular unit proved to be very difficult. The district structure in operation heightened the difficulty, as each of the districts needed to create their own separate fifth unit. This roster effectively reduced the number of members assigned to the original four regular units by between 18% and 20%. This is not

about decreasing the total number of members, but it was more about the redistribution of existing resources across five units, instead of four. During overlaps there should be more members on duty at any one time, but outside of those periods, regular units now operate with fewer people.

At the time of implementing the new roster, instead of creating a fifth unit with additional staff, many districts had little option, but to take members from existing regular and specialist units in the district or from across the division to create the additional unit. Overnight, this diluted the numbers previously assigned to many regular and other units across the 96 districts and created additional difficulties in providing sufficient resources to respond to calls for service. Removing people from specialist units also impacted on garda deployments in other units such as task forces, drugs and community policing.

Continuity

During workshops and interviews internally within the Garda Síochána and externally with local communities and other stakeholders, it was highlighted that the four rest days that follow six working days has greatly impacted on continuity, not just for progressing crime investigations, but for maintaining victim and witness contact. A member that deals with a victim of crime on day six of their working period will, most likely be off work for at least four days. There are also certain times within the roster when continuity is lost for more extended periods, such as the four night duty shifts followed by four days off. In a crime investigation, the first few days are vital for gathering evidence and are particularly important for a victim of crime. The extended breaks have been raised as a concern by many members, supervisors, victims of crime and other stakeholders.

Responding to Calls for Service

During divisional workshops conducted by the Inspectorate, members and supervisors reported that a consequence of the new roster and reduced numbers on regular units was the inability to manage the high level of calls received from the public. This was described in many workshops as “fire-fighting”. The roster was also described as greatly reducing the availability of resources for proactive patrolling and activity that could prevent crimes from occurring.

Working Practices

The Westmanstown Core Roster was primarily aimed at those working on regular units. The change in roster altered the working days and working hours of these units significantly, but it was not accompanied by any change in their work practices. Recognising that those units tasked with responding to 999 calls would be away from work for extended periods of time, other police services changed many of their work practices for these types of units. This included introducing systems to allocate crimes recorded by those units to investigation units and to put in place systems to manage persons arrested during a working day. This type of action supports continuity and allows those response units to deal with a case on the day that they are on duty and to handover any further enquiries to other investigation units. This approach also makes it far easier to determine the numbers of officers that are actually required to respond to calls for service from the public.

Supervision

Prior to the implementation of this roster, a number of concerns were raised about the availability of sufficient sergeants to supervise the increased number of garda units created across the various districts. For example, prior to implementation of the roster, not every regular unit in a district had a sergeant in place. This problem increased with the move to five units, as it created 96 additional regular units and the requirements for any additional sergeants needed for supervision of those new teams was not addressed. Similar to the position with regular units, there were also insufficient sergeants in place in many other units, such as district detective and national units to support the transition from a four-unit roster to a five-unit roster system. This is an area that has still not been resolved.

The implementation of the pilot roster in April 2012 reduced front-line supervision even further than the low level of supervision documented in the Inspectorate's *Front-line Supervision* report. Introducing a new fifth unit created supervision difficulties with insufficient numbers of uniformed and detective sergeants assigned to all operational units. Many members and garda staff highlighted that it can now be several days before they see their supervising sergeant. In a submission to this review, the Public Services Executive Union highlighted that the current roster can create a situation where some stations with garda staff attached are left unsupervised for several weeks at a time.

Productivity

Many operational supervisors and members informed the Inspectorate that they believe that working six consecutive ten-hour days, has affected their productivity, particularly towards the end of the six-day working period and especially if they have also worked overtime or had long commutes to work.

Detectives and Investigators

Detectives and other investigators assigned to detective units are working a similar six days on and four days off roster. The primary function of a detective is not patrol and they do not need to be aligned to a response type shift roster. Detectives are best engaged in investigating serious crimes, processing prisoners and managing cases through the prosecution process to a subsequent court appearance. Currently, one third of a detective's scheduled time is during weekends and holidays and at times when courts and businesses are closed. Minimally, detectives need to work a Monday to Friday day-time roster that supports investigation, public contact and court prosecution attendance.

Some detective cover is required outside of office hours and at weekends, but it does not require the same level of deployment that regular units need. Detectives need to be present at work on more days of the week and during business working hours when they are needed for their expertise. Having detectives off duty for regular four-day breaks is not good for crime investigation and case management.

Creating a fifth detective unit in districts and other specialist units that were already operating with small number of members and sergeants resulted in new units consisting of one or two detectives, with a single sergeant who is expected to supervise all five units.

The Inspectorate does not believe that including detectives in this type of roster is the best use of a valuable and often scarce resource.

National and Specialist Units

During visits, the Inspectorate found that the impact of the roster was very different across individual garda national units. In some operational units, such as the National Surveillance Unit, the roster had reduced their availability greatly. Other national units highlighted inflexibilities

within the roster, which sometimes creates problems in addressing gaps, such as providing cover on night duty shifts.

Some mainly office-based national units did not feel that the roster was impacting on operational performance. The Inspectorate does not share the view that many of these units needed to work the full range of shifts, including late at night and at weekends. In some national and local specialist units, all members work the same shift on a roster and in effect are all at work at the same time, or are all off duty on the same days. In many cases, this did not meet the business needs of the unit.

The Inspectorate also identified many people in national and headquarters units working one of the variable rosters, when there is no operational imperative to do so.

Rosters are important for ensuring the effective operational deployment of staff. There are some garda units that need to work variable rosters that cover the 24/7 period or times and days when policing demands require additional resources. Police services need to be careful that only those essential resources that need to work these types of rosters are actually authorised to do so.

There is no doubt that the overall administrative impacts of the Westmanstown Roster have adversely affected operational resources and the availability of sufficient numbers of members to provide an effective police service.

Rosters in other Police Services

Having found that the Westmanstown Roster is not adequately addressing the needs of policing, the Inspectorate examined a number of rosters operating in other police services that have the potential to assist the Garda Síochána to develop multiple garda rosters that best meet operational policing requirements. In particular, the Inspectorate believes that there are many examples in use in other police services that provide options for consideration as part of the internal garda review of the current roster.

While most of the police services examined have similar variable rosters to the core garda roster, very few operate the six-on and four-off version and there are significant differences in the rosters worked by detective units.

What follows is a summary of the rosters in place in other police services where the key points identified by the Inspectorate are highlighted after each police service roster

is introduced. The common themes found are discussed in more detail at the end of this section after all the different rosters have been outlined.

Police Service of Northern Ireland

The Police Service of Northern Ireland (PSNI) has recently conducted a comprehensive review of its policing demands and compared this to a number of different rosters in operation. For response policing, a decision has been taken to retain the existing roster that has been in place for several years. This roster was found to still best match resources to current demands.

The roster is based around five units, shown as Sections A to E in Figure 2.62. When a section is on night duty, the intention is to take one third of the unit strength off night duty and deploy them on variable hours such as 12:00 to 22:00 Monday to Wednesday. From Thursday through to Sunday, the officers will start work at later times in the evening, working through to the early hours of the morning. This provides an overlap of officers across other shifts that are on duty.

This roster relies on sufficient numbers of police officers on the various units to be able to abstract people from night duty for the overlaps, while maintaining a minimum number of officers on the full night duty shift.

Figure 2.62 PSNI - Response Team Roster

PSNI - Response Team Roster							
Teams	Mon	Tues	Wed	Thurs	Fri	Sat	Sun
Section A (R)					RD	RD	RD
Section B (R)				RD	RD		
Section C (R)			RD	RD			
Section D (R)	RD	RD	RD				
Section E (R)	RD	RD				RD	RD
Section A1 (NPT)					RD	RD	RD
Section B1 (NPT)				RD	RD		
Section C1 (NPT)			RD	RD			
Section D1 (NPT)	RD	RD	RD				
Section E1 (NPT)	RD	RD				RD	RD

08:00 – 16:00	08:00 – 18:00	12:00 – 22:00	14:00 – 23:00	15:00 – 01:00
16:00 – 02:00	17:00 – 03:00	18:00 – 04:00	22:00 – 08:00	23:00 – 08:00

Source: PSNI supplied data, presented by the Garda Inspectorate

Key Points:

- Based on five units, but splitting the unit on night duty.
- Inspectors and sergeants are aligned to the Section Teams and also work the same roster.
- There is a mix of nine and ten-hour working days
- There are nine start and nine finishing times.
- Officers are scheduled to work for a maximum of three or four day periods with a maximum of two or three days off at a time.
- No training day is built into the roster.
- There are a high number of shifts that finish in the early hours of the morning.

The PSNI have a requirement that a sergeant must book all resources on duty within fifteen minutes of commencing their shift. This ensures that the PSNI is always aware of the numbers of resources on duty.

There are a number of other rosters in operation for other units. This includes a roster for more remotely based teams, which operates on twelve-hour days based on a four-unit model. Figure 2.63 shows the remote area roster.

Figure 2.63 PSNI - Remote Area Teams

PSNI - Remote Area Teams Roster				
Day	Unit 1	Unit 2	Unit 3	Unit 4
1	RD		RD	
2	RD		RD	
3		RD		RD
4		RD		RD
5	RD		RD	
6	RD		RD	
7	RD		RD	
8		RD		RD
9		RD		RD
10	RD		RD	

07:00 – 19:00

19:00 – 07:00

Source: PSNI supplied data, presented by the Garda Inspectorate

Neighbourhood (community) officers work a different roster which consists mainly of early and late evening shifts. Currently, detectives work a roster based primarily around a Monday to Friday model, with late cover in the evenings and each unit is required to work one weekend in four. Control room supervisors work a twelve-hour roster.

This information shows that the PSNI has developed multiple rosters to match the policing demands in urban and rural areas and the demands placed on various operational units.

Essex Police Service

The Essex Police Service was working a similar six-on and four-off roster to the Garda Síochána. However, the Essex roster was based around eight, nine and ten-hour working days. A recent comprehensive review identified that response units were struggling to manage the volume of calls for service. The review highlighted that they had reached a position where they were not always able to deal with “today’s demand today”.

On 8th September 2014, Essex changed to a roster based on six days on duty and three days off duty, based on twelve shifts and a 36-week pattern. In most places, sergeants are aligned to the twelve units and work the same roster. However, in some places with insufficient numbers of sergeants, an additional six-shift roster is in operation to provide appropriate sergeant coverage. Inspectors work a separate roster to provide coverage across the whole force area.

Figure 2.64 highlights twelve weeks from the 36-week roster pattern.

Figure 2.64 Essex Police - Response Team Roster

Essex Police - Response Team Roster							
	Day 1	Day 2	Day 3	Day 4	Day 5	Day 6	Day 7
Shift 1							RD
Shift 2	RD						
Shift 3		RD	RD	RD			
Shift 4				RD	RD	RD	
Shift 5						RD	RD
Shift 6	RD						
Shift 7	RD	RD	RD				
Shift 8			RD	RD	RD		
Shift 9					RD	RD	RD
Shift 10							RD
Shift 11	RD	RD					
Shift 12		RD	RD	RD			

06:00 - 14:00

08:00 - 18:00

14:00 - 22:00

14:00 - 23:00

17:00 - 03:00

22:00 - 06:00

Source: Essex Police supplied data, presented by the Garda Inspectorate

Key Points:

- Based on six days on duty, followed by three rest days.
- Based on a twelve-shift model.
- Five start and six finishing times.
- Mixture of eight, nine and ten-hour working days.
- Majority of shifts worked are eight-hour days (113 out of 167 in a 36 week period).
- Average hours per shift are 8.57 and it is based on a 40-hour week.

Other units such as roads policing, neighbourhood policing teams and detective units will work a variation of this six-on and three-off roster. For detectives the duties are mainly based around day time coverage, with limited numbers of resources on night duty and at weekends. Since the original change to a roster with variable hours, annual leave is allocated and taken in hours rather than in days. The change in the roster from a pattern of six-on and four-off to six-on and three-off has resulted in a reduction of 30 rest days, per officer, per year.

United States Rosters

Police services in the United States generally work fixed shifts consisting of mostly eight and ten-hour days. Many police services use a system called a “power shift” to supplement response units at busy periods. Like many other police services, detectives and other non-front-line units usually work a Monday to Friday roster, with limited coverage at night time and at weekends.

Figure 2.65 shows an adapted model to demonstrate how rosters in the United States usually operate. This model operates with four units rotating on two shifts of ten hours and one larger late power shift. Units A and B and Units C and D alternate each week. Officers on Unit E work four days per week, but those days will always be a night duty. These shifts are fixed and officers usually apply to work on a particular unit.

Figure 2.65 Adapted US Model – Patrol Unit Roster

Basic Patrol Unit Roster – Day/Night Shifts and Power Shift							
	Sun	Mon	Tues	Wed	Thurs	Fri	Sat
Unit A					RD	RD	RD
Unit B					RD	RD	RD
Unit C	RD	RD	RD				
Unit D	RD	RD	RD				
Unit E							
Unit E Rest Days	RD	RD	RD	RD/ Work Day	RD	RD	RD

06:45 – 16:45	16:15 – 02:15	Late Power Shift 21:15 – 07:15
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Source: US Police Service model adapted by the Garda Inspectorate

Key Points:

- Based on working four days, followed by three days off.
- Five-unit roster working fixed shifts.
- Ten-hour working days.
- Wednesday is available for training days.
- Provides overlaps for briefings.

Police Scotland

Following the amalgamation of eight separate forces to form Police Scotland, the roster that was operating in Strathclyde prior to becoming a national police service was adopted as the service roster. Police Scotland operates multiple rosters for individual units. Figure 2.66 shows the response team roster in operation.

Figure 2.66 Police Scotland - Response Policing Team Roster

Response Units	Sat	Sun	Mon	Tues	Wed	Thurs	Fri
Week 1	RD	RD					RD
Week 2						RD	RD
Week 3					RD	RD	
Week 4			RD	RD	RD		
Week 5	RD	RD	RD	RD			

07:00 - 16:00	14:00 - 00:00	16:00 - 02:00	18:00 - 03:00	18:00 - 04:00	21:00 - 07:00	22:00 - 07:00
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Source: Police Scotland supplied data, presented by the Garda Inspectorate

Key Points:

- Five-unit, five-week roster.
- Six start times.
- Mixture of nine and ten-hour days.
- Working days range from two to five consecutive days.

- Mixture of one, two, three and one four-day period of rest days.
- No training day built in.
- Proliferation of shifts into the early hours of the morning.

Figure 2.67 shows the current community policing roster.

Figure 2.67 Police Scotland - Community Policing Roster

Community Policing Teams	Sat	Sun	Mon	Tues	Wed	Thurs	Fri
Week 1	RD	RD					RD
Week 2						RD	RD
Week 3					RD	RD	
Week 4			RD	RD	RD		
Week 5	RD	RD	RD	RD			

07:00 - 16:00	14:00 - 00:00	16:00 - 02:00	18:00 - 03:00	18:00 - 04:00	21:00 - 07:00	22:00 - 07:00
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Source: Police Scotland supplied data, presented by the Garda Inspectorate

Key Points:

- Five-unit, five-week roster.
- Latest end time of 04:00.
- Several shifts into the early hours of the morning.

Greater Manchester Police

The Greater Manchester Police (GMP), after a full review of policing demand and several pilot rosters, has recently introduced two new uniform patrol rosters for response and community policing units. Figure 2.68 shows the response team roster in operation.

Figure 2.68 GMP - Response Officer Roster

GMP - Response Officer Roster							
Response Unit A	Sat	Sun	Mon	Tues	Wed	Thurs	Fri
Week 1			RD	RD	RD		
Week 2			RD	RD			
Week 3	RD	RD					RD
Week 4	RD	RD				RD	RD
Week 5					TD	RD	

07:00 - 15:00	07:00 - 16:00	07:00 - 17:00	14:00 - 22:00	15:00 - 23:00	17:00 - 03:00	21:00 - 07:00	22:00 - 07:00
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Source: GMP supplied data, presented by the Garda Inspectorate

Key Points:

- Five units working five different shifts.
- Six start and seven finishing times.

- Mix of eight, nine and ten-hour working days.
- Proliferation of day time and early evening shift start times.
- Based around two and three consecutive days off.
- A training day (TD) is built into the roster.

Figure 2.69 shows the current GMP Neighbourhood Patrol Team Roster.

Figure 2.69 GMP - Neighbourhood Patrol Teams Roster

GMP - Neighbourhood Patrol Teams				
Day	Unit F	Unit G	Unit I	Unit H
Day 1	10:00 – 18:00	RD	07:00 – 16:00	16:00 – 00:00
Day 2	07:00 – 17:00	RD	RD	16:00 – 00:00
Day 3	07:00 – 16:00	12:00 – 21:00	RD	16:00 – 00:00
Day 4	07:00 – 15:00	12:00 – 21:00	15:00 – 00:00	RD
Day 5	07:00 – 17:00	12:00 – 21:00	17:00 – 03:00	RD
Day 6	RD	RD	17:00 – 03:00	07:00 – 17:00
Day 7	RD	RD	15:00 – 23:00	07:00 – 15:00

Source: GMP supplied data, presented by the Garda Inspectorate

Neighbourhood Patrol Teams work a four-unit roster, with three, four and five-day periods, followed by a majority of two days off and one period of four rest days. GMP has developed Integrated Neighbourhood Patrol Teams (INPTs) which includes detective resources. GMP informed the Inspectorate that it is now further considering a new system that also aligns response units to the INPTs.

Merseyside Police Service

The Merseyside Police Service has developed three main rosters. Figure 2.70 shows the patrol unit roster. The six main policing areas in Merseyside work the same basic roster, with slight changes in some of the start and end times.

Figure 2.70 Merseyside Police – Patrol Shift Roster

Merseyside Police – Patrol Shift Roster							
Week Number	Mon	Tues	Wed	Thurs	Fri	Sat	Sun
Week 1					RD	RD	RD
Week 2				RD	RD		
Week 3			RD	RD			
Week 4	RD	RD	RD				
Week 5	RD	RD				RD	RD

07:00 - 15:00	07:00 - 17:00	14:00 - 00:00	16:00 - 02:00	21:00 - 07:00	22:00 - 07:00
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Source: Merseyside Police supplied data, presented by the Garda Inspectorate

Key Points:

- Five week, five-unit roster.
- Five start and five finishing times.
- Mixture of eight, nine, and ten-hour shifts.
- Based on working three and four-day periods, followed by two and three-day rest day periods.

There are four detective rosters, including a general Criminal Investigation Department (CID) roster and rosters for burglary and robbery unit detectives, major crime detectives and neighbourhood investigation detectives. Figure 2.71 shows the general CID roster.

Figure 2.71 Merseyside Police – General CID Roster

Merseyside Police – General CID Roster							
Detectives	Mon	Tues	Wed	Thurs	Fri	Sat	Sun
Week 1		RD	RD			RD	RD
Week 2						RD	RD
Week 3				RD	RD		
Week 4		RD	RD			RD	RD
Week 5						RD	RD
Week 6				RD	RD		

08:00 - 17:00	08:00 - 18:00	09:00 - 18:00	12:00 - 22:00	13:00 - 23:00	14:00 - 23:00
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Source: Merseyside Police supplied data, presented by the Garda Inspectorate

Key Points:

- Built around a Monday to Friday working week.
- Limited weekend and night time cover.
- Predominately day time hours.
- No more than two rest days are taken at any one time.
- Detectives work two weekends in six.

Denmark

The Westmanstown Group visited Denmark to look at the roster in operation. Denmark operates a 'Polvagt' roster, which is a self-rostering system, where managers determine the resource demands and individual members of staff apply for their preferred shifts. To ensure fairness, a system is in place to prioritise individual requests. Police officers in Denmark cannot be rostered to work more than 26 weekends a year and any work during a weekend counts towards this total. This system relies heavily on IT support and a resource management team to manage the duties system.

Danish officers are predominately working eight-hour days and work an average of 37 hours per week. Response units operate 24/7 and like many of the police services engaged by the Inspectorate, they do not routinely investigate crime.

The Inspectorate also visited Denmark to examine their structure and approach to tackling crime.

Summary of Rosters

The various rosters examined by the Inspectorate show that individual police services use rosters similar to those used by the Garda Síochána for delivering response policing services, but have a very different approach for other units such as detectives.

There are some similarities in the type of roster used by all of the police services examined and the Westmanstown Roster. In particular, the rosters are very much structured around five units, working a five or ten-week model. The significant differences are in the finer detail of the rosters used, particularly there are far less ten-hour days used in other jurisdictions, shorter working durations and much shorter rest day periods. There are also far greater differences between the rosters used for response policing and those for other duties, such as community and detective duties. In other police services, detectives and other investigators work very different rosters to those units assigned to responding to calls for service. These police services place the majority of detective resources on duty Monday to Friday during business hours, with less coverage at weekends and late at night.

Analysis shows that where variable rosters are correctly applied, they have a positive impact on resource availability to meet demand patterns. Many police services highlighted that variable rosters are attractive to staff and a police service needs to ensure that only units with a specific business need should be authorised to work rosters with longer working days and, consequently, less days at work.

As highlighted, most police services working rosters with variable hours moved from allocating annual leave allowances from days to allocating leave in hours. Clearly a police service working eight, nine and ten-hour shifts needs to ensure that people are not just using leave to take off the longer working days that are designed to provide overlaps and additional coverage.

The number of annual leave entitlements varies greatly between police services and in the UK, most police services start new joiners at 22 or 23 days rising to 31 days dependant on length of service, or in some cases on the rank attained. In the Garda Síochána all members, irrespective of length of service receive 34 days' annual leave per year.

Like the Garda Síochána, some of the police services operating a similar five-week roster also provide officers with a total of 146 rest days per officer per year. However, these police services allocate them very differently and the majority operate on two and three rest day periods, rather than the straight four day break used by the Garda Síochána. This addresses many of the continuity issues identified earlier in this addendum.

By moving to a six and three day off roster, Essex Police has recouped a significant amount of duty-time per officer, per year. If this was applied to the Garda Síochána, for every 1,000 members working the roster, it would amount to 30,000 extra working days per year and an equivalent of an extra 82 more members on duty each day.¹³

Way Forward

The Inspectorate supports the retention of a variable roster for regular units who provide a 24/7, 365 service to respond to calls for service received from the public.

In introducing the pilot in 2012, the Garda Síochána took the approach of placing the majority of members and some garda staff on the new pilot roster. Over three years later, many of those on the roster will have built their lifestyle and domestic arrangements around the roster and many people will now be concerned about any proposed changes to their working times.

Aside from Essex Police, the six days on duty and four off roster is not used by any of the police services engaged by the Inspectorate and Essex Police has since moved to a new six and three roster. Common themes in the rosters used by other police services reviewed are shorter consecutive working periods and a shorter period of rest days than the Westmanstown Roster.

For members with investigative and case management responsibilities, a four-day break is not good for continuity and crime investigation. It is also not good for victims, witnesses and stakeholders such as courts and state prosecutors. Police organisations primarily carry out

investigation tasks during the hours of 08:00 and 22:00 when the majority of the public, partner agencies and the commercial world are available. It therefore follows that more investigating officers are required on duty during week days than on weekends, night shifts and into the early hours of the morning.

The Inspectorate believes that there are too many people working a garda variable roster that does not place them on duty at the right times of the day and week. In particular, detectives and national units and people in office-based roles. The variable roster should only be available to those required to work the full range of shifts.

As highlighted earlier, the implementation of the Westmanstown Roster did not address the numbers gap that evolved from creating a fifth unit and there were no important changes to any working practices. Most police services have removed investigations from response units and assigned these responsibilities to investigation units.

The issue of annual leave allocated in days, rather than hours is an area that remains unresolved and needs to be addressed.

As identified in Chapter 2 Part III, the Inspectorate believes that there are certain principles that should be adopted in all rosters, particularly for a roster for operational units. Rosters should place people on duty at times of most need and comply with the EWTD.

At present there is no training time built into the garda roster, creating a gap in ensuring that all staff are kept up to date with current policies and procedures.

To maximise the use of all resources, the Garda Síochána must develop multiple rosters that effectively and efficiently deploy members where and when they are required and for the specific functions they are assigned to. Rosters also need to be accompanied by effective supervision to ensure that staff are properly briefed, de-briefed, directed and supported by the physical presence of a supervisor.

Conclusion

The inefficiencies of the Westmanstown Roster have clearly shown that a "one size fits all" roster will not adequately support the wide-ranging work of the Garda Síochána. Multiple rosters must be developed in order to deploy

¹³ Per 1,000 x 30 rest days, divided by 365 days = 82 members per day

members efficiently and effectively where, when and in what numbers they are required for the specific police functions to which they are assigned.

The Inspectorate believes that the introduction of the Westmanstown Roster in April 2012 has impacted significantly on the visibility and the ability of the Garda Síochána to deal with its core demand in responding to and investigating calls received from the public. As recommended in Chapter 2 Part III, the Garda Síochána must develop multiple rosters and work schedules that optimise the deployment of all garda personnel to closely match resources to the demand profile.



CHAPTER 3

Enabling Organisational Change

CHAPTER 3: PART I

CULTURE AND ORGANISATIONAL CHANGE

The purpose of this part of the chapter is to examine Garda Síochána culture in the context of the impact of the changes recommended in this review and to initiate a preliminary assessment of whether the current garda culture will support the implementation of those changes. This part also looks at cultural and organisational change in general terms, including an understanding of police culture, exploration of the current culture of the Garda Síochána and the cultural change required at this time. Finally, this part deals with the actions needed to facilitate those changes.

Organisational culture has been defined as ‘basic assumptions and beliefs that are shared by members of an organisation, that operate unconsciously and define in a basic taken-for-granted fashion an organisation’s view of itself and its environment’ (Schein, 1985).

This review recommends a number of changes to the structure and organisation of the Garda Síochána. In this regard, culture is relevant to how organisations function and it is particularly important in understanding the adaptability of an organisation to change. Organisational culture affects the way people interact and behave. One authority on policing contends that ‘without closer scrutiny of police culture, we are no wiser about why reforms fail’ (Chan, 1997). A police service in the U.K., which has undergone significant structural change, informed the Inspectorate that the first stage of their reform programme was unsuccessful because they had overemphasised the structure and process of the reform programme, without addressing the culture. The goals of their organisational change had been targeted in isolation, without looking at the behaviours desired behind the goals. Thus, the change process was more likely to fail, as the organisation simply defaulted to its older way of working. This demonstrates the important linkage between organisational culture and successful reform.

On the basis of the predominance of research and data, this part focuses on police culture from the perspective of sworn staff. However, garda staff need to be accounted for in any consideration of culture and the recommendations at the end of this part are made to include all Garda Síochána personnel.¹

¹ For the purpose of this report, members with full policing powers are referred to as members, members with limited policing powers are referred to as Garda Reserve and non-sworn staff employed in the Garda Síochána are referred to as garda staff.

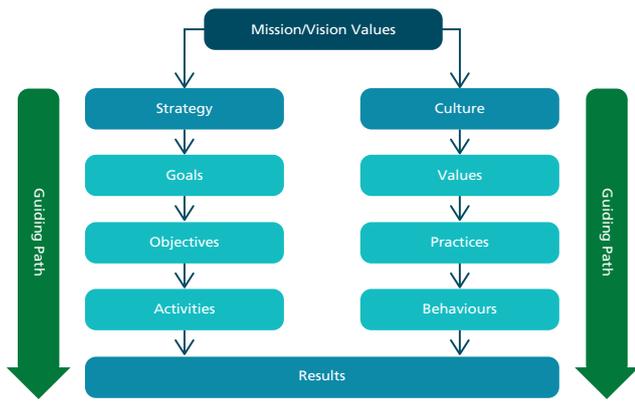
Organisational Culture

Culture influences what is valued by an organisation, including the behaviours that are tolerated, punished or rewarded. Culture affects the agility of an organisation, the speed of decision-making and the level of risk supported. To understand an organisation, it is important to be aware of the unwritten norms, beliefs and outlook and how people are rewarded or controlled. For example, is the change initiative invited or unwelcome? Is there a culture of hierarchy and respectful discipline? The behaviours of key people in an organisation influence the dominant culture, whatever it may be. In his consideration of organisational culture, Handy (1999) finds that ‘the customs and traditions of a place are a powerful way of influencing behaviour.’

Once the mission statement has been drafted, culture is often ignored by organisations. However, it is critical to ensure that an organisation’s real culture supports the mission. While the culture, as stated by the organisation in strategy and policy documents, provides guidance as to the type of behaviour desired by an organisation, formal and informal rules of conduct (explicit or implicit) also exist. Ideally, the desired corporate culture and the informal work culture are in alignment, so that services are delivered in line with organisational objectives.

An understanding of the principles, values, norms and beliefs of an organisation are particularly important in a time of change. Change often requires adjusting the organisation’s outlook and reward platform. If the old culture will not support and sustain the structures, procedures and ways of working to be employed in a new regime, then the culture must change to do so. Well-specified values, behaviours and culture are essential drivers of change. Figure 3.1 demonstrates the interconnectedness of culture and strategy.

Figure 3.1 From Mission to Results



Source: Torben, 2013

An Understanding of Police Culture

All organisations have a culture, some overwhelmingly positive, some negative and many a blend of both. There is no single police culture. Various commentators on police services propose that a multitude of police cultures exist, evident across subgroups and rank levels. The culture of an urban police station, for example, may be different to that of one in a remote rural location; though there are likely to be some common underlying assumptions and behaviours. Within a police station, too, the culture may also vary across units. Therefore, any action to address or change the culture of a police service should take account of the existence of multiple cultures. It should also be noted that police culture is not created or operated in a vacuum; as a large and significant public service, it is influenced by and representative of broader societal culture and its impact of social change on policing.

In the case of the police, most research has ‘tended to depict police culture in unflattering terms.’ (van Buuren, 2009). The positive sides of police culture are covered to a lesser extent - the shared nature of culture that protects against the strains that officers face on a daily basis. It serves as a tool to teach new officers in learning the craft of policing and can also be used as a positive tool in reforming the police as well as regulating and preventing police misconduct (Paoline, 2003).

Positive aspects of police culture are often ignored. Culture can be found to instil a positive ‘sense of mission’ within police officers towards maintaining order and protecting the public. This may be described as an *esprit de corps* – a sense of unity, common interests and responsibilities.

Traditional characterisations of police culture describe the shared values, attitudes, and norms created within the organisational environments of policing. This is often interpreted in the terms used by the Smithwick Tribunal as ‘misguided loyalty’, but this culture has been described as ‘functional to the survival of police officers in an occupation considered to be dangerous, unpredictable, and alienating. The bond of solidarity between officers offers its members reassurance that the other officers will “pull their weight” in police work, that they will defend, back up and assist their colleagues when confronted by external threats, and that they will maintain secrecy in the face of external investigations’ (Goldsmith cited in Chan, 1996).

Changed Police Cultures

Fundamentally, culture must facilitate legitimacy and in the policing context this can be taken to mean the principle of policing by public consent. This type of police service functions with the will of the people, who must have confidence and trust in the organisation.

In the words of the first Garda Commissioner Michael Staines: ‘The Civic Guard, unlike other Police Forces, will necessarily depend for the successful performance of their duties not on arms or numbers but on the moral force they exercise as servants, representatives of a civic authority which is dependent for its existence on the free will of the people.’

Prior to the establishment of the Police Service of Northern Ireland (PSNI), the Patten Commission found that the new service needed a culture of openness and transparency, in which police officers, as a matter of instinct, would disseminate information about their work, whereas the prevailing instinct at the time was defensive, reactive and cautious in response to questions (Independent Commission on Policing for Northern Ireland, 1999).

In its reform process, the New Zealand Police promotes ‘a culture that encourages a sense of pride among police staff; valuing diversity, and ensuring all staff feel able to challenge inappropriate behaviour.’ The State Services Commission in New Zealand (2012) lists positive aspects of its police culture as:

- Being collegial.
- Team-focused.
- Selfless.
- Action-orientated.

- Having an in-built desire to protect the public.
- Respect for command and control.

The negative aspects of the New Zealand police culture were identified as:

- Not encouraging pride among staff.
- Not valuing diversity.
- Staff did not feel able to challenge inappropriate behaviour.

The Garda Síochána culture is not unique in receiving criticism and many of the areas that attract comment are similarly identified in other police services. The complexity of the nature of policing needs to be borne in mind in any review of culture, particularly when this review is intended to support organisational reform.

Police Ethics

Organisational culture, values and ethics are interdependent, each influencing corporate action as well as the behaviour of individual employees.

According to the U.S. Josephson Institute Center for Policing Ethics (2015), there are three aspects to ethics:

- Discerning right from wrong.
- Committing to doing what is right.
- Doing what is right.

The Josephson Institute (2015) recommends that police management ‘should walk the talk by modelling, communicating, and enforcing their expectations and commitment to ethical decision-making.’

The Institute points out that ethics codes ‘don’t make people ethical, make bad people good, or make people with poor judgment wise. But they can help to define what’s right, instil an ethical culture and establish standards of conduct in areas not governed by law.’ The code provides staff with a decision framework as to what is right in the circumstances.

Importance of a Police Code of Ethics

A code of ethics is a guide to the expected standards of behaviour and decision-making within an organisation. The U.K. College of Policing (2014), which provides guidance on ethics to police forces in England and Wales, notes that ‘the combination of policing principles and standards of professional behaviour encourages consistency between

what people aspire to and what they do.’ The College of Policing showed that codes of ethics ‘can encourage people to behave with integrity’ (Brown, 2014).

The Council of Europe’s *European Code of Police Ethics* lays the foundation for ethical norms and promotes the development and application of a code of police ethics to enhance the possibility that ethical problems are more readily defined, more fully understood, analysed more carefully and more readily resolved.

A European Commission-sponsored paper on ethics in security services states that ‘in terms of its possible influence upon police practice, a police code of ethics recommends best practice for the police and is a specialised version of habitual, everyday, common-sense principled conduct. The rule of law, as the signing parties acknowledge, is focused not only on what is done but on how it is done’ (van Buuren, 2009).

Many jurisdictions have published a police code of ethics and these vary in form from one page to very comprehensive documents. An example is included at Appendix 8.

Garda Code of Ethics

The Garda Síochána Act, 2005 provides for the establishment of a code of ethics to include standards of conduct and practice for members of the Garda Síochána. Shortly before the enactment of this legislation and in response to the Morris Tribunal, the Garda Commissioner set up the Ethical and Professional Standards Working Group. The Working Group made recommendations which formed the basis for the first draft of the *Code of Ethics*, which was approved by the Garda Commissioner in October 2007. Work has continued on drafts with input from the Department of Justice and the Office of the Attorney General. The Inspectorate was informed that in March 2014, a draft document was circulated for observations to members of the Working Group and that the outcome of that consultation is still awaited.

Given that work began on this task ten years ago, the Inspectorate considers that the finalisation of a code of ethics is long overdue. It is noted that responsibility for establishing a code of ethics for the Garda Síochána will pass to the proposed Policing Authority on the enactment and commencement of the Garda Síochána (Policing Authority and Miscellaneous Provisions) Bill, 2015.

Drivers for Change in Garda Culture

The *Public Service Reform Plan, 2014-2016* requires public service organisations to develop ‘a more open culture to deliver greater openness, accountability and improved and transparent decision-making’. It also requires ‘the development of change management capacity and capability within organisations’ (DPER, 2014).

In an appearance before the Joint Committee on Justice, Defence and Equality on 28 May 2014, the Garda Commissioner said ‘We are at a defining moment in the history of the policing service, a moment at which the principles of accountability, transparency and professionalism must be at the core of a strong, confident and connected police service and at which such principles must be seen to be at the core of everything we do in order that we are trusted and valued by the public we serve.’ In July 2014, the Garda Commissioner again articulated the importance of culture and the need for reform to develop the positive aspects of current garda culture, while addressing the negative aspects, in which she included ‘our insularity, our deafness to external criticism, and our instinctive rejection of internal dissent’ (address to the MacGill summer school).

The value of questioning the *status quo* has been recognised in other police services. In Australia, for example, the blueprint for the Victoria Police urges members to ‘relentlessly challenge established practice to see how it can be improved.’ The same encouragement was urged by the Garda Commissioner, in 2014 when she addressed the incoming garda recruits and graduating reserves.

In addition to an internal desire for reform of culture, the current external drivers of cultural change in the Garda Síochána include the broader reform of the public sector, the need for further organisational efficiencies, the impetus to strengthen accountability, the Government’s specific commitment to garda reform and recommendations made in previous Inspectorate reports.

Some of the specific changes recommended in this review include significant organisational restructuring, workforce modernisation, devolution of decision-making and increased transparency in the promotional process. This entails a re-thinking of processes, an acceptance of personal responsibility for devolved decisions and an increased perception of fairness and transparency in promotional

and assignment procedures; all of which have an impact on, and are influenced by, culture. Without a change in culture, this will not happen.

Current Garda Culture

There has been little research in relation to garda culture in Ireland. However, the various tribunals of inquiry and reports in relation to the Garda Síochána provide some common themes around how the organisation is perceived to have dealt with external scrutiny and allude to a ‘misguided sense of loyalty’ to the organisation (Smithwick, 2013). Dr. Vicky Conway, while acknowledging the dearth of research on the Irish police culture, stated that ‘the evidence that we do have, though we do need more, indicates a serious need to confront the internal culture of An Garda Síochána. That is difficult, challenging work as this culture is transmitted on a daily basis across police stations and across generations.’ She points out that while practical changes which assist in cultural change can be made, legislation cannot change culture. She highlights that cultural change is a continuous process that requires ‘courageous and dedicated leadership’ and an acceptance by personnel of the need for change.

Vision, Mission and Values

The culture of the Garda Síochána is officially articulated in the published vision, mission and values, as well as the current declaration of professional values and ethical standards. This is a statement of what the Garda Síochána organisation expects from all employees and of what can be expected from the organisation:

- **Vision:** Excellent people delivering policing excellence.
- **Mission:** Working with communities to protect and serve.
- **Values:** HARP, meaning
 - **Honesty:** Being honest and ethical and adhering to the principles of fairness and justice.
 - **Accountability:** Accepting individual responsibility and ensuring public accountability.
 - **Respect:** Having respect for people, their human rights and their needs.
 - **Professionalism:** Providing a professional policing service to all communities.

Culture in Operational Policing

The organisation has set out in the stated vision, mission and values the culture it expects to be demonstrated in all actions carried out in its name. Once the desired or expected culture has been articulated, it is important to regularly assess if it is the real working culture of the organisation. Assumptions of a particular culture should be tested against reality. Questions to ask include:

- Is the stated culture the real working culture?
- Does it support the delivery of organisational priorities?
- Does the organisation support the stated culture in every way?
- Is it reflected in the way policing services are delivered?
- Is this culture supported by structures, performance measurement, operational decisions and priorities?

The Garda Síochána's mission statement indicates that the community is central to its function. When considering the reality of garda culture, is the importance of community policing reflected in the delivery of policing services? The community-focused nature of the garda culture has been encouraged since the inception of the organisation. Its members have a tradition of participation and integration with the life of the communities in which they serve.

The Garda Síochána's present-day mission, stated policies and strategies continue to emphasise the importance of working in partnership with local communities providing a visible and accessible presence in these areas. Its mission statement 'Working with Communities to Protect and Serve' is as relevant today as ever. In the Annual Report 2013, the Garda Commissioner stated that 'Since its inception, An Garda Síochána has always operated on the basis of a community focus. The ability of An Garda Síochána to provide such a service is primarily due to this close partnership between ourselves and the community. An Garda Síochána values the support of the community and we are committed to doing everything we can to maintain and reinforce the trust, confidence and respect of the community through the provision of an open, transparent, and accountable policing service.' (Garda Síochána, 2014). One of the key pillars of the Garda Síochána *Annual Policing Plan 2015* is 'ensuring public safety through community oriented policing'.

Traditionally, a key strength of the Garda Síochána has been its place within the community. In 2009, a national model was launched that defined community policing as

'a partnership-based, proactive, community-oriented style of policing' focused on crime prevention, problem solving and law enforcement 'with a view to building trust and enhancing the quality of life of the entire Community' (Garda Síochána, 2009).

A new community policing model has been introduced in one division in the Dublin Metropolitan Region. Under this model, individual gardaí are assigned to engage with key customer groups to understand and analyse their policing needs and to respond to them through investigations and operations.

In local community engagement sessions carried out by the Inspectorate for this review, there were consistent positive views on the value of the community policing units. Particular mention was made of the usefulness of their engagement with schools, meetings with Neighbourhood Watch, Community Alert and residents' associations, the significance of personal contact by a readily identifiable individual and the proactive work carried out by community policing units. The overall view was that the Garda Síochána needs to strengthen these units. Likewise, in several workshops and focus groups with garda employees, some staff expressed the view that the organisation is beginning to lose its traditional community focus.

In its 2014 *Crime Investigation* report, the Inspectorate identified issues that raised questions about the real value placed on community policing in the Garda Síochána and the inconsistency in the approach:

- The significant percentage of gardaí engaged in administrative and non-operational duties is noteworthy, with more gardaí in some administrative/non-operational posts than in community policing units.
- Some districts reduced the numbers of garda on community policing and some removed all full-time community gardaí.
- Some community gardaí see their role as community engagement, not enforcement, while others are investigating the full range of criminal offences, suggesting a lack of clarity of the role of community gardaí.

There is a view within the Garda Síochána, and stated in the Association of Garda Sergeants and Inspectors submission to the Inspectorate, that every member should be a community policing officer. While there is value

in this approach, the Inspectorate believes that there is a need for a level of specialism and specific focus on problem solving within the community and proactive community engagement across a range of stakeholders. Such activity demands a focus of skill, time and structure, which cannot be provided solely by response policing. Dedicated community policing officers can help not only with responding to less serious calls received from the public, but are an important resource that can be deployed to problem solve long term community issues.

The importance of having dedicated community policing officers is fully discussed in Chapter 3, Part IV Customer Service and features in many areas of the Operational Deployment chapter. In addendum A, the Operational Deployment Survey shows that over one-third of all garda districts have no full-time community policing officers assigned. The Night survey shows that there were more community policing gardaí on night duty than were on duty during the Day survey. Community policing gardaí need to be visible to the public for engagement and reassurance purposes and are more effectively deployed during day time and late evening hours.

The *Crime Investigation* inspection and this review have identified an inconsistent approach to the numbers of gardaí assigned to community policing units on a full-time basis. There are also inconsistencies in the way that they are deployed. A consistent, strategic approach to community policing and clarity of their function would demonstrate its real value to the organisation.

The Inspectorate raises these points to provide a practical example of how culture is reflected in the way services are delivered.

Summary

This section of the review is simply a brief consideration of whether the core of the garda stated culture is reflected in the way policing services are currently delivered. It may well be that there is an inherent desire to value community policing, but the basic assumptions, beliefs, behaviours and practices (i.e. the culture) must support this in a transparent and obvious way. Moreover, research has shown that function dictates police culture. Therefore, a shift towards closer engagement with the community as a core police function would appear to assist increased transparency and openness, which have been identified as required at this time. As pointed out by Lawson (2011) ‘Concerted

efforts to enable officers to engage in community policing, rather than concerted efforts to change their attitudes, may hold more promise for successful cultural change.’

Internal Perceptions of Garda Culture

As noted already, in order to understand the actual internal perceptions of garda culture and how the organisation operates, the Inspectorate held discussions with individual personnel and convened workshops and focus groups across various ranks of sworn members, garda staff and reserves. The quotations below are examples of views frequently and consistently expressed in engagement with the Inspectorate regarding culture.

In addition to the very frequent description of the culture having “a ‘can do’ attitude”, the following positive comments were used to describe the culture of the organisation:

- “A sense of duty.”
- “A culture of service is still there. This should be encouraged.”
- “It’s a good organisation at heart.”

Some focus groups had a clear understanding of the importance of values with some interviewees saying:

- “There should be more focus on values rather than culture.”
- “Supervisors need to encourage values.”
- “Our values are loyalty and honesty and keeping in contact with the community.”
- “Values need to be fully integrated.”

Some staff pointed to the community focus of the Garda Síochána:

- “The culture of the Garda Síochána is community-based.”
- “The real strength of the organisation is that it is a blue light 24/7 organisation. Everyone knows a garda and people call on a garda when every other service is closed. Gardaí are involved in their communities wherever they are stationed. There is huge trust and respect.”
- “An Garda Síochána is a very community-based organisation. There are a lot of things which gardaí are involved at a local level on their own time, such as charity fundraisers, for which they never get the acknowledgement”

In describing a culture of accessibility, staff recognised some negative aspects:

- “There seems to be a feeling that the organisation can’t say ‘No’ to requests. The Garda Síochána is trying to be all things to all people. There is a ‘can do’, ‘get the job done’ attitude. This can present difficulties for the organisation in not being able to fulfil these services when budgets are tight.”

The negative comments on culture provided by members and garda staff included:

- “The organisation is insular.”
- “We can appear defensive.”
- “The current culture does not encourage initiative.”
- “There is a closed culture, a culture of personal loyalty as opposed to organisational loyalty.”
- “Older members have a loyalty to the organisation; younger members have thoughts of entitlement.”
- “There is a gulf between gardaí and senior managers.”
- “There is a different culture between civilians and members. There is a mistrust of civilians.”
- “There is a different culture among younger members – lack of discipline.”
- “The culture was autocratic but is changing now.”

Focus groups also spoke of a “blame culture” and a “risk-averse culture”; where people are afraid of the repercussions of making mistakes. Some spoke about the perception that admitting to making mistakes is seen as “bad for promotion possibilities”. People need to be allowed to make mistakes. Other focus groups at various ranks echoed this view that due to their perception of a blame culture, people focused on “self-preservation” rather than acting as befitting their rank and responsibility. While these members expressed an understanding and appreciation of the need for accountability, they felt the focus was misplaced.

Some senior members felt that recognition and respect for the Garda Síochána values of Honesty, Accountability, Respect and Professionalism (HARP) had changed and suggested that this reflected general societal changes. They said that the values were still present but are not as obvious as they should be. They pointed to the need to highlight and emphasise values through training and improved communications, increased engagement and parade briefing. Others reflected this view and noted that

the removal of the parading time had negatively impacted on the opportunities to reinforce the organisation’s desired culture. Others felt that values need to be reinforced through closer supervision and management.

Some middle-ranking supervisors felt that some members were less inclined to engage with the public on the basis that “the less interaction, the less confrontation, the better.” These beliefs run contrary to a strong regard for community policing and recognition of the importance of “policing with” rather than “policing of” the community.

The overall perceptions articulated to the Inspectorate suggest a real culture which recognises the stated mission, but is hindered by wide-ranging responsibilities that inevitability reduce the investment required to deliver true community policing. There are undoubted strengths in the real culture. These should be acknowledged, honoured and applied to support change (Morris, 2012). Acknowledging these strengths and supporting them through structural and operational priorities would go a long way to delivering the core mission of working with communities to protect and serve.

Answering the questions posed earlier in this part, it would appear that the culture as set out in official garda documents is not clearly exhibited in the real working culture. The perceptions noted in previous pages of this part suggest that the Garda Síochána does not support the stated culture fully through structures, performance measurement, operational decisions and priorities nor is it consistently displayed in the way policing services are delivered.

Desired Culture

‘The simplest way and the way most organisations communicate their desired culture is through a combination of their vision, mission and values’ (Taylor and Haneberg, 2011). The current desired garda culture was set out earlier in this part. There are indications that the Garda Síochána is conscious of the need to address the current culture. In an address to incoming recruits in autumn 2014, the Garda Commissioner encouraged a new culture for the Garda Síochána – one that is ‘open, trusted internally and externally, honest and ethical and clear so all stakeholders are aware of expectations of service’.

The garda culture and work climate should enable accountability and measurement, facilitate multi-agency work and move from what is perceived by some people

to be a blame culture to that of a supportive learning organisation. It must also foster leadership development; meaning it must allow for a reasonable level of mistakes or poor decisions.

The direction of any cultural change should reflect the policing principles as set out in the General Scheme of the Garda Síochána (Amendment) Bill 2014, namely:

- Delivers independent, impartial policing, respecting human rights.
- Recognises the dependence on the confidence and support of local communities.
- Acts professionally, ethically and with integrity.

It is a matter for the Garda Síochána to identify and communicate the desired culture and values suitable to underpin and support organisational change. Bearing in mind that culture is critical to the efficiency of an organisation and the current garda culture (especially as perceived by the members of the Garda Síochána themselves), it is clear that work is required to ensure that the desired culture is in alignment with the work climate. In order to deliver an effective police service, the Garda Síochána must take action to address the real culture of the organisation, including:

- Acknowledging and valuing the strengths of the existing culture and regularly articulating how this can deliver more effective services.
- Demonstrating what behaviours are damaging to the objectives of the organisation.

It may be that the HARP values are considered to remain appropriate, but there is value in examining the stated and working culture to ensure that it supports and enables the delivery of service to the community with respect, ethical behaviour, openness and accountability, as well as being worthy of public confidence.

The Inspectorate is of the view that the exercise of articulating and launching newly identified values, with a strong monitoring mechanism to ensure their implementation, would be a significant acknowledgement of the concerns raised about the current organisational culture. This would support organisational change, organisational strategy and reform. Moreover, a renewed focus would provide an opportunity to address the negative aspects of the current culture, as identified to the Inspectorate by garda personnel and members of the

public. It would also allow for a review of the internal and external drivers for cultural change. This should be done while respecting the positive aspects of the current culture.

Making the Change – International Experience

Research has shown that change in police culture can only be sustained through commitment and reinforcement from inside and outside the organisation. Chan (1997) found that change from the outside is resisted and change from the top down is ignored. Experience of organisational change in other police services shows that implementation requires clarity, training, supervision, internal and external facilitation and drivers. While the commissioner and the executive team of a police service need to be very visible in their commitment to the change process, the cultural change must be led and supported at all levels. In the present review, this was reflected in some interviews with senior gardaí, one of whom spoke of “culture ambassadors” who need to be at all levels and suggested a culture audit through a multi-layered approach.

According to Dr. Vicky Conway, ‘while many practical changes (such as training, promotions, oversight and governance) can all contribute to changing culture we cannot legislate for a new police culture. This requires a continuous process stemming primarily...from strong leadership’ (Conway, 2014). This view is supported by the experience in police services in other jurisdictions.

In Western Australia, a major reform programme of the police service was initiated in 2013 with changes to the organisation, structure and service. While the change was not economically driven *per se*, it was grounded on the need to meet increasing demands for services from finite resources. The programme aims to identify how the police service can operate in a leaner way, how demand can be reduced and resources can be directed to greatest effect. The Western Australian Police engaged in various fora with its staff to communicate the change. The Commissioner went to police stations to talk to staff, inspiring and reinforcing strong leadership and driving the need for cultural change at all levels.

In 2007, the Commission of Inquiry into Police Conduct in New Zealand published its report criticising historical serious criminal behaviour of some police officers (Bazley, 2007). This led to a radical reform of the New Zealand Police with particular emphasis on police culture and a cultural change initiative was developed.

A code of conduct with consistent training for staff was implemented throughout the organisation nationally. Every district had a plan and guidelines provided by Headquarters. A team from Headquarters, including a person from another district, now visits each district twice a year to assess progress with the reform programme. The district commander (equivalent to chief superintendent) must show how they are implementing the change programme and undergo a personal appraisal. A self-assessment is completed prior to a review and a report is produced. The Deputy Commissioner and occasionally the Commissioner attend these meetings on the basis that values are inculcated in local leaders by spending time with them. The meetings focus on the review report and the district commander is questioned in relation to progress on change.

Earlier in this part, reference was made to a U.K. police service in which the first stage of their programme was ineffective due to an over-emphasis on structure and process, without addressing cultural aspects. In the second stage of reform in the same agency, more emphasis was placed on cultural change and integration. The organisation informed the Inspectorate that the reform programme was successful in proportion to the level of communication invested. The key is that supervisors, identified as champions, are driving the cultural change. They now use team briefings to communicate with staff and managers lead change locally.

Measurement of Cultural Change

In order to assess progress on a change programme, measurements are usually applied. This can prove challenging with nebulous concepts such as culture. Some academics argue that qualitative work (e.g. interviews and observation) provide the best indications of the nature and depth of culture in policing. Others support the use of quantitative investigation (e.g. surveys) and a third group advocate a mixed-methods approach comprised of both qualitative and quantitative methods (e.g. observation and survey).

The Inspectorate has considered international practice and research that provide some common pointers towards metrics of police culture. The Garda Síochána must establish culture measurement systems to support delivery of the overall organisational goals. These measurement systems should include specific questions/observations on:

- Team-working.
- Supervisors/subordinates.
- Policing as a job or vocation.
- The (dis)juncture between organisational goals and daily work.
- Suspects/victims and the general public.
- Other parts of the criminal justice system.
- Internal technology and change.
- Holding colleagues to account.
- Internal perceptions of management fairness.

It seems therefore, that the optimum approach to measurement and assessment of garda culture would be the gathering of data from and about all ranks and levels of staff of the Garda Síochána, using the pointers listed above.

External perceptions of garda culture such as the views of the public and closer working stakeholders, including the level and type of Garda Síochána Ombudsman Commission complaints, would also usefully inform this work. This could focus on particular units or locations from time-to-time but overall, should be a longitudinal programme of work.

The Garda Síochána need to shift its organisational culture from an organisation where there is a perception of:

- Slowness to change.
- A blame culture.
- Unfair processes.
- Insularity and defensiveness.

To an organisation where:

- All staff implement the values and behaviours of HARP and the *Code of Ethics*.
- That embraces and drives change.
- That delivers a customer-centric service.
- All staff feel valued and internal processes are viewed as open, fair and transparent.

The Inspectorate considers that a simple review of the garda culture is not sufficient to deliver a programme of change, and that the following actions are now required:

- A cultural audit of the real working culture with the organisation informed by both internal and external stakeholders.
- The identification of the culture that is now needed to deliver the policing plan and the garda reform programme.
- The development of a cultural reform programme, continuing the strengths of the current culture and tackling the negative aspects.
- The implementation of a communication plan for the cultural reform programme.
- The measurable demonstration of strong leadership at all levels to motivate and inspire implementation of the desired culture.

Recommendation 3.1

The Inspectorate recommends that the Garda Síochána assigns to the recommended Deputy Commissioner Governance and Strategy the responsibility to ensure alignment of the Garda Síochána organisational culture with the policing plan and the reform programme. (Short term)

To achieve the above recommendation, the following key actions need to be taken:

- Conduct, on a regular basis, a cultural audit of the real working culture within the organisation informed by both internal and external stakeholders.
- Develop and implement a cultural reform programme, to be adjusted as necessary in the light of the findings of the regular cultural audits.

Implementation Outcomes

The main aim of the recommendation in this Part is for the Garda Síochána to move its organisational culture from the perception of slowness to change, insularity and defensiveness, to an organisation where all personnel embrace the officially stated values and behaviours of the Garda Síochána and a published code of ethics. The recommendation is designed to create an organisation that embraces and drives change and one that delivers a customer-centric service.

Implementation of the recommendations will result in:

- A garda culture that embraces change and where staff feel valued and selection processes are viewed as open, fair and transparent.
- An organisation with strong, visible leadership at all levels.
- A workforce that embraces and displays the stated values of the organisation and a code of ethics.
- A more customer-centred policing service.

Positive aspects of garda culture, such as the general “can do” approach should be valued and reinforced in any change programme. The negative aspects, such as perception of a blame or risk averse culture if not addressed, may hinder and potentially block any change programme.

Strong, visible leadership is required to develop, inspire and deliver a clear, measurable programme of cultural reform.

CHAPTER 3: PART II

GOVERNANCE AND RISK MANAGEMENT

This part of the review examines the growth in external governance arrangements for the Garda Síochána including the functions of the proposed Policing Authority. The internal Garda Síochána governance arrangements are also examined and the Inspectorate makes a number of recommendations to enhance organisational compliance with garda policies, procedures and directives.

Governance is the term used to describe how police services are managed, directed and controlled. It is about developing and putting in place policies and procedures to ensure that a police service operates effectively and meets its objectives. It is also about the ability of a police service to make and enforce internal organisational rules, to ensure the delivery of services and to strengthen how decisions are made and implemented. Governance also provides a framework for holding to account the performance of people and units in a police service.

Good governance practices help to drive efficiencies and to make a police service more effective. In times where value for money and public accountability are imperative, the practice of good governance in policing is becoming increasingly important.

The principle of policing by consent must be at the heart of a modern police service. Legitimacy and procedural justice are terms now widely used in policing and highlight the importance of public accountability. A police service must always ensure that it delivers a high quality service, with the highest levels of integrity, while treating the public fairly, with dignity and respect. Achieving targets and priorities must not be at the expense of professional integrity and the highest standards of behaviour. Police services must also embrace value for money principles and they have a public duty to eliminate waste and other inefficient practices.

Engagement with the public is a critical aspect of governance. The police should always be accountable to the public for the provision of services and in many policing jurisdictions, there are now formal and informal processes in place to allow the public to engage with the police, to influence police priorities and to provide feedback on the services provided in their local areas.

Integral to achieving strong governance is the process of risk management. Policing is a high-risk environment and a police service must put in place systems and practices that reduce the likelihood of injury to its employees and to those

people that come into contact with its staff. Some risks can harm the reputation of a police service and systems must be put in place to identify those risks, to assess the likelihood and impact and to put in place control measures that reduce or mitigate the impact of the risk. This part examines the risk management practices of the Garda Síochána and to what extent they should protect and support operational policing.

Governance and risk management are essential tools for delivery of effective policing services.

Governance

The concept of governance can be found in the earliest political writings and governance structures have, in some form or other, always existed. The term ‘corporate governance’ is now often used to describe the overall governance of an organisation.

Components of Good Governance

Good governance in policing is usually associated with a police service that has strong external oversight and effective internal practices that drive performance across the organisation. It is also associated with a police service that has practices and procedures in place to identify and address areas of high risk. The absence of these elements can lead to poor organisational performance and consequently to low levels of public confidence.

Good governance is a means to ensure that police services operate with integrity and propriety, be open and transparent and that the workforce embraces the core organisational values. In order to apply good standards of behaviour by members of the organisation, a police service must develop a set of principles or a code of ethics to guide them in maintaining the highest levels of trust and public confidence. Good governance practices include providing clear roles and responsibilities to all staff and holding them to account for performance and behaviour.

Reform initiatives are integral to governance, as they often include mechanisms for accountability and seek to advance key issues such as:

- Determination of priorities and strategies.
- Policy development and implementation.
- Deployment choices and the allocation of resources.
- Maintenance of standards and internal discipline (Walsh and Conway, 2011).

Core functions and key strategies inform a strong governance framework. Within the Garda Síochána, these are contained in the annual policing plan as well as in policies and procedures and should be the primary drivers for the organisation's service delivery. Operationalising these drivers can be achieved by developing the actions contained in Figure 3.2.

Figure 3.2 Public Sector Governance Guidance



Source: Adapted from U.K. Independent Commission on Good Governance in Public Services, 2004

Strong governance mechanisms are needed as a matter of routine business planning to ensure compliance with organisational priorities. Ongoing monitoring and review of action plans, policies and processes must result in outcomes that can be measured and analysed to ensure that improvements are being achieved and that opportunities for further improvements are identified and advanced (HMIC, 2014).

Governance practices in police services vary from jurisdiction to jurisdiction and depend on national and local priorities. However, there are common challenges also faced by the Garda Síochána that may impact on the ability to deliver effective services. These include reduced budgets, decreased staffing levels and increased public demand for services.

Good leadership in a police service drives strong governance and in turn, this results in high performance, ethical behaviour and successful outcomes.

Growth in Police Governance

The subject of governance has grown significantly and it is increasingly important for police organisations as they become more accountable.

Governance in policing includes key management issues, such as policy formation and implementation, the determination of priorities and strategies, deployment of resources and the maintenance of standards and behaviour. More broadly, it also includes interaction with government and other external bodies in the context of formal accountability and oversight processes.

External oversight now routinely includes setting budgets and fiscal standards, developing external mechanisms for influence and control over broader areas of police practices such as police appointments and policing priorities. External accountability frameworks have existed in international police services for many years. Oversight relative to incidents and public complaints has expanded in the Australian, U.K., U.S. and Canadian police services. This oversight started in the 1970s and developed considerably through the 1980s. In the U.K., a significant oversight change saw the move away from local policing authorities that operated as boards or committees with multiple members, to individual police and crime commissioners that are now responsible for most U.K. police services. This was designed to raise the level of confidence and trust in local policing and to strengthen the accountability and governance of police services.

More recently, police governance has centred on the issues of police legitimacy. Internationally, and particularly within the EU, concepts of human rights and proportionality are now fully accepted components of policing practices. Viewed from a governance perspective, the law of proportionality is critical, as it stands for the principle that law enforcement decisions should not impact on a person or a community's human rights in a way that is disproportionate to the law. Police officials play a pivotal role in respecting and protecting human rights. Assessing the guarantee of human rights within a governance framework is important, as it is incumbent upon a police service to adhere to the basic principles of human rights, which include:

- Equality and non-discrimination.
- Participation and inclusion.
- Accountability and the rule of law (OECD, 2012).

History of Governance and the Garda Síochána

The 2005 Garda Síochána Act replaced most of the previous garda acts dating back to 1924. It also expanded both internal and external governance of the Garda Síochána. The 2005 Act reformed the legislative structure under which the Garda Síochána is managed, clarified its role and objectives and redefined the relationship with the Minister, the Government and the Oireachtas. It also provided for a new mechanism to deal with complaints by members of the public against members of the Garda Síochána.

Prior to the enactment of the 2005 Act, external oversight was a matter for the Government, the Minister and the Department of Justice and Equality, the Department of Finance and the Garda Síochána Complaints Board. The latter was established in 1986 and was the pre-cursor to the Garda Síochána Ombudsman Commission.

Commissions of inquiry and formal reviews also served and still serve an external oversight role. However, while most of the commissions have made recommendations for change, they did not have authority to mandate action by the Garda Síochána. They are usually convened with a specific remit to examine facts and make recommendations and are often time-bound. Some of these formal reviews and commissions of inquiry include:

- The Conroy Reports (1970) and Ryan (1979) which examined pay and conditions of Garda Síochána staff.
- The Kerry Babies Tribunal.²
- The Morris Tribunal.³
- The Smithwick Report.⁴

The latter three reviews examined, among other matters, issues relevant to the governance of the Garda Síochána. The report by Mr Sean Guerin SC, which examined allegations of improprieties within a garda division and district and the newly established independent oversight

² Tribunal of Inquiry in 1985 that examined the behaviour of police and the handling of a case in Kerry

³ Report of the Tribunal of Inquiry pursuant to the actions of certain gardaí in the Donegal Division 2006

⁴ Report of the Tribunal of Inquiry into the fatal shooting of RUC officers 2013

for the Fixed Charge Processing System are examples of ministerial action directed at seeking better governance for the Garda Síochána.

The various reviews and tribunals of inquiry into the Garda Síochána have generally focused on developing improved practices in response to their specific remit. The findings have consistently identified the need and made recommendations for improvement across the areas of supervision, governance and training. For each of these reviews, the Garda Síochána has responded to most of the prior findings and reports by officially accepting many of the recommendations made. However, this acceptance has not always led to implementation and change.

Traditionally, in response to a report, the Garda Síochána established internal committees or working groups to review the findings and recommendations. However, many of these groups did not have the devolved authority to drive change and as a result many of the issues and recommendations from past reports, continue to be challenges for the Garda Síochána today.

External Governance of the Garda Síochána

Since 2005, governance and oversight of the Garda Síochána has expanded considerably. The following are the main external governance structures:

- The Government.
- The Minister for Justice and Equality and the Department of Justice and Equality.
- The Department of Public Expenditure and Reform.
- The Comptroller & Auditor General.
- The Garda Audit Committee.
- The Public Accounts Committee.
- The Oireachtas and Oireachtas Committees.
- Commissions of Inquiry.
- Tribunals.
- Judicial Oversight.
- Joint Policing Committees.
- Local communities.
- The Garda Síochána Ombudsman Commission (GSOC).
- The Garda Síochána Inspectorate.

The establishment of the proposed Policing Authority will significantly change the current governance and external oversight structure.

The Government and the Minister for Justice and Equality

Section 40 of the Garda Síochána 2005 Act, provides that the Garda Commissioner shall fully account to the Government and the Minister through the Secretary General of the Department of Justice and Equality for any aspects of his or her functions.

The Act sets out the functions of the Garda Síochána, the Garda Commissioner and the Minister for Justice and Equality and clarifies how these functions inter-relate. The functions of the Government and the Minister for Justice and Equality include the following:

- The Government may appoint the Garda Commissioner, the Deputy Commissioners, Assistant Commissioners, Chief Superintendents and Superintendents, and may remove them from office.
- The Government may consent to the dismissal by the Commissioner of a member.
- The Minister must, following consultation with the Commissioner, establish a code of ethics for the Garda Síochána.
- The Minister may determine priorities for the Garda Síochána in performing its functions.
- The Minister must approve the three-year garda strategy statement and may make changes.
- The Minister must approve the annual policing plan and may make changes to it.
- The Minister may, with the approval of the Government, issue written directives to the Commissioner concerning any matter relating to the Garda Síochána and the Commissioner must comply. Both Houses of the Oireachtas must be informed about any directive issued.
- The Minister, after consultation, must issue guidelines to local authorities and the Commissioner on joint policing committees.

The Report of the *Independent Review Group on the Department of Justice and Equality* (the Toland report) identified a lack of proper strategic governance of the Garda Síochána by the Department of Justice and Equality. The report recommended that stronger governance and accountability processes should be implemented for external Justice and Equality bodies and that performance agreements be put in place. The Inspectorate understands that at the time of writing this report a Governance Framework is being drafted by the Department.

The Garda Commissioner is accountable under the Act to the Minister for the performance of the Commissioner's functions and those of the Garda Síochána. The functions of the Garda Commissioner under the 2005 Act include the following:

- a) Directing and controlling the Garda Síochána.
- b) Carrying on and managing and controlling generally the administration and business of the Garda Síochána, including by arranging for the recruitment, training and appointment of its members and civilian staff.
- c) Advising the Minister on policing and security matters.
- d) Performing any other functions that are assigned to him or her by or under the Act.

The Department of Public Expenditure and Reform

The Department of Public Expenditure and Reform is responsible for policy on the allocation of public funds and ensuring that expenditure is managed in line with these allocations by the government departments and key state agencies.

The Comptroller and Auditor General (C&AG)

The Comptroller and Auditor General (C&AG) engages in audits and reviews and makes recommendations for efficiencies in the public sector including within the Garda Síochána. The mission of the office of the C&AG is to contribute to improvements in public administration and to provide independent assurance that public funds and resources are used in accordance with the law, are managed to good effect and are properly accounted for. Its role is to audit and report on the accounts of public bodies, to establish that the financial transactions are done in accordance with their legal requirements and that funds are applied for the purposes intended. The office also provides assurance that the body administers the resources efficiently and economically and has mechanisms in place to evaluate its operations. It authorises the release of funds from the Exchequer for the purposes permitted by law.

Garda Audit Committee

Section 44 of the 2005 Garda Síochána Act provides for the establishment of an Audit Committee consisting of a Deputy Garda Commissioner and no fewer than four other persons who have relevant skills and experience and none of whom are, or has ever been, a member of the Garda Síochána.

The function of this Committee is focused on the fiscal accountability of the Garda Síochána, given the designation of the Commissioner as the Chief Accounting Officer. The Audit Committee advises the Garda Commissioner on financial matters relating to their functions. At least one annual written report is submitted to the Commissioner and a copy is provided to the Minister. The Committee's duties include the following:

- The proper implementation of government guidelines on financial issues.
- Compliance with obligations imposed by law relating to financial matters.
- The appropriateness, efficiency and effectiveness of the Garda Síochána's procedures relating to:
 - i. Public procurement.
 - ii. Seeking sanction for expenditure and complying with that sanction.
 - iii. Acquiring, keeping custody of and disposing of assets.
 - iv. Risk management.
 - v. Financial reporting.
 - vi. Internal audits.

The Audit Committee meets regularly and reports are published on the garda website.

The Oireachtas and Committees

The Public Accounts Committee (PAC), a standing committee of Dáil Éireann, oversees government expenditure and plays a key role in ensuring that there is accountability and transparency in the way government bodies allocate, spend and manage their finances. It is responsible for examining the reports of the C&AG on expenditure in the public service. As the accounting officer, the Commissioner has statutory responsibility for giving evidence before the PAC in relation to the stewardship of public funds expended by the Garda Síochána. This role includes service delivery, value for money, compliance with legislation and organisational improvement.

The Commissioner may also be required to appear before other Oireachtas Committees on a variety of issues relevant to the Garda Síochána. These include the Justice and Equality Committee, which is a forum for Oireachtas members to have input into key criminal justice legislative and policy areas.

The Commissioner is responsible for the preparation of a strategy statement which sets out the key objectives, outputs and related strategies to be pursued by the organisation. The statement is approved by the Minister and laid before the Oireachtas. There is also a requirement to prepare annual reports on its implementation.

Parliamentary Questions

The Commissioner is obliged to provide information to the Department of Justice and Equality to assist in the preparation of answers to parliamentary questions and parliamentary debates and to assist in the preparation of replies to representations from Oireachtas members, correspondence from the public and press queries.

As head of the Garda Síochána, the Commissioner has a responsibility to ensure that systems and procedures are in place to enable it to perform its functions within the resources available and to enable the Minister to answer for those functions to the Dáil.

The Proposed Policing Authority

The proposal to establish a Policing Authority is before the Oireachtas at the time of this report (Garda Síochána (Policing Authority and Miscellaneous Provisions) Bill 2015). It is anticipated that the establishment of the Policing Authority will provide an increased level of public transparency and accountability of the Garda Síochána to the people of Ireland.

Many of the statutory powers, as contained in the draft legislation for the Policing Authority are consistent with provisions present in the standards for other such bodies internationally. While the Policing Authority will have broad oversight powers, the proposed functions that specifically relate to governance and oversight of the performance of the Garda Síochána, include keeping under review the adequacy of:

- Corporate governance arrangements and structures.
- Arrangements for the recruitment, training and development of members and garda staff.
- Mechanisms for the measurement of performance and accountability of members and garda staff.
- Promotion of the policing principles.
- Monitoring, assessing and reporting to the Minister on the measures taken by the Garda Síochána in relation to recommendations made by the Garda Inspectorate.

Under the new arrangements, the Garda Commissioner will:

- Be required to assist and cooperate with the Authority in the performance of its functions.
- Keep the Authority fully informed in respect of significant developments concerning policing services.
- On request, submit reports to the Authority on matters connected with policing services.
- Submit draft policing strategy statements and policing plans to the Authority for approval.
- Continue to direct and control the Garda Síochána and to account for its expenditure.
- Account to the Minister for any specific policing matter and to provide information on request in relation to policing services.
- Comply with any directives regarding policing services issued by the Minister.

The Policing Authority also has powers of inspection. Many of the police services engaged by the Inspectorate are overseen by independent, statutory authorities. In particular, Police Scotland, the PSNI and the Metropolitan Police Service have well established authorities in place, which provide a strong element of oversight, accountability and governance.

Joint Policing Committees

The functions and powers of the Joint Policing Committees (JPCs) are set out in the Garda Síochána Act, 2005. The aim of the JPCs is to develop greater consultation, co-operation and synergy on policing and crime issues between the Garda Síochána, local authorities and local representatives. JPCs also facilitate the participation of the community and voluntary sector in this regard.

The JPCs were restructured in 2014, to take account of the wider changes which occurred in local government boundaries. In preparing the garda policing plan, the Commissioner may have regard to the most recent report of each joint policing committee.

There is now a requirement for JPCs to develop a six-year annual strategic plan, and to report annually on their implementation. These strategic plans must be focused on achieving coordinated actions to support enhanced policing and crime prevention. These changes are aimed at ensuring a more strategic and collaborative approach to policing issues in an area. The overall goal is to develop

a stronger, informed community approach to policing within the area and to provide for more transparency and accountability in policing decisions that affect local communities.

As part of the draft legislation, the proposed Policing Authority will have a significant role in the function of the JPCs including the issuing of guidelines concerning the establishment and maintenance of joint policing committees by local authorities and the Garda Commissioner.

The Inspectorate has attended a number of JPC meetings and found them to be well represented by the Garda Síochána, local authorities and elected officials. However, most JPCs have limited representation from community members and other public services. The Inspectorate believes that this is an area that should be addressed. The JPCs provide a significant opportunity to expand community engagement with the Garda Síochána and other key stakeholders.

Community Governance and Engagement

Many other police services have long-standing systems and forums in place that provide communities with the opportunity to influence local policing in their areas and to hold senior police officers to account for performance and conduct of their officers. In the U.K., this developed following the Brixton Riots in 1981 and forums were developed to ensure regular and effective engagement between the police and local communities. This has evolved to provide an opportunity for local communities to influence policing priorities. Allowing communities to hold the police to account is a very powerful statement of engagement and makes a police service far more open and transparent.

The Garda Síochána has recently recommenced a programme of Public Attitude Surveys. These surveys are important to evaluate satisfaction levels with garda services, to identify areas for improvement and establish the policing priorities of local communities.

Chapter 4 Part IV Customer Service within this review further expands the benefits and outcomes of community engagement initiatives. The Inspectorate envisages a much wider programme of engagement to develop a stronger, more informed community approach to policing.

Garda Síochána Ombudsman Commission

The Garda Síochána Ombudsman Commission (GSOC) is an independent statutory oversight body provided for under the Garda Síochána Act, 2005 and set up in 2007. GSOC has primary responsibility for managing complaints made by members of the public concerning the conduct of garda. Under the Act, all criminal investigations are carried out by GSOC and disciplinary investigations may be investigated by either GSOC or the Garda Síochána.

The Garda Síochána (Amendment) Act, 2015 expanded the statutory authority of GSOC. Under this act, the Garda Commissioner was brought within the scope of GSOC investigations, subject to the consent of the Minister with the approval of the Government. Also, for the first time, GSOC may carry out an examination of certain garda practices and procedures on its own initiative. Prior to enactment, GSOC could only do this when requested by the Minister. The act also broadened the scope for the Minister to refer a public interest matter to GSOC for investigation. A matter may also be referred where there is a concern that a garda member may have committed an offence or behaved in a manner that would justify disciplinary proceedings. In addition, GSOC can now carry out certain investigations, where the identity of a member is unknown at the time of receiving the complaint, or where the alleged behaviour may also involve or have involved a person who is not a member of the Garda Síochána.

Garda Síochána Inspectorate

Established under the 2005 Act, the Garda Inspectorate's objective is to promote excellence and accountability in the Garda Síochána by ensuring that its resources are used to achieve and maintain the highest level of efficiency and effectiveness in its operation and administration as measured by reference to international policing practices.

Since its establishment in 2006, the Inspectorate has produced ten reports with over 500 recommendations for practice and procedural improvements within the Garda Síochána. Section 11 of the Garda Síochána (Amendment) Act 2015 extended the authority of the Inspectorate to carry out any inspection or inquiry in relation to any particular aspect of the operation and administration of the Garda Síochána that it deems appropriate.

As with recommendations provided by commissions of inquiry and tribunals, the Garda Síochána has accepted the overwhelming majority of the Inspectorate's

recommendations. However, many of these have not yet been fully implemented, despite some internal activity to progress them. Throughout this review, the Inspectorate references previous reports and previous recommendations that are relevant to this report.

Summary

This section shows the arrangements that provide external governance and oversight of the Garda Síochána. The breadth and depth of external oversight is not unique to the Garda Síochána and similar structures exist in the police services engaged by the Inspectorate during this review. The key current difference between Ireland and other jurisdictions is the role provided by an existing policing authority or a police and crime commissioner with responsibility for holding a police service to account for delivery of services. The proposed Policing Authority provides an opportunity for increased levels of public transparency and accountability of the Garda Síochána.

The Inspectorate believes that the Department of Justice and Equality has a key role to play in ensuring that there is no unnecessary duplication of oversight activity and in identifying opportunities for joint auditing or inspections of garda processes. Since the publication of the Toland Report, there have been a number of conferences and meetings that have brought together many of the oversight bodies. Subsequent to the Toland Report, a Civil Justice Strategic Committee and a Criminal Justice Strategic Committee were established. The Criminal Justice Strategic Committee is an operational group and includes representation from the Garda Síochána, Courts Service, Prisons, DPP and the Legal Aid Board.

Recommendation 3.2

The Inspectorate recommends that the Department of Justice and Equality establishes formal, structured processes that co-ordinate all justice sector governance of the Garda Síochána and related oversight body activities to reduce any duplication in work, to clarify areas of responsibility, to share good practice and to seek opportunities for joint working. (Short term)

Internal Garda Governance Structures and Processes

While each of the external structures highlighted has a role in advancing good governance through recommendations for change and improvement within the Garda Síochána, ultimately it is the responsibility of the Commissioner and the garda senior management team to implement good governance systems that support the corporate goals and vision.

In 2007, in the final report to the Garda Commissioner, the external *Advisory Group on Garda Management and Leadership Development* addressed the issue of governance. In particular, it referenced that ‘Roles, authorities and relationships should be spelled out clearly, that delegation downwards through the organisation should be matched with accountability upwards, that there should be performance measurement and appraisal at all levels and that proper arrangements are made for training and staff development to prepare them for their new or changed roles’. This remains true today and the interconnectivity of governance, risk and performance requires a structure that supports the organisational goals through consistent management practices.

Given the responsibilities under the Act, it is important that effective structures and systems are in place to enable the Commissioner to fulfil the roles for which the post holder must account on behalf of the organisation.

Existing Structures and Processes

Good internal governance requires consistent management practices, clear policies with guidance for staff and efficient, effective oversight and accountability. Governance processes can be formal or informal, but they are the forums and systems that direct the organisation and monitor progress towards priorities and compliance with internal policies and procedures.

The following section looks at some of the current internal garda governance processes in place at various levels of the organisation.

The Garda Commissioner

A key element in any corporate governance framework is an effective system of internal control. It is the responsibility of police executive teams to decide on the extent of the

control system which is appropriate to the organisation. These controls must be directly related to the objectives of the organisation.

As previously described, the Commissioner has a number of specific governance functions under the 2005 Act, with regard to directing and controlling the Garda Síochána, managing the force and implementing Government policy. In performing their functions, the Garda Commissioner must have regard to the following matters:

- The objective of promoting effectiveness, efficiency and economy in the Garda Síochána.
- The priorities and performance targets in operation under Section 20 at the relevant time.
- Any relevant policies of the Minister or the Government.
- The strategy statement in operation under Section 21 at that time.
- The annual policing plan prepared under Section 22.
- Any directive issued under Section 25.

The Garda Commissioner also has other specific functions and duties under the 2005 Act, including the appointment of persons to the ranks of garda, sergeant and inspector and, subject to safeguards, their dismissal with the consent of the Minister and the Government. The Commissioner also appoints garda staff and reserve members.

It is the responsibility of the Commissioner to ensure that the internal systems and practices that are in place are sufficiently robust for the Garda Síochána to meet its responsibilities. The Commissioner is also the principal agent for leadership, constructive change and continuous improvement.

Garda Executive Team and the Senior Management Team

The Garda Commissioner heads an Executive Team that consists of the Chief Administrative Officer and the two deputy commissioners. This executive team meets on a regular basis. On a monthly basis, the Commissioner meets with an extended Senior Management Team (SMT) consisting of assistant commissioners, executive directors and the head of the analysis service. These are the main leaders of the organisation and they set the strategic direction of the Garda Síochána.

The Commissioner also arranges conferences with senior staff to discuss important issues, such as the annual policing plan and the publication of any high profile reports.

Informally, the Commissioner and members of the SMT have embarked on a number of visits to divisions and other garda units to engage with staff at all levels of the organisation.

Senior gardaí and senior garda staff also have a key governance role to play and all have a variety of formal and informal processes in place to meet with their managers to discuss key performance issues, including operations, crime investigations and HR issues.

The Deputy Commissioner Strategy and Change Management

While the Deputy Commissioner Strategy and Change Management has responsibility for some policy functions, there is no unit or section responsible for governance across the organisation. At present, the structure does not provide for a full-time assistant commissioner to support this Deputy Commissioner position. As discussed in Chapter 1 of this report, the Inspectorate is recommending a change of this deputy's function to a role focused on Governance and Strategy with a full-time assistant commissioner to support them.

Strategic Transformation Office and Other Units with a Governance Role

The Commissioner recently announced the creation of a Strategic Transformation Office (STO) to ensure that the recommendations from previous reports and commissions of inquiry are progressed and implemented. In the short to medium term, the STO will perform a single point of contact role for external governance and oversight bodies, such as the proposed Policing Authority and the Inspectorate. The Inspectorate supports the development of the STO, which includes responsibility for liaison with external governance bodies and the monitoring of the implementation of recommendations from previous inspections and reviews of the Garda Síochána. At this point it is unclear as to the long-term governance role of this unit and the Inspectorate will monitor its progress.

There are also a number of other garda units that have a role in governance, including the Change Management and Strategy Unit, Crime Policy and Administration, various policy units, Legal Affairs, the Garda Professional

Standards Unit, Garda Internal Audit and Internal Affairs. As highlighted in other chapters of this review, there are a number of garda units with governance and oversight responsibilities that currently work under different line commands.

Committees and Working Groups

Traditionally, the Garda Síochána has responded to external reports and high profile incidents by convening internal committees or working groups. In some cases, these groups have operated for many years, sometimes without making significant progress. Some of these groups are part of the overall governance process. The following are some examples of these types of groups:

- Working Group for Implementation of the Guerin Report.
- Fixed Charge Processing System Working Group.
- Property Management Working Group.
- Warrants Working Group.
- Lessons Learned Board and Audit Committee.
- Garda Responding to a Changing Environment (GRACE) Programme.

The GRACE programme was introduced in 2011 to co-ordinate a significant number of on-going work streams and programmes. The overall objective of GRACE was to eliminate or substantially reduce the budget deficit within the Garda Síochána and to demonstrate leadership willingness and capability to address immediate, medium and longer-term financial challenges, in collaboration with other agencies. While much work was completed as part of individual programmes, including some good criminal justice initiatives, it is unclear if all of the programme recommendations were progressed and the outcomes measured. One element of GRACE was a review of all garda specialist units. The aim was to identify inefficiencies, make cost savings and improve performance. One outcome is the amalgamation of the Garda National Drugs Unit and the Organised Crime Unit. The Inspectorate has examined many of the findings of the reviews and, while a significant amount of work was carried out in terms of completing the reviews, many of the recommendations have not yet been progressed.

Members of working groups mostly have other full-time organisational responsibilities and may or may not work within the chain of command where proposed changes in work practices are required. Often people on working

groups are senior gardaí in operational posts and they are trying to manage their time between two competing commitments. This creates difficulties, in terms of individual members of the groups finding the time to progress the work of the groups and in the ability of the groups to deliver organisational change and service improvements. There is still a considerable number of groups in existence and some members of working groups expressed frustration to the Inspectorate about the slow pace of progress.

Change Management Section

The Change Management Section was established in 1996 to deliver organisational change to support the diverse and complex requirements associated with meeting the demands of a modern policing service. The section works in partnership across the organisation to ensure the effective planning and delivery of change within a clear governance framework. The functions of the section include:

- Leading change and developing and implementing strategies.
- Promoting sponsorship and leadership of the change initiatives amongst senior garda management.
- Involving key stakeholders and effectively managing resistance.
- Extensive and targeted communications at all stages of initiatives.
- Providing ongoing support after implementation.

The section is staffed by a combination of members and garda staff and is headed by a chief superintendent, who reports to the Assistant Commissioner Organisation Development and Strategic Planning.

The Inspectorate was advised that, generally, there is no established point of transition for change programmes from development to operational implementation. As previously highlighted, pilot and change projects within the Garda Síochána tend to run for long periods of time, sometimes years, while remaining under the governance of the Change Management Section.

At the time of an Inspectorate visit to the Change Management Section in June 2014, many programmes remained within their responsibility. This included responsibility for advancing the Performance, Accountability and Learning Framework (PALF). PALF was piloted in three garda units in 2012 and awaits roll out nationally. The responsibility for reviewing the pilot,

redrafting and implementation of the programme was retained by Change Management. This included having to navigate a myriad of institutional, technical and labour issues. To advance this programme into operational practice, the Change Management Section has developed a training programme that will be delivered through continuous professional development units. The future governance role of Change Management Section and the new STO needs to be clarified, particularly in light of the Inspectorate's recommendation for the new role of Deputy Commissioner Governance and Strategy.

Garda Professional Standards Unit

The Garda Professional Standards Unit (GPSU) was established in 2006 with a remit to examine and review, as directed by the Commissioner, the operation, administration and management of performance of the Garda Síochána at all levels. It also has a role to propose measures to improve that performance. The GPSU also conduct national and international research and operational audits and submit an annual report to the Minister for Justice and Equality on its activities. The GPSU plays a pivotal oversight role in measuring compliance with policies. Traditionally, the GPSU conducted five examinations per year in garda divisions, which included all districts within those divisions.

In 2013, the GPSU significantly changed the way that examinations were conducted and moved towards a more evidence-based approach. The examinations that were completed since and were viewed by the Inspectorate were found to be far more intrusive and have identified many examples of policy non-compliance in high-risk areas.

While the GPSU starts the year with a full work plan, it is often tasked throughout the year with additional work. Examples include a report on the Fixed Charge Processing System (FCPS) and critical incident and serious crime reviews of significant cases. The GPSU also conduct national audits, such as property management and drug registers.

The GPSU is one of the main auditing units of the Garda Síochána that are outside of any operational line command. As highlighted in the 2014 *Crime Investigation* report, the Inspectorate believes that the GPSU should be focused towards national, high-risk areas that are presenting the greatest risk to public confidence in the Garda Síochána.

Garda Internal Audit Section

The mission of the Garda Internal Audit Section (GIAS) is to have in place best practice internal financial control, internal audit and risk management strategies in support of the Garda Síochána and of the Commissioner as Accounting Officer. The GIAS provides an independent, objective assurance and consulting role, designed to add value and improve the organisation's operations.

The primary objective of the GIAS is to provide assurance that the systems of internal control are satisfactory and that resources are properly, economically and effectively used. The Association of Higher Civil and Public Servants informed the Inspectorate that in its opinion, the 2005 Act does not provide the GIAS with adequate powers to audit the Garda Síochána.

The GIAS presents to the Garda Commissioner and the Audit Committee an annual audit plan, based on risk assessments associated with financial management and public accountability of the garda organisation. It conducts audits and writes reports in line with the annual audit plan, as approved by the Garda Commissioner and advised by the Garda Audit Committee.

The section's audit work examines areas such as:

- Operation of all systems and procedures, including financial management.
- Risk assessment.
- Adequacy, reliability and integrity of the information provided for decision-making and accountability.
- Compliance with legislation, other requirements laid down centrally e.g. by the Department of Public Expenditure and Reform.
- The *Garda Code*, garda internal management plans, procedures and policies.
- Acquisition, disposal and safeguarding of assets and interests from losses, including those arising from fraud, malpractice and irregularity.
- Arrangements for the economic and efficient use of resources.

The Head of the GIAS is a senior garda staff member. This section is predominately resourced with garda staff, a small number of sergeants and an inspector. The Head reports to the chair of the Audit Committee and to the Deputy Commissioner Strategy and Change Management. While the post of Deputy Commissioner was vacant, the

GIAS reported directly to the Commissioner. The staff of the GIAS believe that they are fully integrated into the governance structure of the Garda Síochána.

The GIAS prepares an annual work plan based on the risks apparent and they maintain a corporate risk register. The section investigates systems, not people, and discipline is an issue managed by Garda Internal Affairs. While an anti-fraud policy has been developed, there is no garda anti-corruption strategy in place. The role of the GIAS in risk management is discussed later in this part of the report. The Inspectorate acknowledges recent developments to improve governance, which includes joint audits and reviews by the GIAS and the GPSU.

Tasking and Co-ordinating Meetings

The effective deployment of the totality of garda resources requires formal processes to ensure that decisions about deployment of units are prioritised and based on a national intelligence model. The *Crime Investigation* report identified an absence of consistent and formal tasking and co-ordinating processes at national, regional and divisional levels. The Garda Síochána needs to develop strong governance processes for decisions made on deployment of garda units, in order to ensure the most effective use of resources.

Crime Meetings at National Regional and Local Levels

There are a number of crime-related governance meetings that take place at national, regional, divisional and at a district levels. In the *Crime Investigation* report the Inspectorate found that meetings to discuss crime did not always follow a similar format and those ranks/role holders in attendance at meetings varied greatly from place to place.

Divisional and national unit chief superintendents and superintendents have a key governance role in directing resources and monitoring performance. At a divisional level, the Inspectorate found that the divisions visited all had internal meetings in place. These were usually held on a weekly basis and focused on crime and other issues such as HR. To assist with governance, divisions and districts are provided with weekly crime reports created by garda analysts.

District Daily Accountability Meetings

The Garda Síochána expects each district officer to hold a daily accountability meeting, which is often referred to as a Performance Accountability Framework (PAF) meeting. This meeting brings together key personnel, such as the district officer, inspectors, sergeants and detectives to discuss all incidents that have taken place in the last 24 hours or over a weekend period. While this is a governance process, the meeting is retrospective in its approach and is more of a crime management meeting to ensure that incidents that have already taken place have been well managed and effectively investigated. As found in the crime investigation inspection, these meetings are not operating consistently across garda districts. The Inspectorate is aware that the Garda Síochána has created a standardised PULSE enquiry report that should be used as the basis for all PAF meetings.

As previously recommended by the Inspectorate, a move to a divisional model of policing should be accompanied by a single divisional daily PAF meeting.

Inspections and Reviews – HQ Directive

In July 2014, the Garda Síochána published an Inspections and Reviews Process in a HQ Directive, which applies to all assistant commissioners, executive directors, chief superintendents, superintendents and garda staff heads of sections. The primary function of the directive is to measure and evaluate the effectiveness of current systems and procedures in the Garda Síochána and also to identify and recommend measures to improve performance. It assigns primary responsibility for assurance of systems to local managers. Self-certified reviews are recorded on a standardised form and conducted by managers as identified below:

- Quarterly by district officers and equivalent heads of section.
- Twice annually by divisional officers and equivalent heads of section.
- Annually by regional/branch assistant commissioners and equivalent executive directors.

As part of this process, the GPSU and the GIAS are tasked with providing an independent overview process and to conduct an audit, examination and review of each region, division, district, specialist section and functional area at least once every three years.

This is very much a paper-based, self-assessment process, carried out by several layers of local managers; all within the same area of operational command. This process was introduced after the Inspectorate had conducted the majority of its field visits for this review and as a result, the impact of the new process has not been examined. However, the Inspectorate believes that this sort of oversight and governance process should be the function of an independent unit, outside of the operational command structure.

Intrusive Supervision

Within national units, regions, divisions and districts there are a number of formal and informal governance processes in place that provide oversight and monitoring. These include internal meetings, briefing and general day-to-day supervision. Strong governance at this level requires proper accountability within the Garda Síochána and due regard for areas of high risk. Without these two elements in place, poor practices or high profile incidents can occur; affecting public confidence in policing.

Front-line supervisors have a key role to play in ensuring that the workforce embraces the core values of the Garda Síochána. Good leadership and supervision drives strong governance and in turn, this results in high performance, ethical behaviour and successful outcomes.

Garda Code, Policies and Headquarters Directives

Good governance ensures that all employees and other members of an organisation understand their role, their legal duties and their responsibility for decision-making. The business of the Garda Síochána is established by law, the *Garda Code*, HQ Directives and policies and a variety of formal and informal practices at regional, divisional, district and unit level. Creating policies, providing direction and measuring compliance is the responsibility of Garda Headquarters and implementation of policy is very much the responsibility of local managers and supervisors. This part looks at garda policy implementation and the various sources of information and direction that are available to staff.

Strategies, policies, practices and procedures are designed to ensure that the priorities of the Garda Síochána are articulated to all staff and that activities are undertaken at all levels to achieve the desired outcomes. In particular, this section will look at the important role of Garda

Headquarters, managers and supervisors in driving quality improvements in service and how they ensure garda policies and directives are fully implemented.

This section will specifically look at three key areas:

- Garda Policies.
- The *Garda Code*.
- Headquarters Directives.

Garda Síochána Policy

Policies provide guidance and direction to staff about a specific issue or a piece of legislation. They generally contain broad expectations and are the framework from which procedure flows. They usually set out the expected organisational behaviour, in line with organisational objectives. This should lead to a consistent approach to decision-making and implementation of the policy.

The Garda Policy and Planning Unit was established in 1994 and acts as an internal consultancy for senior garda management. This unit performs a number of functions that are directly linked to improving governance, leadership and supervision in the Garda Síochána.

The unit's remit includes:

- Identification of international best practice in police management and operations.
- Development of leading-edge interventions to increase the effectiveness of the Garda Síochána.
- Identification and facilitation of solutions to issues raised by senior garda management.
- Conducting strategic analysis of garda sections and policies.
- Assisting in the development and review of policing plans and the development and implementation of the corporate strategy.

Garda Headquarters, through the work of policy units and national units, sets strategies and creates policies. On the publication of a policy, the responsibility for implementation usually moves to divisions, districts or national units. In most cases, the responsibility for implementation of an operational policy rests with superintendents and the day-to-day supervision of compliance usually lies with sergeants and inspectors.

The *Crime Investigation* report highlighted areas of concern found in respect of many well-written garda policies, where there was an absence of effective systems in place to monitor progress and to ensure compliance. In the case of domestic violence (DV), the Inspectorate found that while there is a policy (2007) in relation to the response to DV, there is very little evidence that the policy is audited or monitored to ensure that it is implemented at an operational level. Policy without meaningful monitoring or auditing is of limited value. A failure to implement instructions or policies can have serious consequences for a police service and may result in injuries, litigation, complaints or poor customer service.

A recurring theme throughout the Inspectorate's reports has been the gap between the development and implementation of policy and the absence of effective governance, leadership and intrusive supervision to ensure that policy aims are actually delivered.

During field visits, interviews and workshops, many issues were raised by senior managers in connection with policy compliance, including:

- The absence of front-line supervisors negatively impacts on policy implementation.
- Additional resources to support a new policy are not always provided.
- Training does not always accompany major policy changes or new procedures.
- An absence of in-house training (continuous professional development) is a gap in ensuring policy compliance.
- The current process often relies on individuals to keep themselves up-to-date.
- Monitoring arrangements and accurate performance data at national and local level are not always sufficient to ensure compliance.

While the recommended Deputy Commissioner Governance and Strategy should have overall responsibility for policy implementation, all policies must have a senior manager who is the policy owner and champion to ensure full compliance. Policy developers and policy champions must also conduct an impact assessment to identify how the policy will affect areas of business and what needs to be in place to ensure that a policy is implemented. This includes issues such as resource requirements, training needs,

appropriate supervision and monitoring arrangements. Without these measures in place, many policies will not achieve the desired goals.

The absence of governance processes and supervisors to support front-line workers is an area of concern. This is a serious gap in terms of ensuring that all staff, particularly those on the front-line, are aware of a new policy or procedure. The absence of a dedicated supervisor significantly reduces the likelihood that a policy will be fully read and understood by those who have to carry them out.

All policies must be up to date, fit for purpose and deliver the benefits described. Policy compliance requires effective supervision, monitoring and governance arrangements from policy owners and effective leadership and supervision from those who must ensure compliance. All policies should also be subject to a regular formal review and it is good practice to build in a review date at the time that a policy is published.

As highlighted in Chapter 1, the Garda Síochána has a number of units involved in policy making, monitoring and implementation. The Inspectorate has recommended that all of these individual units with policy roles should be amalgamated to provide efficiency savings, to remove any unnecessary duplication and to ensure compatibility with overall organisational policy and goals.

Garda Code

The *Garda Code* provides standard operating processes and procedures for all members of the Garda Síochána, garda staff and student gardaí. It is a comprehensive document and the two volumes extend to almost 1,000 pages. The most recent edition of Volume I (5th) was published in 2005 and replaced a 1995 version.

The Code is intended as a mandatory guide for all work activities. Within the Code, a section sets out the generic roles and responsibilities for supervisory ranks. In particular, it highlights that supervisors have the responsibility for ensuring that all members under their supervision are made aware of and understand new policies and procedures.

The Code is not the single repository of information and is but one reference point. It is now available in electronic format on the Garda Portal and this should provide details of the most up-to-date version of a policy or instruction.⁵ During field visits, the Inspectorate was informed that some parts of the Code are now very dated, such as student training and firearms licensing. The Code does not contain details of the date that a particular section was last refreshed or when a section is due to be reviewed. The Inspectorate was unclear as to the value added of retaining the *Garda Code*, without maintaining an up-to-date version.

Headquarters Directives

Headquarters (HQ) Directives are issued periodically throughout the year by senior managers, usually by assistant commissioners or executive directors in connection with their portfolio responsibilities.

Directives cover many areas, such as:

- Changes in legislation or operational procedures, new policies or reiteration of previous directives or policies.
- Director of Public Prosecution instructions.
- Human Resource notices in connection with changes in working hours, promotion competitions, appointments etc.
- General information, such as station closures, district amalgamations, memorials, training programmes and court changes.

Like garda policies, the responsibility for implementation of an operational HQ Directive usually rests with superintendents and the day-to-day responsibility for compliance lies with sergeants, inspectors and garda staff managers.

The majority of directives provide information and do not require monitoring arrangements. A smaller number of directives deal with much higher risks to the organisation and need action to be taken and compliance monitored.

With directives, it is important that all staff are made aware of any changes to working practices, particularly when a directive is re-stating a current instruction. In these cases, the re-iteration of the instruction is usually as a result of a mistake or omission by another member of staff.

⁵ The Garda Portal is an internal search engine that can be used by any member of staff to find the most current policy, legal decision or information on a particular issue.

As stated earlier, the Garda Portal is fast becoming the main electronic search engine to assist members of staff to identify the most current information in relation to an instruction. When a HQ Directive is issued, all staff receive an alert email, referring to the particular directive and providing a link to obtain the full information. The directive includes links to all relevant legislation, associated policies and forms.

Strong governance and leadership from Headquarters and good management and supervision is required at operational levels to ensure compliance with policies and procedures.

Policies and directives need to be assessed to determine the risk levels of non-compliance. The Garda Síochána needs to introduce a formal impact assessment for all medium to high-risk policies and directives that require action to be taken.

The crime investigation inspection identified that the responsibility for the delivery of most garda policies and HQ Directives rests at regional, divisional and district levels. In many cases, the responsibility sits firmly with the 96 individual district superintendents. The Inspectorate also found that often, very little performance management data is provided centrally and monitoring of performance against policies relies on those individual superintendents auditing and inspecting their own performance. The Inspectorate believes that this approach has contributed to many of the high-risk areas identified in the *Crime Investigation* report and an inconsistent approach to the delivery of organisational policies.

Recommendation 3.3

The Inspectorate recommends that the Garda Síochána develops a Standard Operating Procedure for the creation, implementation and monitoring of all garda policies and directives. (Short term)

To achieve the above recommendation, the following key actions need to be taken:

- Move towards a single, digital repository system of information that is up-to-date with current policies and procedures.
- Conduct a formal impact assessment for all medium to high-risk policies and directives that require action to be taken.

- Develop a process to ensure that supervisors have the knowledge, skills and training to ensure effective policy and directive implementation.
- Develop data sources and key performance indicators to assist supervisors to monitor compliance.
- Include a formal review date for all policies.

Proposed Structure for Governance

The *Garda Síochána Policing Plan* proposes to ‘strengthen governance and oversight mechanisms’ with a goal of consistently delivering best policing practices and providing an ethical, professional police service. However, the plan does not identify how this is going to happen. The Garda Síochána’s governance framework should be structured to facilitate oversight and implementation of the organisational goals.

The Inspectorate recommends that the role of Deputy Commissioner Governance and Strategy should have responsibility for all aspects of governance, strategy, policy and auditing. The Inspectorate also recommends that this deputy should have a full-time assistant commissioner assigned to this command. A single command for governance units and governance processes provides for a more consistent approach to oversight and accountability.

The Inspectorate also recommends the creation of a Governance Board that would be chaired by the Deputy Commissioner. The Board should drive governance on behalf of the Executive Team. Functions of the Board should include:

- All policy development and implementation.
- Measuring organisational performance.
- Oversight, accountability and compliance.
- Management of organisational risk and control measures.
- Management and oversight of critical incidents.
- Developing performance management systems.
- Developing and monitoring standards and behaviour.
- Monitoring public confidence.

Maintaining Confidence in Policing

In Chapter 3 Part III Leadership and Supervision, the Inspectorate highlights the important role of a supervisor in providing support, guidance and leadership at an incident that is or could become a critical incident. Police Scotland defines a critical incident as ‘any incident where the effectiveness of the police response is likely to have

a significant impact on the confidence of the victim, their family and or the community'. A critical incident is described by the Garda Síochána as any incident so defined by a Divisional Critical Incident Management Team. The Inspectorate believes that the Garda Síochána needs to develop a clearer definition of a critical incident.

The early identification of a policing issue that could become a critical incident is vital, as it allows a police service to take immediate and sometimes corrective action to stop an incident from escalating and impacting on public confidence. By quickly and appropriately responding to a critical incident, it can reduce the likely impact on confidence in policing. In many police services, patrol inspectors operate on a 24/7 basis and will usually be the first senior officer deployed to attend a live incident and will invariably be the person who can first declare an incident as a critical one. This declaration significantly alters the way that an incident is managed and from that point on, it sets in motion a number of actions, such as bringing specialist units to the scene, appointing a senior investigating officer and informing a more senior officer. The officer-in-charge at the scene should open an incident log of events and begin to record what actions are taken and why.

In some cases, an issue may not have started out as a potential critical incident, but over time the nature of the event and the management of it have developed into a critical incident and a loss of public confidence in the police service. For example, the Fiona Pilkington case, in Leicestershire in 2007, started with anti-social behaviour, but despite repeated reports of disorder, and frustration about a lack of police intervention, Fiona Pilkington felt she had no other option than to take her own life and that of her daughter.

Critical incidents are not always incidents that have taken place as a result of a call from the public. They can also be about internal matters, such as bullying, corruption, inappropriate behaviour or a system or process issue in connection with an internal HR matter. For the Garda Síochána, the issues around fixed charge penalty notices became a critical incident in terms of the loss of public and internal staff confidence.

The previously discussed garda daily accountability meetings and other internal management structures provide good platforms for identifying incidents or events that have taken place locally and that may have implications for confidence in policing.

All persons and units in the Garda Síochána have an obligation to notify a senior manager about an incident that could become a critical issue for the organisation. Senior managers have a corporate responsibility to ensure that the Commissioner and the rest of the Garda Executive Team are immediately informed about any such incident.

In other policing jurisdictions, the Inspectorate found that there is a far more structured process to identifying and managing a critical incident. While the management of a critical incident is referred to differently in these jurisdictions, the process for managing the incident is generally the same. In these cases, once an incident is declared as a critical incident, it can still be managed locally, but the police headquarters will monitor all activity. The strategic management of that critical incident is carried out by key stakeholders that are collectively described as a Gold or Strategic Group. This group has a key role to play in ensuring that there are sufficient resources to conduct a thorough investigation, to manage any media enquiries and most importantly, to maintain or restore public or internal staff confidence.

The convening of a strategic group is an essential element of managing a critical incident. The key processes include bringing together key stakeholders with the authority to make decisions and to lead and manage an incident to a natural conclusion. The first meeting is convened at the earliest opportunity and this is a formal process that will bring together all key stakeholders. At a local level, membership of a group usually consists of senior managers, local authority managers, key criminal justice partners, police communications officers and importantly, members of an Independent Advisory Group (IAG). IAG members are usually community leaders and local representatives that are used by many police services to help to manage critical incidents. These members are often referred to as 'critical friends'. A recommendation was made in the *Crime Investigation* report to develop Garda Síochána IAGs.

Where an incident involves a divisional issue, a strategic group is usually chaired by the local chief superintendent. If the incident involves more than one division, it is often chaired at the rank equivalent to assistant commissioner. Where the issue is a national one, a strategic group would be chaired at the next level, which in the case of the Garda Síochána would be at deputy commissioner level. All strategic group meetings are recorded and actions are assigned.

The senior police manager with responsibility for managing a critical incident should commence a decision log to record all decisions made, the time and date decisions are made and importantly the rationale for those decisions.

An important part of critical incident management is the early notification to key stakeholders. In the case of the Garda Síochána internally, the Inspectorate would expect a division or a national unit to inform their assistant commissioner and the Garda Executive Team. Externally, at divisional level, notifications should be made to key stakeholders, such as the county or city manager, elected officials, criminal justice partners, the Chair of the Joint Policing Committee and members of an IAG.

At a national level and depending on the incident, the types of person that should be informed include the Minister for Justice and Equality, the Chair of the proposed Policing Authority, the Department of Justice and Equality, GSOC and key criminal justice stakeholders such as the Director of Public Prosecutions. The Garda Síochána needs to have clear protocols in place at local and national levels about the types of incidents that are considered as critical and details of stakeholders that must always be informed.

Most police services maintain a central record of all strategic groups operating and will continue to monitor progress until the incident is resolved. Organisational learning from critical incident management is very important to ensure that any lessons learnt in managing an incident are not repeated. Where necessary, policies, systems or training should be provided to prevent the situation from reoccurring.

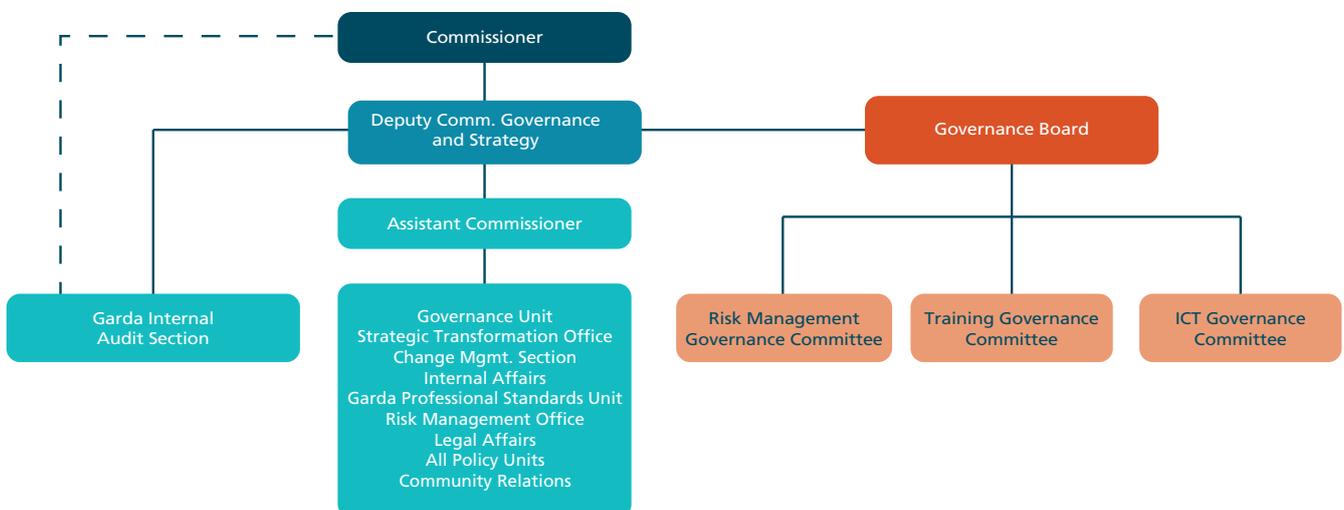
The Inspectorate believes that the Governance Board recommended later in this section should be informed about all incidents that are declared as critical and to ensure that they are effectively managed, the Board should monitor the progress of all live critical incidents. The new Governance Board has a key role to play in establishing a robust process for identifying and managing incidents that are, or have the potential to become, critical incidents. The Board, through the recommended Governance Unit should also perform an oversight role in ensuring that strategic groups are convened and that critical incidents are effectively managed at all levels of the organisation. The Inspectorate believes that the Governance Board should have responsibility for leading on the development of a Standard Operating Procedure for identifying and managing all critical incidents.

Governance Committees

Figure 3.3 outlines the recommended structure for governance.

As part of this review, the Inspectorate is recommending three governance committees for risk management, training and ICT. These committees should be accountable to the Governance Board and the chairs of those committees should be members of the Board. The proposed Risk Management Governance Committee is another platform for identifying corporate risks at an early stage and elevating that risk to the Governance Board. Recommendations on the ICT and training committees are made in other chapters in this report. Within this new structure, the GIAS should report directly to the deputy commissioner.

Figure 3.3 Recommended Structure for Governance



Measuring Organisational Performance

Internationally, police services are seeking to expand their external and internal measurements of performance, in order to account for all of the services provided to the public and their own staff.

Measuring organisational performance is more than measuring crime. Increasingly, police services are examining other areas such as repeat victimisation and community satisfaction levels, as well as internal measures such as HR data and staff satisfaction.

In the U.K., the police services that were the most effective in dealing with the demands brought on by austerity measures were those that were best able to analyse complex data sets involving a variety of metrics. Those organisations that engaged in performance analysis were able to advance the delivery of police services in the most effective and efficient manner, drawing upon evidence-based decision processes (HMIC, 2014).

The Inspectorate believes that the recommended Governance Board should have responsibility for developing performance measures that provide accurate feedback on the achievement of organisational priorities. The Garda Síochána Analysis Service and senior management in the organisation should also contribute to the framework for organisational performance measurement. A process of ongoing review based on empirical evidence, as well as outcomes, is key to ensuring a robust focus on policing priorities and in ensuring that services are delivered in a consistent and professional manner in accordance with organisational values.

In 1994, Police Commissioner William Bratton introduced a data-driven management model in the New York City Police Department called CompStat, which is credited with decreasing crime and increasing quality of life in New York City. CompStat has been quickly adopted across the U.S., Europe and in New Zealand and has become a widely embraced management model focused on crime reduction.

The CompStat model is a management process within a performance management framework of analysis of crime and disorder data, strategic problem-solving and a clear accountability structure. The CompStat process is guided by four principles:

- Accurate and timely intelligence.
- Effective tactics.

- Rapid deployment.
- Relentless follow-up and assessment.

In its early use, CompStat was perceived as viable for addressing crime strategies rather than management processes for broader organisational functions. However, the four basic components of a CompStat process translate well in measuring other areas of performance. CompStat has been a driving force in the development of police performance management. Some organisations are adapting the methodology or modifying the process to address specific issues and have expanded the CompStat model to help manage organisational performance in areas other than crime, including personnel, administrative and community policing issues. The use of data to drive and develop management strategies, along with ongoing review of the implementation and outcome of the strategies, is a process that transfers readily as a management tool for other areas of organisational concern.

Police Scotland has established a performance board, chaired by a deputy chief constable that holds police units to account. The board brings together all divisions and national units in regular meetings to review performance, to address cross-border criminality and to facilitate the sharing of good practice. The meetings are about improving performance against key indicators.

In the *Crime Investigation* inspection, the Inspectorate found that in some high risk areas, such as warrant management and the taking of fingerprints, there have been long-term issues with performance and non-compliance. These are the sorts of issues that can be addressed in a Compstat process. From a governance perspective, the goal is to ensure that there is accountability for standards and subsequent review and measurement of their achievement.

Once the forthcoming performance agreement arising out of the Toland report is finalised, the Inspectorate believes that the Governance Board should be the organisational lead in responding to the Department of Justice and Equality on this matter.

The Inspectorate believes that the Governance Board needs to establish and manage robust, intrusive performance review processes that are consistent with the CompStat model.

Recommendation 3.4

The Inspectorate recommends that the Garda Síochána creates a governance portfolio, including the establishment of a Governance Board chaired by the recommended Deputy Commissioner Governance and Strategy. (Short term)

To achieve the above recommendation, the following key actions need to be taken:

- Create a governance unit to support the work of the Deputy Commissioner.
- Membership of the board should include the chairs of the three governance committees and high-level decision-makers.
- The Governance Board to take the lead on the forthcoming performance agreement between the Garda Síochána and the Department of Justice and Equality.
- The GIAS to report directly to the Deputy Commissioner Governance and Strategy.
- Amalgamate the governance roles of the Change Management Section and the Strategic Transformation Office.
- Develop a Standard Operating Procedure for identifying and managing all critical incidents.
- Develop and establish a framework for measuring organisational performance.
- Develop and manage performance review processes for garda divisions and national units.
- Review the approach to self-inspections as outlined in the Inspections and Reviews HQ Directive.

Risk Management

Introduction

Risk management should be an integral part of the overall approach to management and decision-making and is closely aligned with governance. It is however, a distinct discipline that is fast developing in policing.

The practice of risk management seeks to identify organisational risks to service delivery, risks to the reputation of a police service and also the operational risks that exist in the imprecise nature of policing. While harm will not always be prevented, effective control measures can mitigate the risk and reduce the likelihood of serious organisational impact or injury.

Policing in the operational context provides a number of known and unknown risks. Police managers need to assess those risks in a timely and effective manner and to take action to address an identified risk. The day-to-day activities of policing carry an implicit level of risk which can quickly escalate, depending upon the variables of each encounter between the police and the public. The identification of risks in policing has led to significant investments in training and equipment to minimise the impact of the risk involved.

Good risk practices drive good operational management decisions and risk management should be applied to decision-making at all levels for any function or activity in policing.

Risk Management in Policing

Historically, risk management within policing has focused on health and safety in the work place and at individual officer level, rather than at organisational levels. However, in recent years, risk management has evolved to include corporate risk management practices focused on reducing overall organisational risks. Risk management fits into the new paradigm of police accountability. Its core objective is to identify organisational risks, apply some type of control measure, such as changing policies or training to mitigate risk and then monitor the impact of the action taken.

Risk management has become more important to policing services that are trying to reduce costs under austerity budgets, while still trying to maintain current levels of service. An effective risk management process can identify savings in policing and allow for the reinvestment of those savings to support policing priorities.

While risk management strategies vary, depending on the nature of the organisation, there are five general steps to effective risk management in policing:

- Identify risks, frequency of exposure to risks, and the severity of losses resulting from exposure to risks (past occurrences).
- Assess methods to reduce exposure to identified risks (training, policy and supervision).
- Establish mitigation measures (changes to policies, training, and/or supervision).
- Implement the changes.
- Continuous risk evaluation and management, as organisational risks change over time (Archbold, 2005).

Risk Management Practices in Other Police Services

Many police services have corporate risk management processes. In the Australian Federal Police, an assistant commissioner is the National Manager for Policy and Governance that oversees the risk management portfolio. This structure facilitates an integrated, continuous evaluation process for the internal standards of the organisation. Internal committees are provided with decision-making authority for strategy, operations and governance.

Robust audit practices address thematic issues, performance measurements and risk to inform senior management within the following practice areas:

- Internal Audit and Assurance – independent and objective assurance of financial and operational controls.
- Performance Analysis – routine data analysis which includes surveys measured against key performance indicators and objectives.
- Planning and Risk – develops, maintains and monitors the effectiveness of the business planning, risk management and business continuity governance frameworks.

As advocated by the U.K. College of Policing, operational decisions must be proportionate to the degree of risk involved and must be supported by appropriate and robust systems. As such, it has outlined the following risk framework that personnel must be able to apply when dealing with operational incidents:

- Identification and assessment of risk into national, regional and local plans, training courses and audit processes.
- Using formal risk models to address specific types of offences and situations (such as domestic abuse).
- Establishing partnerships between the police and other practitioners on risk and multi-agency risk issues.
- Ensuring that appropriate equipment and training is available for operational activities.
- Empowering senior officers, through provision of training, assessment and monitoring to provide effective leadership when commanding operational situations.

The willingness to make decisions in conditions of uncertainty (i.e. risk-taking) is a core professional requirement for members of the police service. Maintaining or providing the safety, security and well-being of

individuals and communities is a primary consideration in risk decision-making. Risk-taking involves judgement and balance. Decision-makers are required to consider the value and likelihood of the possible benefits of a particular decision, against the seriousness and likelihood of the possible harms.

Risk can never be totally prevented and decisions should, therefore, be judged by the quality of the decision-making, and not just by the outcome. Making risk decisions, and reviewing others' risk decision-making, is difficult and needs to take into account whether other factors were present at the time that impacted on the decision made.

To reduce risk aversion and improve decision-making, police services need to develop a culture that learns from successes, as well as failures. Since good decision-making depends on quality information, the police service must work with other partner agencies and those who hold relevant information about people who pose risks or those who are vulnerable to the risk of harm.

The College of Policing also identified that risk decisions do not occur in a vacuum and influences on risk decisions include:

- The dynamic nature of risks in the policing environment. Situations alter, sometimes undergoing rapid and frequent change.
- The context within which a decision is made.
- Previous decisions.
- Organisational factors such as the availability of resources, the existence of suitable policies and processes.
- Personal factors such as a decision-maker's own knowledge, experience, skills, emotions and values.
- External factors, such as the knowledge of government statements and policies on crime, the outcomes of official reviews, and public expectations.
- Difficulties can be exacerbated in situations where the decision-maker faces direct aggression or abuse in highly-charged incidents or meets a lack of respect or co-operation from the community.

Within its policy on risk management, the Metropolitan Police Service (MPS) fully integrates risk and business practices. Alongside a significant ongoing change programme, is a regular review of risk management that tracks audit functions and supports the organisational

development goals. During a visit by the Inspectorate, the MPS stated that current decisions impact on future direction and development. The MPS is focusing on 'value for cost' under a one, five and ten-year forecast. There is ongoing engagement with senior staff regarding policy and budget decisions to seek their input and consult on future decisions. This process is designed to develop broader knowledge of critical organisational issues amongst managers and to create ownership at all levels.

Police Scotland has operationalised its risk management practices through a robust risk process that is linked to its governance and assurance approach under the management of the Corporate Services Directorate. A Risk and Business Assurance function has introduced a common framework for risk identification, assessment and mitigation. There is a focus on strong consistent identification of risk and its reporting to senior management and external agencies, including the Scottish Policing Authority. Police Scotland has recruited an external Risk Registrar that is a member of police staff.

Police Scotland maintains a corporate risk register which includes issues such as:

- Management of the budget – a gap could result in an under-resourced organisation.
- Retaining key people – loss of talent has the potential to reduce the ability to deliver services and results in a loss of organisational knowledge.
- Investment in the legacy ICT estate – lack of investment has the potential to affect the technology required to deliver effective services.

In the early stages of their risk management programme, Police Scotland conducted a review and assessment of the overall risk process, which resulted in the identification of a critical need to train staff, particularly supervisors, on risk assessment and control measures. As a result, a major training programme was conducted to ensure consistent identification and mitigation of risk. Police Scotland has also implemented risk templates for use throughout the organisation to ensure consistency. As part of its ongoing reform project, risk management is given priority as a key operating issue, and is part of the overall management focus at all levels of the organisation. Risk is reviewed as another component of performance.

Risk registers are records of information about identified risks for an organisation. In developing a risk register, an organisation needs to take account of the environment in which it operates, identify the key risks and review the organisations capacity to deal with them. Most police organisations have local risk registers at divisional and business levels that feed up to a corporate risk register. In order for registers to be useful they must be reviewed and updated regularly throughout the year. They must be living documents and registers must be regularly monitored to ensure that actions to mitigate risk are fully implemented.

Risk Management in the Irish Public Sector

The Irish public sector has undergone several risk assurance initiatives, including the *Mullarkey Report 2002*, which defined the roles and responsibilities of the various government departments relative to risk management and assurance. Guidelines, as outlined by the Department of Finance, call for specified risk processes and structures, annual assessment and review of risks, mitigation and various levels of review and reporting.

Ireland has developed a *National Risk Assessment Report* that acknowledges recent terrorist atrocities within EU borders and identifies that states have become increasingly conscious of the risk of terrorist attacks and the severe impact they can have. The assessment also identified the significant threat posed by cybercrime to key national infrastructure such as energy, transport and telecommunications systems. A specific risk for the public service is the theft or compromising of data collected by the public service which would reduce confidence in public service administration and the use of technology for public services.

In 2009, the Department of Public Expenditure and Reform, established a *Code of Practice for the Governance of State Bodies*, which laid out the framework that continues to drive the risk practices within Irish governmental bodies. The report identified that an effective risk management system outlines and assesses risk, decides on the appropriate responses and then provides assurance that the chosen responses are effective. This code of practice provides the foundation that drives the Garda Síochána's risk practices today.

Department of Social Protection

The Department of Social Protection engaged in a reform programme relative to the management of its overall business practices, including risk management. Given

the size and the nature of the business of the Department of Social Protection, there is a parallel to the Garda Síochána around the delivery of critical public services and the decentralised locations of some of its offices. The Department of Social Protection has a risk management structure similar to that of Police Scotland, in that there is a Risk Registrar who is responsible for the oversight of the risk development plans throughout the organisation's portfolio.

By integrating business planning with risk management, the process ensures continuous review of risk as a function of operational planning. The Department's management board routinely reviews the risk processes, focusing on the high-level risks and measures the resulting mitigation of those risks. In addition, it has the authority to appoint committee members to staff two committees, a policy committee and a project governance committee, which helps to manage the corporate risks within these business areas.

Consistency and accountability are the hallmarks of the Department's risk management practices. Each divisional manager has responsibility for identifying and managing a divisional risk register. They are also accountable for ensuring that routine updates are made in accordance with the identified risk and control plans. As part of its ongoing review of risk, managers are accountable for quarterly reporting of actions taken and how they have reduced any identified risks. The integration of the risk management process with business activities is facilitated by the business planning process. Business planning informs the risk register and each plan has a risk assessment, thereby providing for a seamless integration of the business plan and risk management process. A technology programme was developed to make the monitoring of the risk register process relatively uncomplicated. It uses a traffic light system of red, orange and green, for high to low risk respectively. Early in this process, training was identified as a key issue and all staff engaged in the risk management process were trained. It is now an accepted routine business practice. The Inspectorate understands that the Garda Síochána has reviewed this practice as part of its own project development on risk management.

The Garda Síochána's Risk Management Structures

There are two risk management programmes within the Garda Síochána. The first is focused on the auditing practices of the Garda Síochána, particularly as they relate to the Commissioner's role of Chief Accounting Officer for the Garda Síochána. The second is focused on risk as a corporate management issue, inclusive of operational practices. This section focuses on the latter programme that covers the corporate risk management processes of the Garda Síochána.

The Garda Audit Committee

The Garda Audit Committee is statutorily established pursuant to the Garda Síochána Act 2005 and has oversight for the financial risk process. The Garda Internal Audit Section provides support for the Garda Audit Committee and reports to the chairperson.

The Garda Risk Governance Board

Since 2009, the Garda Síochána has operated a Risk Governance Board, which has overall responsibility for risk management processes within the organisation and certifies the continuation and functioning of the risk management process on an annual basis to the Commissioner. It also assigns risk owners to manage corporate risks and to monitor the implementation of control measures to mitigate the risks.

The Deputy Commissioner Strategy and Change Management is designated as the chair of this board, but in the absence of a permanent post holder, responsibility has been shared amongst a number of assistant commissioners. Other members of the board include:

- The Chief Administrative Officer.
- A number of assistant commissioners.
- Executive Directors for HR and People Development and Finance.
- The chief superintendent in the Change Management Section.

The board is supposed to meet quarterly, but the Inspectorate was informed that a formal meeting has not been convened in the last two years. As part of the change to governance, the Inspectorate is recommending a change in the board's title to a Risk Management Governance Committee that reports to the recommended Governance

Board. In this case, a suitable chair for the committee needs to be appointed, ideally where risk management is their full-time role.

Garda Risk Management Officer

The Deputy Commissioner Strategy and Change Management is currently designated as the Risk Management Officer and serves as the Head of the Risk Governance Board. In the absence of a deputy commissioner, the current Risk Management Officer role is being performed by one of the regional assistant commissioners. As highlighted previously, the Risk Management Officer should be the appointed chair of the committee. As stated, some police services have recruited trained professionals with qualifications and experience in risk management. The Inspectorate believes that this approach will professionalise the area of risk management and place a full-time person in this role.

Risk Management Office

A corporate Risk Management Office currently operates under the control of the chief superintendent in Change Management. This office supports the board and ensures compliance with risk policies by way of inspection and review. It has responsibility for monitoring the corporate risk register in support of the Risk Management Officer and the Risk Governance Board.

The Risk Management Office is staffed by a part-time inspector, designated as the National Risk Manager, and support staff that includes a sergeant and a garda, all of whom support the Board, but who also have other duties. These are not functions that need to be performed by members and the Inspectorate believes that a new Risk Officer should be supported by full-time, skilled garda staff.

The Inspectorate was informed that there is no robust process for identifying emerging issues or sharing examples of good risk management practices. As discussed earlier in connection with critical incident management, the Risk Management Governance Committee provides another platform for identifying corporate risks and alerting the Governance Board. This is an important area and a function that should fall to the Risk Management Officer and the Risk Management Office. A full-time risk management team and active risk management processes would help the Garda Síochána to identify and address risk issues at a far earlier stage.

Garda Risk Management Policy and Standard Operating Procedures

The Garda Síochána has a Risk Management Policy and Standard Operating Procedures, first introduced in a HQ Directive in March 2010. The latest version was created in April 2013. This sets out the policy regarding risk and risk management and addresses the following four categories:

- Strategic.
- Operational.
- Reputational.
- Financial.

The policy sets out the risk management approach of the Garda Síochána in the following five sequential steps:

1. Identify risk.
2. Evaluate risk (including consideration of existing controls).
3. Monitor.
4. Review.
5. Communicate and consult.

The policy requires that each risk will be charted on a risk register and assessed against likelihood of occurrence and the potential impact.

The Commissioner has overall responsibility for all risk, with delegated responsibility for agreeing and managing those risks to the Risk Governance Board. Risk owners are assistant commissioners and heads of unit assigned specific responsibilities for the management of corporate risks.

Risk Registers

A risk register is a detailed record of all identified risks, including an assessment of the risks and the control measures that are in place. The Garda Síochána registers look at the likelihood and impact of a risk occurring and must record this assessment on the register. Once a risk is identified, it must be effectively mitigated and an action plan should be completed to outline the control measure to be implemented and importantly, when any action will be taken.

Most police services have similar structures for risk registers and there are some common themes included in registers. The following are some examples of the risks facing other police services:

- Officer and staff numbers.
- Deficits in budgets.
- Skills gaps.
- Reputational risks.
- Corruption.
- Public confidence levels.
- IT.
- Morale.
- HR issues such as high sickness absence.
- Internal and external communications.

Many of the listed risks are very relevant to the challenges facing the Garda Síochána today. The challenge for police services is to ensure that action plans are in place to mitigate the risks to the delivery of police services. Like the Garda Síochána, most police services assign a senior member of staff as a corporate risk owner with responsibility for managing a particular risk.

Risk registers in the Garda Síochána are completed at various levels of the organisation, including at the corporate level and in specialist units and operationally at regional, divisional and district levels. These local unit risk registers should inform the completion of the corporate risk register. The Garda Síochána's internal risk management practices use a paper-based risk recording system. The Change Management Section has the responsibility for the delivery of the risk management processes and the maintenance of a corporate risk register. Regional assistant commissioners are required to send a copy of their register to the Risk Management Office and this forms the basis for identifying corporate risks.

During this review, the Inspectorate found that there are varying degrees of knowledge within the organisation in relation to risk management practices, the completion of risk registers and their utilisation within the operational policing environment. The Inspectorate was informed that while units completed risk registers, it was often viewed as a one-off yearly task and is not always a living document subject to on-going management review. The Inspectorate was also informed that risk registers were not quality assured centrally and very little feedback was provided on the completed registers. A good practice which operated in other police services is the inclusion of risk registers on senior management team agendas; ensuring that it is reviewed on at least a monthly basis.

The completion of risk registers at regional, divisional and district levels results in 130 individual registers. With the Inspectorate's recommended changes in regions and divisions, there is a need for only regional and divisional level registers, which would reduce the number of current registers by over 100. This would be a far more manageable number of registers and would allow the Risk Management Office to quality assure and provide feedback on all of them.

Risk Management Functions of Other Garda Units

Other Garda Síochána units, including Legal Services, local managers and the Garda College, also provide a risk management role. Two of the more engaged units, the GPSU and the GIAS, provide review and oversight on risk issues; mostly in the form of audit reports.

As highlighted in the section on Governance, the GPSU is one of the main garda units with a remit to conduct examinations and audits. With regard to risk management, garda policy outlines that the GPSU has an advisory role to the Commissioner on the state of the organisation's operational, administrative and managerial risks.

For its part, the GIAS serves the more traditional corporate financial risk assurance role and measures risk against financial auditing standards. While a unit internal to the Garda Síochána, the GIAS reports to the external Audit Committee and serves a role in informing their annual audit report. The GIAS also advise the Garda Commissioner on the state of the organisation's financial risks and on the robustness of the process in identifying, assessing, mitigating, reviewing and reporting strategic, operational and reputational risk within the organisation. The section also engages in audits that identify operational risks, such as its audits of the procurement programme and absence management. It is engaged with several internal working groups, including the Implementation of the Guerin Report; the Property Management Working Group; the Warrants Working Group and the Lessons Learned Board.

There is evidence emerging of good practice as it relates to efficiency in the audit and review practices of the GPSU and the GIAS in developing shared work plans and some joint inspections. This type of planning should occur as a matter of course throughout the governance structure, to ensure the maximum return on auditing resources, as well as the ability to target high risk areas.

Both the GPSU and the GIAS are independent of operational command and are important elements in identifying risks and making recommendations to improve management practices. In the past, deployment of these resources often took place after an event or an incident and the units were deployed to examine issues of concern. The Inspectorate believes that these two units should be deployed more proactively to examine areas of potential operational or reputational risk in a preventative role, rather than a reactive response to an incident that has taken place.

In March 2015, the Garda Commissioner announced that Risk Compliance and Continuous Improvement Offices have been set up in each region, headed by a superintendent, to deliver change at regional level in a consistent way. At the time of completing this review, the specific duties and responsibilities were not finalised. In general, these specific superintendents will be responsible for the communication, co-ordination and implementation of change initiatives in each region.

Occupational Risk Assessment Policy and Procedures

Health and safety consideration is a very important part of any police service risk management process and risk assessment is a legal requirement under the Health and Safety at Work Act, 2005.

In June 2014, the Garda Síochána published a HQ Directive titled, *Occupational Risk Assessment Policy and Procedures*. The policy is intended to identify and evaluate risks associated with health and safety and outlines general roles for employees, line-managers, and supervisors. Each garda location must complete site-specific risk assessments relevant to the local workplace and to local operations. There are Regional Safety Advisors who are available to provide advice on the suitability and sufficiency of risk assessments completed. The chief superintendent in charge of the Garda College is responsible for providing training on risk assessment procedures, but only on request from senior managers. Under the policy, risk assessment is part of a continuous improvement process, to be reviewed and amended at least annually. The Garda Portal has a library of generic risk assessments for activity, such as beat duty, firearms and checkpoints. These are provided as a guide to assist in the completion of local risk assessments.

Areas of Risk and Potential Risk in the Garda Síochána

The following section examines some areas of high risk and potential risk that face the Garda Síochána. This is not a comprehensive list, but is provided to show examples of areas of risk identified by the Inspectorate during recent inspections, and to show how they could be managed in the future. These types of risks could affect the reputation of the Garda Síochána and ultimately public confidence in policing.

Computer Crime Investigation Unit

The *Crime Investigation* report highlighted the extended delays in the Computer Crime Investigation Unit (CCIU) examining seized computers and other technology that required forensic examination. This was identified many years ago as a significant organisational risk by many operational units that were waiting for examinations to be completed. The issue should have been addressed at a much earlier stage and corrective action put in place to prevent a situation where the backlog reached periods of up to four years. While additional resources were provided, the situation is still unresolved. In the case of the CCIU, years of inaction resulted in a serious deficiency in the capacity of the unit to examine exhibits and this seriously impacted on the timeliness of criminal investigations. As part of this review, the Inspectorate has recommended changes to the CCIU in terms of merging with the Technical Bureau and deployment of CCIU resources at a regional level. If this risk had been managed at a much earlier stage, it would have removed the impact that has occurred, including long delays in investigations and the dismissal of cases at court.

Workplace Substance and Impairment Testing

Gardaí serve in a high-risk profession with many personal risks to staff and to the public which are associated with activity such as response policing and the carrying and use of firearms. Providing for the safety of all personnel while engaged in the delivery of policing services is a supervision role and is a central component of risk management. This is a significant organisational risk issue. As highlighted by the Australian Federal Police, it is also an issue of legitimacy, as the public and government place considerable faith and trust in law enforcement, which requires the police to exercise their authority and powers rationally.

Many police services have developed drug and alcohol testing for staff. In many cases, different systems operate, but on the basis that all employees of a police service and contractors should be expected to present operationally fit for the commencement of any rostered duty and to remain so, all staff should be free of impairment by alcohol or any other form of drug. With regards to operational deployment, there are critical areas of risk, such as those employees or contractors who drive vehicles, carry firearms, use machinery or make judgements, which have the potential at any point in time to put others in harm's way. The specific testing processes vary and are based upon the goals and industrial relations processes within the jurisdictions concerned. While there is no current garda policy on substance misuse and testing, the Inspectorate understands that the Garda Síochána is developing a policy to address this issue.

The 2010 report by the Office of the Chief Medical Officer for the Civil Service in Ireland (*Guide to Alcohol and Drugs Misuse in the Workplace*) highlighted research which shows that the misuse of alcohol and drugs by employees is a problem in the workplace because of:

- Poor performance and productivity.
- Lateness and absenteeism.
- Unsafe practices and accidents.
- Effects on team morale and poor team relations.
- Increased work burden on colleagues.
- Damage to organisational image and reputation.

The report also highlighted that drinking even small amounts of alcohol and the use of drugs can affect judgement and physical co-ordination, often resulting in accidents. Furthermore, there are statutory provisions that increase the organisational risk level if employees are impaired by drugs or alcohol while in the performance of their duties. Section 13 of the Health and Safety at Work Act, 2005 states that an employee must not be under the influence of any intoxicant while at work, where this may affect their own safety or the safety of others.

Police organisations in the U.S. have a variety of testing processes, generally linked to ensuring that all staff present themselves for work in an unimpaired state. The International Association of Chiefs of Police (IACP) has had a policy on employee drug testing since 1999. In the U.K., the Association of Chief Police Officers developed guidelines in 2012 on substance misuse and testing to be

adopted by U.K. police forces. Internationally, substance mis-use testing is used for recruitment and reasonable suspicion for staff serving in risk areas, as well as random testing schemes.

Any drug testing policy needs to work within a framework of employee assistance by setting standards, while allowing personnel to seek support before substance abuse becomes a problem at work. Most police services provide opportunities for their staff to seek and receive assistance with substance abuse and provide a variety of educational and assistance programmes. This is good international practice and addresses the needs of management and employees.

Testing protects the welfare of all employees as well as the integrity, reputation and effectiveness of the service. The Inspectorate supports the creation of a garda policy designed to ensure that all staff present themselves operationally fit for duty and a policy that will assist to mitigate corporate risk.

Anti-Corruption Strategy

Many police services have developed anti-corruption units and anti-corruption strategies aimed at reducing internal risks and protecting the reputation of the organisation. The focus of these strategies is to prevent, identify and investigate internal corruption. The most important aspect is the prevention strand and the need to protect the reputation and integrity of a police service. This sort of risk strategy forms part of the governance structure of an organisation. Most strategies focus not only on members of staff, but also those people who actively seek to corrupt officials in public offices.

Areas addressed by anti-corruption strategies may include:

- Identification of vulnerable staff or groups.
- Monitoring of police service IT systems and social networking sites.
- On-duty hospitality and receipt of gifts.
- Off-duty business interests of staff.
- Procurement and vetting processes.
- Random and with cause drug testing.
- Intelligence received internally and externally.
- Information and property security.
- Approaches to staff for information.
- Building security and retention and storage of records.
- Intelligence-led integrity testing.
- Organised crime investigations.

This list is not exhaustive, but provides examples of areas vulnerable to corruption. One of the examples is the issue of organised crime groups. Experience from other police services has shown that organised crime groups are using increasingly sophisticated tactics to obtain police information or to infiltrate a police service and gain access to its systems. Many police services encourage their staff to report any approaches by members of the public who appear to be trying to obtain sensitive information. Police services have found that sharing the stories of police officers or police staff who were found to be corrupt or who reported suspicious approaches had a positive impact on other members of the service.

An anti-corruption unit needs a sufficient number of staff to operate effectively and particularly needs a proactive capability to conduct sometimes complex investigations. In March 2014, HMIC, in a report on inspecting policing in the public interest, assessed the proportion of the total workforce across the police services in the U.K., assigned to professional standards units, civil/legal litigation, vetting, information security and anti-corruption units. The report found that on average 1% of the total workforce were deployed in this area. This is a significant investment of staff in these areas of policing.

The Inspectorate believes that the Garda Síochána needs to develop an anti-corruption strategy that is focused on prevention and protecting the reputation of the service.

Risk Issues Involving Garda Vehicles

There are significant cost and safety concerns attached to garda vehicles involved in traffic collisions. In 2012, a total of 190 claims for collisions involving garda vehicles were settled at a total cost to the exchequer, inclusive of legal fees, of €1.99m. In 2013, a total of 239 claims were settled at a total cost of €3.29 million, which is a 65% increase over the expenditure for 2012.⁶ It should be noted that the year in which a case is settled is not necessarily the year in which the collision occurred, however the significant increase should be a concern to the Garda Síochána.

In addition to any legal costs, there are also operational and repair costs that result from vehicle collisions. Firstly, there can be the operational loss of members due to personal injury. Next, there is the loss of an operational vehicle pending any repairs. Lastly, there is the actual cost

⁶ Comptroller and Auditor General Appropriation Accounts 2012 and Department of Justice and Equality. 'Civil Actions Against the Garda Síochána.'

of repairs to any vehicles involved. Approximately €1.2 million was spent on repairing garda vehicles involved in traffic collisions in 2013 and 2014.⁷

GSOC investigates collisions involving garda drivers when a death or serious injury occurs. Otherwise, it is treated as any other traffic collision. The *Garda Code* provides that when a collision involves a member in an official vehicle, an inspector, if available, will conduct the investigation. However, the Inspectorate was informed that this does not always occur, sometimes due to the unavailability of inspectors. The *Garda Code* directs use of a local district supervisor, rather than a supervisor from an outside unit to conduct the investigation. Responsibility falls to the divisional or district officer to ensure a full investigation.

Whether garda drivers are suspended from driving is currently the decision of the divisional officer. If a collision is assessed as serious, it is referred to the Head of the Garda College for assessment as to whether any further action is warranted, including driver training. Since 2013, only six files have been referred to the College. Five of those drivers were found to be competent and one driver was referred for additional training. The practice of only referring serious collisions has probably contributed to this low figure. Some police services operate an internal points system for police drivers, that allows points to be awarded for minor collisions and a person may be suspended from driving duties or sent for additional driver training if they reach a certain number of points.

Given the risk associated with traffic collisions and the need to ensure safe driving practices, the Inspectorate believes there is room to improve the oversight of traffic collisions involving garda vehicles.

The Garda Síochána has operated a process called 'chief's permission' for a considerable period of time. This allows members who have not received any formal garda driver training to drive a police car. This is not a practice that the Inspectorate supports. The use of untrained garda drivers using blue lights and potentially driving at high speed presents a significant risk. This is not a practice operating in other police services. The Garda Síochána is aware of this risk, but the response to resolve it is slow and unlikely to be fully addressed until 2017. This is an area first raised by the Inspectorate in 2008 and raised on a number of occasions since that time.

⁷ Data received from Garda Síochána, 30 March, 2015

Risk management has directed police services to take action to prevent collisions from occurring. For example, the Los Angeles and New York City Police Departments are testing the use of telematics to determine whether monitoring speed, braking practices, and the use of emergency lights reduces traffic collisions involving departmental vehicles. The goal is to reduce the number of collisions, the serious nature of injuries and damage caused as well as the cost of ensuing litigation.

In many other police services, traffic supervisors are assigned to attend all police collisions, to manage the scene and parties involved and to make recommendations on any necessary actions against the driver of the police vehicle. The Chicago Police Department has a policy that requires a supervisory response to any personal injury traffic collision and provides for a level of subsequent review process, including a Traffic Review Board for serious traffic collisions. This ensures identification of potential trends for training and supervisory action and oversight of vehicle operations by its officers.

The Leicestershire Constabulary and other U.K. police forces have a detailed policy requiring that breath tests of all drivers be conducted at the scene of a collision and that the investigation be carried out by a member of a more senior rank than the member involved. When a serious incident occurs a traffic supervisor will attend. In the Thames Valley Constabulary, a traffic supervisor assesses all collisions and makes recommendations for action. As early as 2006, the Derbyshire Constabulary installed Incident Data Recorders (IDRs) into police vehicles in an effort to ‘improve the safety of its staff in all spheres of policing.’ Data collected by the IDR includes speed, braking, acceleration, operation of lights and emergency warning equipment. The Garda Síochána has in-car tracking equipment that can provide data on driver behaviour, but to date it has not been activated on a national basis.

The Garda Síochána should assess its policies and supervision for driving standards and traffic collisions involving all garda vehicles. This is an area of considerable risk for the organisation, as well as personal injury for members, garda staff and the public. As with any prevention programme, the Garda Síochána should also introduce processes that seek to assure safe driving practices.

Operational Risk Management Practices

Operational policing activity poses the greatest personal risk to officer safety. Away from garda stations, members are sometimes entering imprecise locations, such as buildings that are unknown to them and dealing with people who may pose a significant risk to their safety. Within garda buildings there are also areas that present safety risks, such as custody suites and station yards through which detained persons are taken to and from custody areas. Mitigation of operational risks requires a number of factors to be considered and addressed. These include:

- Risk assessments in place and available to all staff.
- Clear and unambiguous policies, protocols and procedures.
- Good operational deployment practices.
- Call grading and assignment of sufficient units.
- Call dispatchers that provide intelligence and risk information to units attending calls.
- Good intelligence systems.
- Daily briefings and de-briefings of all operational units.
- Effective decision-making and good leadership and supervision.
- Suitable equipment supplied, available and used.
- Staff that are fully trained and up-to-date with refresher training.

Throughout field visits, the Inspectorate has identified that those practices listed above are not always in place and occurring on a daily basis. A lack of briefing or de-briefing presents a significant risk to officer safety, as a briefing provides an opportunity for a supervisor to provide intelligence and other information to members and to check that all members are in possession of all protective equipment.

De-briefing allows a supervisor to identify risks or near misses that have taken place during the working period. Near misses are occurrences that did not result in injury, illness, or damage, but had the potential to do so. These should be reported, but many police services have traditionally recorded very few near miss occurrences. The failure to report a near miss potentially places another person at risk of the same occurrence.

Risk management training is important and particularly for supervisors at all ranks and grades. The Inspectorate believes that the Garda Síochána needs to review its training programme for risk management to ensure that supervisors are trained in risk identification, assessment and mitigation.

The Inspectorate was also informed that members are not always up-to-date with refresher training for use of equipment and particular skills, such as pepper spray, batons or first aid. Many members have not received any first aid training since they left the Garda College. This is a risk in terms of a member of the public or a colleague that requires medical assistance in the future.

The Garda Síochána must ensure that there are effective operational risk management practices in place to reduce the risk to individual members of staff and also to prevent reputational risks to the organisation.

The Way Forward

Risk management requires timely identification of risk and accountability for proper mitigation to be effective. Risk identification is the first step of an overall process that should focus on the mitigation and management of risk. Consistent review and action that seeks to mitigate risk should be ingrained within operational decision-making. This in turn creates a greater likelihood of risk mitigation. The outcome of robust risk management is a professional policing service that is better prepared to meet its public service goals.

The Garda Síochána is revising its risk management practices and policies. The Inspectorate met with the Risk Management Office to establish the progress for the new risk management programme. In December of 2014, the proposed programme and implementation plan were approved by the Commissioner. It is expected to develop stronger local management of risk and improved reporting and identification of risk within the organisation. The programme provides for a more robust risk rating system using a five-level measure for risk as opposed to three levels. In its development, the Garda Síochána conducted research with a variety of agencies in Ireland and other police services. There is also a programme focus on developing 'risk champions', most likely at chief superintendent level. Their role will be to ensure that there is an ongoing appetite for risk management practices throughout the organisation and in their role as champion, facilitate its development into organisational decision-making.

The Risk Management Office aspires to have the new risk management process implemented in 2015. This includes policy, training and development of unit and corporate level risk register updates. As with the many other processes under re-development within the organisation, the Inspectorate recommends an evaluation of the programme once the process has been established.

To be most effective, risk management must become part of the Garda Síochána culture, embedded into business practices and subject to regular review. To enable this to happen, the Inspectorate envisages a full-time, professional Risk Management Officer with the skills and experience of working in a major organisation. This person needs to be supported by a full-time dedicated team.

The Inspectorate is recommending a new Risk Management Governance Committee that must drive risk management awareness and compliance practices throughout the Garda Síochána.

Recommendation 3.5

The Inspectorate recommends that the Garda Síochána creates a Risk Management Governance Committee that is accountable to the Governance Board and responsible for developing effective risk management practices. (Short term)

To achieve the above recommendation, the following key actions need to be taken:

- Recruit a fully trained, professional Risk Management Officer (RMO) as a senior member of garda staff.
- Create a full-time Risk Management Office to support the work of the RMO.
- The Risk Management Governance Committee to meet at least quarterly.
- With the change in divisional structure, create divisional risk registers.
- All risk registers must be quality assured by the Risk Management Office.
- Develop a policy on substance misuse and testing.
- Implement operational risk management strategies across the organisation.
- Ensure that the proper systems, policies and training are in place to improve driver behaviour, to reduce collisions and to provide appropriate investigation of incidents involving garda vehicles.
- Develop an anti-corruption strategy.

- Review the training requirements for all supervisory staff on identification, assessment and mitigation of risk.
- Conduct an evaluation of the new risk management programme.

Implementation Outcomes

This part of the review has highlighted the need for the Garda Síochána to have strong governance processes and effective risk management practices in place to drive organisational performance; while maintaining the integrity and reputation of the service. Under the recommended structure, a deputy commissioner would ultimately be responsible for oversight, accountability and measuring the holistic performance of the Garda Síochána

Implementation of the recommendations will result in:

- Clear governance structures.
- Compliance with policies and consistent delivery of policing services.
- Proper systems, policies and training in place to prevent and mitigate operational risks.
- Development of accurate performance data on key priorities.
- A performance management system in operation that holds senior managers to account.
- Creation of safer working practices and procedures for all garda personnel.
- Effective management of organisational and reputational risks.

To be most effective, governance and risk management must become part of the Garda Síochána culture, embedded into business practices and subject to regular review.

These changes are designed to maintain public confidence in policing services provided by the Garda Síochána.

CHAPTER 3: PART III

LEADERSHIP AND SUPERVISION

This part examines leadership and supervision in the Garda Síochána. It explains the role of Garda Headquarters in leadership and supervision, particularly in respect of implementing polices and delivering a programme of major reform. As part of this review, the Inspectorate looked at the deployment of garda supervisors and their availability for operational duties. It examines selection processes and how leadership talent is identified and managed in the Garda Síochána. Recognising and rewarding good work is particularly important and saying “thank you” or “well done” are acknowledgements often under-used by many police services. All police services should have formal processes to acknowledge acts of bravery or outstanding performance of duty.

Effective leadership and supervision are at the heart of any high performing police service and promote greater accountability in a police organisation. Leadership must be visible and leaders must have the ability to inspire, instil clear vision and provide direction. Police leaders have always had to adapt to new challenges and to learn new skills quickly, but in recent times, this has become more important due to the changes in the type and nature of criminality and increased responsibilities placed on police services. As a result, police leaders are managing extensive and sometimes prolonged change programmes.

While many garda ranks have supervisory roles, sergeants and inspectors have the most direct impact on the delivery of policing services. It is critical that the Garda Síochána provides visible 24/7, 365 supervision of staff who are delivering front-line policing services.

There are many debates about leadership versus management; the issue being whether good managers make good leaders. Good management is essential in ensuring that the objectives of an organisation are met; that it is functioning well and provides effective delivery of services. However, management alone is not sufficient to drive a change agenda. Change is more likely to occur through good leadership as well as good managerial skills.

Leadership

Leadership is a role that motivates and influences an organisation to fulfil its responsibilities. Successful leaders are skilled at achieving goals by motivating or challenging their staff. Good leaders are identified as those who develop a culture of discipline, diligence and energy and have the respect and confidence of their team.

Leadership Functions

Leaders in a policing environment are expected to fulfil a number of disparate roles that include a number of managerial functions such as:

- Inspiring, motivating and providing direction to staff.
- Developing and ensuring implementation of policies.
- Ensuring good service delivery.
- Challenging poor performance and maintaining standards.
- Managing development and welfare needs of staff.

Police leadership is not just about what senior police officers do or don't do, it is about the role of all police officers and police staff in a police organisation, irrespective of their rank or grade. At certain times, all members of a police service need to display leadership qualities when managing incidents, dealing with victims of crime and during interactions with colleagues or stakeholders.

Leadership in an Operational Environment

Good operational police leaders often need to gain the confidence of their staff by showing that they have the skills and abilities to manage difficult and demanding situations, to lead investigations or to command events. Leadership in an operational policing environment often requires fast-time decision-making and sometimes without all the necessary information. The ability to make sound decisions, even under extreme pressure, is a good indicator of an effective leader.

Good leaders also know how to get the best from members of their team and know when to lead on an issue and when to delegate responsibility for particular tasks. Increasingly, the recording of a rationale for any decision made is an important role for a leader and provides the context for why a particular decision was made at a certain time.

Many police organisations in the past have developed good managers and administrators, but not always good leaders, particularly transformational leaders.

Experience in Leadership Roles

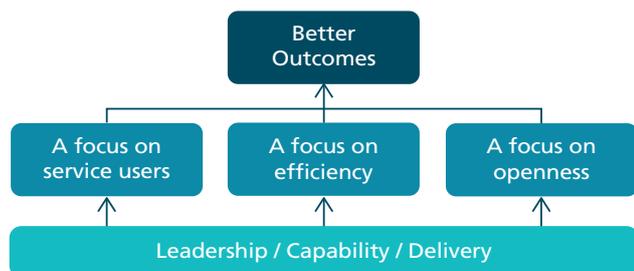
To become a good leader, a person needs exposure to a wide range of experiences. Spending time in a number of different operational environments can provide invaluable understanding of an organisation, its demands and pressures. Experience in administration and operational support roles are also important. Increasingly, experience in the corporate area is essential as future senior level leaders must understand how a police organisation is governed, funded and directed. In order to gain this exposure, potential leaders could be seconded to other police and non-police organisations in the public and private sectors or sent on study tours to learn how others respond to similar challenges.

Leadership in the Public Sector

The Irish Government's *Public Service Reform Plan 2014-16* identified that high performing leadership at the most senior levels of public service is crucial in supporting economic recovery and driving effective delivery of service users.

Figure 3.4 was introduced in the Reform Plan and shows the relationship between leadership and achieving better outcomes.

Figure 3.4 Public Service Reform Plan Leadership Model



Source: Public Service Reform Plan 2014-16

The model highlights that better outcomes will be delivered through a focus on service users, on efficiency and on openness; underpinned by a strong emphasis on leadership, capability and delivery.

Domestic and International Experiences

As part of the review process, the Inspectorate visited and conducted video conferences with other police services and examined previous work in the field of leadership.

The following is a synopsis of the key points identified by the Inspectorate as important for effective leadership and supervision (See Appendix 9 for more details):

- Change and reform programmes require visible and inspiring leadership.
- Senior police managers can be change champions or change blockers.
- Police services need to identify and develop talent for future leadership roles.
- To institutionalise change, leadership must believe in the idea of change and must engage the organisation in agreeing there is a need for change.
- Performance management systems drive service improvements.

These police services have recognised the importance of visible leadership with a clear emphasis on upholding standards and improving the delivery of front-line policing services.

Previous Inspectorate Reports

The following are a selection of key leadership and supervision recommendations made in previous Inspectorate reports (See Appendix 10 for more details):

- Develop a model that increases the visibility of senior gardaí.
- Develop a policing model that has at least one uniformed inspector and uniformed sergeant on duty 24/7.
- Define the roles of front-line supervisors.
- Invest in leadership and executive training programmes.

The *Front-Line Supervision* (FLS) Report published in April 2012 contained a total of 11 recommendations to improve operational supervision on the front line. By June 2015, two of those recommendations had been rejected, two were shown as implemented and the other seven awaited further action. The crime investigation inspection identified that many of the supervision issues raised in FLS still existed and this has resulted in the restating of previous findings and the inclusion of a number of additional recommendations to improve leadership and supervision.

Supervision

Supervision can be described as ‘the act of directing and controlling the talents and actions of others in the carrying out of certain goals and objectives’ (Garner, 1995). In operational policing terms, supervision is the act of overseeing staff that are directly and frequently interacting with its customers.

The effective and efficient deployment of front-line personnel is paramount, particularly during these difficult economic times. Of equal importance is the effective supervision of these resources. Translating garda vision and strategy into day-to-day policing is a role that falls primarily to garda sergeants, inspectors and superintendents. The Inspectorate believes that the quality of supervision provided by those ranks is the one key factor that can often make a difference. Indeed, at many levels, sergeants and inspectors must provide daily supervision and coaching as they are the custodians of excellence in service delivery. The role of the superintendent should primarily be one of leadership, but with limited deployment of sergeants and inspectors to the front-line, the Inspectorate found that many superintendents are filling the gap.

Front-line supervision is a challenging task, considering the patrol environment and the nature of police work. Nonetheless, supervision is a critical element for police services trying to shape and guide their employees in the delivery of an effective and efficient modern police service.

As part of their submission to the Inspectorate, the Garda Representative Association (GRA) highlighted that ‘Supervision has become one of the major concerns for all members of garda rank and the abdication of responsibility by those of senior rank has become an acute contention’. It further stated that ‘effective supervision is essential for professional development and guidance, and should instil confidence, discipline and the protection of knowing that operational guidelines and new directives are correctly interpreted and adhered to’.

Supervision also featured in a submission from the Association of Garda Sergeants and Inspectors, which stated that the internal vision of the organisation should be ‘an adequately resourced, appropriately trained and properly supervised policing service which has at all times an awareness and concern for members’. The Inspectorate agrees with the points raised by both associations.

To institutionalise significant change programmes and improve performance, a supervisor must be consulted and involved in the process to understand the rationale for change. They must also be provided with the support, guidance or training necessary to implement any change.

Intrusive Supervision

The recent *Crime Investigation* report highlighted that the absence of intrusive supervision is a major factor in many of the deficiencies identified in respect of crime recording practices and investigation of crime. The word ‘intrusive’ means to ensure that supervisors do not accept information at face value or assume that an action has been taken, but that they check to make sure that something has been properly completed.

Leadership and Supervision in the Garda Síochána

This section looks at the structure of leadership within the Garda Síochána and some of the processes in place to ensure effective supervision and drive improvements in performance.

Leadership Role of Garda Headquarters

Garda Headquarters has a key role to play in providing leadership and supervision, particularly in:

- Setting priorities and standards.
- Developing policies and monitoring performance.
- Allocating supervisors.
- Selecting, training and developing leaders and supervisors.

Leadership Role of the Garda Executive and Senior Management Teams

The Garda Síochána has an Executive Team consisting of the Commissioner, the Chief Administrative Officer and two Deputy Commissioners. On a monthly basis, the Commissioner holds a senior management meeting that includes the members of the Executive Team, assistant commissioners, executive directors and the head of the analysis service.

The way leaders behave matters and will ultimately influence the culture of the organisation. The senior management team of the Garda Síochána has a pivotal leadership role to play in creating a clear vision for staff, providing direction and developing a credible strategy to ensure delivery of a high quality policing service.

Leadership Role of Regions and Divisions

In this review, the Inspectorate has recommended a reduction in the number of garda regions and divisions in operation and an increase in the levels of responsibility. The Inspectorate believes that regions have a key role to play in leadership and that increased devolvement of responsibilities will empower regions and lead to more effective leadership, supervision and ultimately, daily decision-making.

Currently, Ireland operates a model of 28 divisions, generally aligned to county boundaries. While divisions exist as geographic policing areas, the main delivery of services is provided by 96 garda districts. A move away from this current district model of policing to a divisionally based service has been considered by the Garda Síochána for some time, but has not yet progressed and is now recommended in this report.

Leadership at the current divisional level is provided by a chief superintendent. At a more local level, leadership is provided by a district superintendent who has full responsibility for all policing issues in their area. The role and wide span of responsibilities of the district officer elevates their function to the level of a divisional chief superintendent in many other similar policing jurisdictions. District superintendents are usually supported by a number of inspectors and sergeants that provide front-line supervision. This section of the review will later show that there are large variances in the numbers and availability of these two ranks to support the superintendent.

During inspection visits, the Inspectorate found that the current structure results in a position where several districts operating within the same division are effectively operating as separate entities. The Inspectorate found that this model often leads to inconsistencies in policy compliance, leadership and decision-making.

In the *Crime Investigation* report, the Inspectorate recommended a new divisional policing model that places the divisional chief superintendent as the key leader in a geographical area with full responsibility for all aspects of policing. This includes full authority over the deployment of personnel (members and garda staff) within their division.

The new model also recommends significant changes to the way that superintendents operate. This includes functional responsibility that assigns a superintendent to a

particular portfolio. This is designed to release individual superintendents from managing all aspects of policing to focus on key areas of service delivery. The aim is to use the skills of individuals in the most suitable role and to reduce the many inconsistencies that currently exist across the 96 districts. This will increase the visibility and leadership of superintendents and provide consistency in decision-making and operating practices. While superintendents will have specific responsibilities for certain portfolios, they are very much in a support role to the chief superintendent. This model is discussed fully in Chapter 2 Enhancing Operational Deployment Practices.

The Inspectorate believes that a new divisional model of policing, accompanied by a new functional portfolio model of responsibilities for superintendents will provide far more effective leadership and remove many of the current inefficiencies and inconsistencies that impact on effectiveness.

Implementation of Garda Policy: The Role of Supervisors

Garda Headquarters, through the work of policy units and national units, set strategies and create policies. On the publication of a policy, the responsibility for implementation usually moves to divisions, districts or national units. In most cases, the responsibility for implementation of an operational policy rests with superintendents and the day-to-day supervision of compliance usually lies with sergeants and inspectors.

With regard to front-line supervision, not all garda units have an appointed sergeant and not all operational units are receiving daily briefings from a supervisor. This is a serious gap in terms of ensuring that all staff and particularly those on the front line are aware of new policies or procedures. The absence of a dedicated supervisor significantly reduces the likelihood that policies will be understood by those who have to carry them out.

Effective policy implementation requires strong leadership and supervision from those who must ensure compliance with the requirements of the new policy.

Garda Code

The *Garda Code* provides standard operating processes and procedures for all members of the Garda Síochána, garda staff and student gardaí. It is intended as a mandatory guide for all work activities. Within the Code, a section sets out the generic roles and responsibilities for supervisory

ranks. In particular, the Code highlights that supervisors have the responsibility for ensuring that all members under their supervision are made aware of and understand new policies and procedures.

Headquarters Directives

Headquarters (HQ) Directives are issued periodically throughout the year by senior managers, usually by assistant commissioners or executive directors in connection with their portfolio responsibilities. Like garda policies, the responsibility for implementation of an operational HQ Directive usually rests with superintendents and the day-to-day responsibility for compliance lies with sergeants, inspectors and garda staff managers.

In 2013, 104 HQ Directives were published and in 2014 there were 88. Some directives are particularly focused on elements of leadership and supervision and in 2013, the Inspectorate found two that were specifically aimed at front-line supervisors.

- July 2013 - *Review of PULSE incidents.*
- September 2013 - *Review of PULSE incidents supervisory responsibilities.*

The majority of directives provide information and do not require monitoring. However, as previously highlighted, a much smaller number of directives have much higher risks for the organisation and need action to be taken and compliance needs to be monitored.

Maintaining the Professional Knowledge of Staff

In addition to the responsibility of supervisors, all personnel in the Garda Síochána have personal responsibility to ensure maintenance of professional knowledge of the law and developments in organisational practices and procedures.

The current process in the Garda Síochána relies heavily on an individual taking the time to familiarise themselves with a new directive, without a robust system in place to monitor that the learning took place and to check the level of understanding of specific key directives. During field visits, the Inspectorate found that staff were not always aware of new policies and recent directives. This shows that there is a gap in supervision. Previously, daily briefings and in-house garda training provided good systems for introducing complex legislation or important policy changes to staff.

The Inspectorate believes that formal briefing processes, in-house training and the physical presence of a daily supervisor are key factors that can positively impact on the understanding and awareness of HQ Directives or policies.

Effective leadership from Garda Headquarters and good supervision is required at operational levels to ensure compliance with policies and procedures. The part of this review dealing with governance contains a recommendation on the development of a standard operating procedure for the creation, implementation and monitoring of garda policies. This will have a positive impact on the implementation and monitoring of policies by supervisors.

Deployment of Garda Supervisors

For any organisation, it is important to have effective supervision arrangements in place to lead staff and to manage various units. In policing, there is an additional operational imperative for effective supervision to provide a control mechanism to mitigate the sometimes high levels of risk in police activity.

As part of this review, the Inspectorate examined the approach of the Garda Síochána to supervision, the numbers of supervisors in all ranks, the location of supervisors and the types of roles that they are performing. In particular, this section looks at the relationship between the numbers of gardaí and the numbers of sergeants that provide that first line of supervision. This is referred to as the ratio of gardaí to sergeants.

Numbers of Members by Rank

Figure 3.5 shows the numbers of members by rank across three specific time periods from January 2013 through to December 2014. The time periods are used to show the changes in numbers across the various ranks.

Figure 3.5 Garda Strength by Rank January 2013 through to December 2014

Rank	January 2013 Numbers	November 2013 Numbers	December 2014 Numbers
Commissioner	1	1	1
Deputy Commissioner	2	1	0
Assistant Commissioner	8	7	7
Chief Superintendent	39	42	37
Superintendent	146	145	135
Inspector	264	271	295
Sergeant	1,901	1,862	1,914
Garda	11,086	10,810	10,415
Total	13,447	13,139	12,804

Source: PULSE Deployment Data from the Garda Síochána

This figure shows some interesting trends over this time period. In essence, while the overall number of members has decreased, the number of sergeants and inspectors actually increased. The most notable trend is the decline in gardaí numbers, which reduced from 11,086 in 2013 to 10,415 in December 2014.

Promotions have continued for most sworn garda ranks during this period and effectively, the first stage of the promotion ladder is from garda to sergeant. This in turn releases sergeants to move to the inspector rank. The absence of recruitment between 2009 and 2014 removed the opportunity to back-fill garda ranks with new recruits. The recruitment and training of new gardaí commenced in September, 2014 and has started the process of back-filling the numbers of gardaí.

Garda Reserves

In December 2014, there were a total of 1,124 reserves (Department of Justice and Equality, February 2015). Garda reserves also need to be considered in terms of supervisory responsibilities. In most cases, day-to-day supervision of reserves is provided by garda sergeants with oversight from inspectors. While the numbers that require supervision by individual sergeants is relatively low, it is still an additional responsibility.

Garda Staff Supervisor Strength by Grade

Figure 3.6 shows the numbers of garda staff by various grades. The main supervisory grades are at higher executive and executive officer level.

Figure 3.6 Garda Staff Strength as at 31 December 2014

Grade	Numbers
Chief Administrative Officer	1
Executive Directors and Directors	4
Principal Officer	5
Assistant Principal Officer	14
Higher Executive Officer	80
Executive Officer	84
Staff Officer/District Finance Officer	186
Clerical Officer	1,361
Other support staff	105
Industrial	214
Total	2,054

Source: Garda Síochána (January 2015)

It should be noted that there are many garda staff that are managed by, and reporting to, members of a supervisory garda rank throughout the Garda Síochána. As this information is not routinely collected, it is not possible to accurately assess the level and deployment of garda staff supervisors, while at the same time acknowledging that many have responsibility for managing staff.

Deployment of Garda Supervisors

The previous section provided details of the numbers of supervisory ranks and grades across the Garda Síochána. This part of the report specifically looks at how members and supervisors are allocated across the various categories of policing. This is important to determine if appropriate levels of supervisors are assigned to the high risk areas of policing, such as to operational duties, irrespective of what activity they are performing.

Later in this section, the focus moves to the relationship between the number of gardaí and the three main supervisory ranks of sergeant, inspector and superintendent.

Categories

For the purposes of analysis, the Inspectorate initially designated the deployment of all gardaí and supervisors into the following three categories:

- Operational = includes all members attached to regions and divisions.
- Specialist = includes all members on national operational or technical support units.
- Headquarters = includes all members attached to various non-operational units such the Commissioner's Office, HR, ICT and Finance.

Figure 3.7 shows the breakdown of the total number of all members from garda to Commissioner rank assigned to the three designated categories.

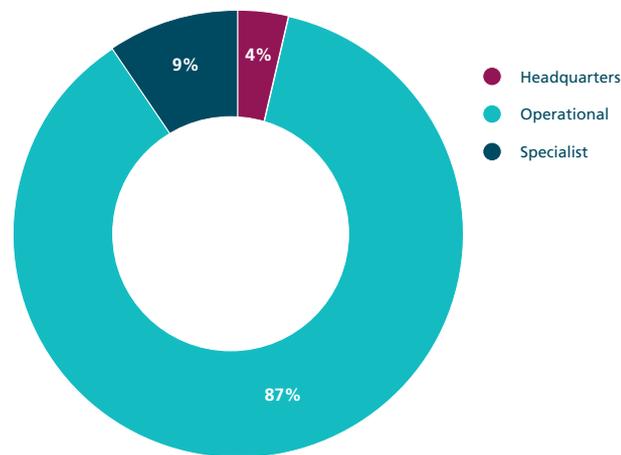
Figure 3.7 Breakdown of all Gardaí by Deployment Category December 2014

All Garda Ranks	Headquarters	Operational	Specialist	Total
Numbers	486	11,135	1,183	12,804
% deployed	4%	87%	9%	100%

Source: Deployment Data from the Garda Síochána, deployment categories assigned by the Garda Inspectorate.

Figure 3.8 shows the percentage of all ranks deployed across the three designated categories.

Figure 3.8 All Garda Ranks by Deployment Categories December 2014



Source: Deployment Data from the Garda Síochána, deployment categories assigned by the Garda Inspectorate.

This figure shows that 13% of all members are assigned to Specialist and Headquarters duties and 87% to Operational duties.

Supervision Categories by Rank

Figure 3.9 shows the same three categories, but breaks down the categories by rank from garda through to superintendent.

Figure 3.9 Breakdown By Rank by Deployment Category December 2014



Source: Deployment Data from the Garda Síochána, deployment categories assigned by the Garda Inspectorate

Key Issues

A large percentage in each of these ranks are not assigned to operational duties, including 12% of gardaí, 16% of sergeants, 24% of inspectors and 27% of superintendents. As the figure shows, Headquarters has a disproportionately higher percentage of supervisory ranks.

It is very important for the Garda Síochána to determine the number of supervisors that are required to provide effective supervision. It is also important to make sure that those supervisors are in the right place, particularly to supervise units that are deployed operationally. Like many other police services, over time gardaí and supervisors have been abstracted from operational duties to headquarters for a variety of reasons, such as projects or to set up new units. These resources are usually taken from front-line policing duties and at some later date are often absorbed into headquarters staffing levels and never returned to their original place of work. As a result, there are fewer resources at the front line. In the case of the Garda Síochána, resources are mostly taken from divisions and in many cases, the impact is greatest on regular units that are deployed to front-line policing services.

There are two fundamental questions that need to be asked in respect of members in Headquarter's roles. Firstly, can the work be done by garda staff or does the position require a police officer and secondly, if it does, what rank should fulfil the role. In many cases, this review has determined that roles require professional skills, but do not always require sworn powers. In many positions filled

by a member, the default position is often a sergeant or an inspector, even when the role does not always require the supervisory skills of those ranks.

The Inspectorate believes that there is an opportunity to review the use of supervisors in Headquarter’s positions, looking at skills rather than ranks and to move some of those sergeants, inspectors and superintendents into operational front-line duties.

Using the positions identified in Figure 3.9, if the percentage of sergeants, inspectors and superintendents was the same as the gardaí assigned to operational duties (88%), it would provide an additional 141 supervisors (81 sergeants, 40 inspectors and 20 superintendents) for operational front-line duties. This is used to provide an example of the number of supervisors that could be released to operational duties.

Trends in Categories

In order to analyse the assignment of members and supervisors across the various areas of the Garda Síochána, the Inspectorate analysed two sets of PULSE deployment data. Figure 3.10 shows a comparison of the deployment data at two points in time over a thirteen-month period, broken down into the three categories designated by the Inspectorate.

Figure 3.10 Comparison of Members (Garda to Superintendent Ranks) by Deployment Category - November 2013 and December 2014

Deployment Category	Nov 2013	Dec 2014	Difference	% Difference
Operational	11,398	11,107	291	- 2.6%
Specialist	1,249	1,173	76	-6.1%
Headquarters	441	479	38	+8.6%
Overall	13,088	12,759	329	-2.5%

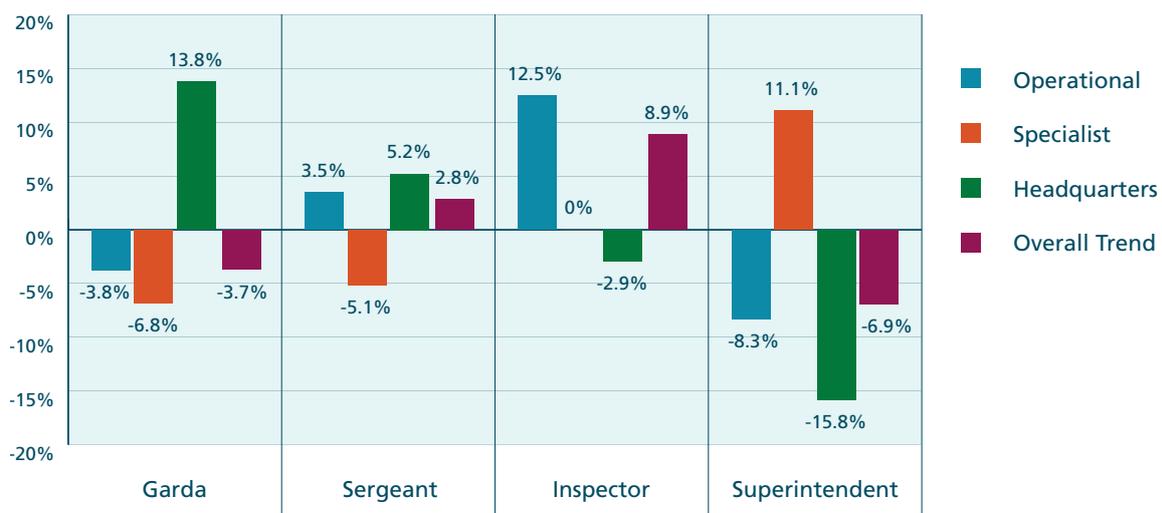
Source: Deployment Data from the Garda Síochána ,deployment categories assigned by the Garda Inspectorate

The figure shows an overall reduction of 2.5 % (329 members) in those four ranks. Most notably, both operational and specialist numbers have reduced, but Headquarters has seen an increase of 8.6%. With overall staffing numbers falling in the Garda Síochána, the Inspectorate expected to see the opposite trend, with a reduction in Headquarter’s numbers to protect the delivery of front-line policing services.

Trends By Rank

Figure 3.11 shows the percentage changes of garda members by rank in the three areas of deployment and highlights a number of different movements in categories over a 13 month period from November 2013 to December 2014. The numbers of supervisors will often fluctuate, depending on the timing of promotion processes.

Figure 3.11 Percentage Change in Deployment Categories By Rank - November 2013 to December 2014.



Source: Deployment Data from the Garda Síochána, deployment categories assigned by the Garda Inspectorate

Key Issues by Rank

This analysis shows a number of trends across the various ranks.

Gardaí

- Overall reduction of 3.7% and a 3.8% reduction in operational duties.
- Headquarters increased by 13.8%.

Sergeants

- Overall increase of 2.8% and a 5.2% increase in Headquarters.

Inspectors

- Overall increase of 8.9%.
- Operational increased by 12.5%

Superintendents

- Overall reduction of 6.9%.
- Headquarters reduced by 15.8% and operational reduced by 8%.

It should be noted that while the overall number of members has reduced, there was an increase in a number of ranks, notably sergeants and inspectors. This has resulted from promotions in these ranks over the period in question. As previously stated, this has been at the expense of the garda rank.

Members in Headquarters Roles

To provide an example of the deployment of supervisors in a Headquarter's non-operational role, the Inspectorate selected the Information and Communication Technology Division (ICT). Figure 3.12 shows the numbers of members by rank in post.

Figure 3.12 ICT Members By Rank, May 2014

Rank	Numbers
Superintendent	2
Inspector	7
Sergeant	23
Garda	72
Total	104

Source: Strength data provided by ICT Division prior to field visit

There are a large number of sworn members in this unit and a particularly high number of supervisors. It is acknowledged that while a number of the sergeants and gardaí included in the above table are performing their

non-operational roles in locations around the country, they are still attached to the ICT division. The numbers of supervisors in this unit are significant and there are more inspectors in ICT than in most divisions outside of Dublin. In operational districts that have an equivalent number of sergeants to ICT, such ranks are supervising twice as many gardaí.

There are significant numbers of supervisors assigned to non-operational units. This must be reviewed by the Garda Síochána to determine if there is an operational need for a sworn member to fulfil that role and if sworn powers are required, to determine what rank is required to perform that duty. This is recommended in Chapter 4, Part 1 Workforce Modernisation.

Ratios of Gardaí to Sergeants

Internationally, ratios are used to compare the number of police officers (gardaí/constables) to the number of sergeants or inspectors. The use of ratios provides an overall indication of the number of staff assigned to each individual supervisor.

As highlighted in the Inspectorate's *Front-line Supervision* report, a ratio of six police officers to one sergeant would be considered more than satisfactory in most police organisations. The lower the ratio between these two ranks, the fewer people reporting to an individual sergeant.

International Examples of Supervisory Ratios

Figure 3.13 shows international examples of general supervisory ratios, primarily at garda/constable to sergeant ratios. Comparing the Garda Síochána to police services outside of the U.K. was difficult, due to the unavailability of timely data and a variety of different intermediate ranks.

Figure 3.13 International Supervisory Ratios

Police Service	Ratio Type	Ratio	Data Source	Total Police Officers
Garda Síochána	Garda to Sergeant	5.4 to 1	PULSE data December 2014	12,804
Police Forces England and Wales	Constable to Sergeant	5.0 to 1	Home Office (March 2014)	127,909
Metropolitan Police Service	Constable to Sergeant	4.6 to 1	HMIC-Home Office 2013	27,704
Leicestershire Constabulary	Constable to Sergeant	4.3 to 1	HMIC-Home Office 2012/13	2,115
Montreal	Officer to Sergeant	7.5 to 1	SPVM Dec 2013	4,613

Source: Data sources are included in the Figure

In this example, the Garda Síochána appears more aligned to the ratios in the U.K. The Metropolitan Police Service in London has a current supervisory level of 4.6 to 1, but has set a target of 6 to 1. The next stage in the process, performed below, is to look at how those supervisors are allocated across an organisation.

Garda Síochána Supervisory Ratios

In order to analyse supervisory levels in the Garda Síochána, the Inspectorate examined two sets of PULSE deployment data. Figure 3.14 shows a comparison of the supervisory ratios at two points in time over a thirteen month period. It also highlights the levels in each supervisory rank up to superintendent and further breaks down those ratios into deployment categories designated by the Inspectorate.

A reduction in gardaí and the increase in sergeant numbers have led to an overall reduction in the ratio of gardaí to sergeant in the operational category from 6.2 to 1 in November 2013, to a position of 5.7 to 1 in December 2014. Of particular note, are the higher overall ratios of sergeants to inspectors at 6.5 to 1 and a much lower ratio of inspectors to superintendents of 2.2 to 1. Coupled with the findings in other parts of this review, the Inspectorate believes that this is a good indication that there are insufficient numbers of inspectors, particularly in operational posts. The figure shows that the supervisory ratio in the operational and specialist categories for gardaí to sergeants is significantly higher than the level of 2 to 1 in Headquarters.

It should be noted that while the operational and specialist areas are mostly experiencing falling supervisory ratios, Headquarters is showing slight increases in ratios across all supervisory ranks. For some operational units, a ratio in excess of 6 to 1 may be sufficient. For example, a drugs unit or taskforce operating with a ratio of 8 gardaí to 1 sergeant

might be sufficient, if the sergeant works the same days and hours as the whole team. Conversely, a lower ratio of 5 to 1 may appear to provide higher levels of supervision, but if the sergeant is working at different times to the members, supervision will be less effective.

National Unit Supervisory Ratios

As part of this review, the Inspectorate visited all of the national units. Some of these are operational, some provide technical support for serious crimes and some are policy and administration units. In technical and administrative units, the Inspectorate found large numbers of supervisory ranks i.e. sergeants and inspectors. Specialist skills are often necessary in these units, but sworn powers are not always required. Such units include the Legal Section, the Technical Bureau and Community Relations. Police support staff in other police services often fulfil many of these functions, which in turn releases police officers to roles that require police powers. The Inspectorate was informed that some sergeants were in these roles because of their rank and status and not because of a supervisory requirement.

Some of the national units regularly deploy members on proactive operations and patrol duties and others provide technical and administrative support. Analysis of PULSE deployment data shows a large variance in the supervisory ratios, ranging from very low ratios of 2 to 1 in the Garda Bureau of Fraud Investigation to much higher levels of 10 to 1 in the Garda National Immigration Bureau and of 8 to 1 in the National Surveillance and the Special Detective Units. In general, the national units that deploy resources on operational duties have a far higher ratio than those units that are primarily office-based. A full list of the supervisory ratios in the national units can be found at Appendix 11.

Figure 3.14 Comparison of Supervisory Ratios by Deployment Category - November 2013 and December 2014

Deployment Category	Gardaí to Sergeant		Sergeant to Inspector		Inspector to Superintendent	
	November 2013	December 2014	November 2013	December 2014	November 2013	December 2014
Operational	6.2 to 1	5.7 to 1	7.7 to 1	7.1 to 1	1.9 to 1	2.3 to 1
Specialist	5.7 to 1	5.6 to 1	4.8 to 1	4.6 to 1	2.1 to 1	1.9 to 1
Headquarters	1.9 to 1	2 to 1	4 to 1	4.3 to 1	1.8 to 1	2.1 to 1
Overall	5.8 to 1	5.4 to 1	6.9 to 1	6.5 to 1	1.9 to 1	2.2 to 1

Source: Deployment Data from the Garda Síochána, deployment categories assigned and analysed by the Garda Inspectorate

Operational Unit Supervisory Ratios

The majority of garda resources categorised by the Inspectorate as operational are based in garda regions and divisions.

The overall ratio of 5.7 gardaí to 1 sergeant shown in Figure 3.14 for operational units may seem a satisfactory position, but it is important to understand that this ratio is obtained by including the total number of gardaí and comparing that with the total number of sergeants.

Within regional and divisional structures, there are considerable numbers of sergeants who are performing office-based, administrative functions and not necessarily supervising gardaí involved in conducting operations or patrol duties. During field visits, the Inspectorate identified a large number of sergeants deployed full-time to administrative functions. The following are examples of divisional non-operational posts and functions performed by sergeants:

- Administration units.
- Court supervision and court presentation.
- Continuous Professional Development.
- Crime prevention.
- Juvenile liaison.
- Special events.
- Warrants.
- Telecommunications.

Every sergeant assigned to an administrative role, will impact negatively on the ratio of gardaí to sergeants on operational duties.

While this analysis focuses on gardaí to sergeant supervisory ratios, it is worth noting that some sergeants may have responsibility for supervising garda staff assigned to particular units.

During visits, the Inspectorate met many sergeants deployed to operational units who were often tied up with administrative functions. One of the sergeants encountered was designated as a Station House Officer (SHO), which is a role that has a number of functions including providing support and supervision to regular units that deal with 999 calls from the public. In addition, this particular SHO also had other responsibilities including the management of the local warrant unit. These additional responsibilities greatly reduced the time available for that sergeant to support and supervise front-line gardaí. Within Dublin, SHOs also have a number of other daily responsibilities, including the supervision of all persons detained in garda custody. Tasks such as this greatly reduce any time available for patrol and attending incidents.

In the majority of the divisions visited, regular units were often on duty without a dedicated sergeant. It was also the case that administrative posts were sometimes filled by sergeants at the expense of front-line operational posts that had sergeant vacancies. The Inspectorate also identified scenarios where there appeared to be sufficient numbers of sergeants allocated to a division, but there were large variations in the deployment of those sergeants. In one case, there was a severe shortage of sergeants in one district in the division and an abundance of sergeants at another. The Inspectorate was informed that the relevant divisional chief superintendent had made a decision not to move any of the sergeants. The inability or reluctance to move supervisors within the same division is a challenge to more effective supervision.

Gardaí to Sergeant Ratios in Four Selected Divisions

To examine supervisory ratios across garda divisions, the Inspectorate selected four divisions, three of which, Cork City, DMR West and Galway were visited in order to conduct engagement workshops as part of this review.

Figure 3.15 Selected Divisions - Garda to Sergeant Supervisory Ratios of selected Duty Types December 2014

Division	Cork City	DMR West	Galway	Tipperary	All Operational Divisions
Duty Type	Garda to Sergeant				
Community Policing	28 to 1	9 to 1	15 to 1	7 to 1	8 to 1
Crime Task Force/Crime Unit	N/A	7 to 1	1 to 0	4 to 0	16 to 1
Detectives & Det. Assistants	6 to 1	8 to 1	5 to 1	3 to 1	6 to 1
Drugs Unit	8 to 1	5 to 1	10 to 1	7 to 0	7 to 1
Traffic Policing	6 to 1	17 to 1	7 to 1	11 to 1	7 to 1
Uniform Regular	7 to 1	7 to 1	6 to 1	6 to 1	6 to 1

Source: PULSE Deployment data supplied by the Garda Síochána, analysis by the Garda Inspectorate

The fourth division, Tipperary, was selected to provide an additional rural dimension, alongside Galway, for comparison purposes.

Figure 3.15 shows the garda to sergeant ratios across the four divisions. For this first comparison, the Inspectorate selected operational units and a mixture of uniform, detective and proactive units. These are the units that are most exposed to risk and require higher levels of sergeant supervision. The average ratio across all 28 divisions for the various duty types is included for comparison purposes.

This analysis relies on the duty assignment data recorded on PULSE. In most of the divisions visited, sergeants were shown across a number of different duty types, such as SHO, section sergeant, uniform regular and unit sergeant. For the purposes of this analysis (see Figure 3.15), these sergeants are combined into one category of 'Uniform Regular' as all have some level of responsibility to supervise gardaí on patrol. The high (Red) and low supervisory ratios (Yellow) across the four divisions are highlighted for comparison purposes. It is also worth noting that this is the total number that are assigned to those particular units, but may not be reflected by the actual numbers on duty at any one time.

The figure shows a wide variation in the supervision ratios across the four divisions including:

- Community policing ratios range from 7 to 1 to 28 to 1.
- Detective ratios range from 3 to 1 to 8 to 1.
- Traffic unit ratios range from 6 to 1 to 17 to 1.
- Regular units had the most consistent ratio across the four divisions ranging from 6 to 1 to 7 to 1.

As mentioned earlier, the overall ratio in the Garda Síochána is 5.7 gardaí to 1 sergeant, but in this analysis, the vast majority of the operational units are in excess of this. This shows that front line and high risk operational posts often have far greater ratios than non-operational and administrative posts.

Gardaí to Sergeant Ratios in DMR West Division

To allow for more detailed analysis of garda to sergeant ratios, the Inspectorate selected the DMR West Division which has a total of 702 members, including 596 gardaí and 86 sergeants operating from three districts. This section examines the assignments of sergeants across this division and the supervisory levels across specific types of duty.

To examine the assignment of supervisors across the division and in all duty types, the Inspectorate amalgamated a number of roles. Any amalgamations of roles are noted in the duty type column.

Analysis of the data shows that there are a number of gardaí assigned to specific functions that do not appear to have a dedicated sergeant attached to that duty. Figure 3.16 outlines those findings.

Figure 3.16 DMR West Division Posts without Assigned Sergeants December 2014

Duty Type	Number of Gardaí
Administration	1
Criminal Intelligence Officer	4
District Office Staff	5
Other	17
Protection Post	8
Radio Room	2
Staff Office	1
Summons (Administration + Serving)	8
Telecoms. Technician	1
Warrants (Execution)	14
Total	61

Source: PULSE Deployment data supplied by the Garda Síochána, analysis by the Garda Inspectorate

In some cases, a sergeant from another unit may have been allocated to monitor these gardaí for supervision purposes, but according to PULSE, it is not their main duty.

The data further reveals a number of sergeants that are assigned to specific duties that do not appear to have any staff directly reporting to them. They included four court presenters, three sergeants-in-charge and a crime prevention officer. These eight sergeants are not directly supervising members and this will obviously negatively impact on the overall supervisory ratio of operational units.

The DMR West has a number of common duties that are performed in each of the three districts. Some of the other functions operate on a divisional basis. Figure 3.17 shows the breakdown of duty types and the levels of supervision at garda rank.

Figure 3.17 DMR West Division Supervisory levels by Duty Type December 2014

Duty Type	Number of Gardaí	Number of Sergeants	Ratio Gardaí to Sergeants
Community Policing	56	6	9 to 1
Court Garda/Supervision	7	1	7 to 1
Crime Scene Investigator	8	1	8 to 1
Crime Task Force/Crime Unit	14	2	7 to 1
Detectives (includes Detective Assistants)	79	10	8 to 1
Divisional Office Staff	3	1	3 to 1
Drugs Unit	20	4	5 to 1
Escort Unit	3	1	3 to 1
Instructors	2	1	2 to 1
Juvenile Liaison Officers	10	1	10 to 1
Traffic Policing	17	1	17 to 1
Uniform Regular (includes SHO, Unit and Section Sergeant)	315	47	7 to 1
Warrants (Administration)	1	2	1 to 2
Total	535	78	7 to 1

Source: PULSE Deployment data supplied by the Garda Síochána, analysis by the Garda Inspectorate

Figure 3.18 DMR West Division - Gardaí to Sergeant Ratio by District and selected Duty Type December 2014

District	Blanchardstown	Clondalkin	Lucan	Divisional
Duty Type	Garda to Sergeant	Garda to Sergeant	Garda to Sergeant	Garda to Sergeant
Community Policing	15 to 1	8 to 1	6 to 1	9 to 1
Crime Task Force/Crime Unit	3 to 1	5 to 0	6 to 1	7 to 1
Detectives and Detective Assistants	7 to 1	11 to 1	9 to 1	8 to 1
Drugs Unit	5 to 1	5 to 1	5 to 1	5 to 1
Traffic Policing	17 to 1	Not applicable	Not applicable	17 to 1
Uniform Regular Units	8 to 1	6 to 1	6 to 1	7 to 1

Source: PULSE Deployment data supplied by the Garda Síochána, analysis by the Garda Inspectorate

The overall ratio of gardaí to sergeants is 7 to 1, but within the various duty types there are considerable variations. This includes Traffic with a ratio of 17 to 1 while detective and community policing units display an 8 to 1 level. It is also worth noting that most operational units such as detectives and regular units are working a five shift roster, which divides the units into five separate teams. In these cases, while ratios might look acceptable, some of these operational units will be on duty without the physical presence of a sergeant.

To gain further insight into the garda to sergeant ratio levels on operational units, the Inspectorate compared supervision in certain duty types across the three districts of the division. Figure 3.18 shows a breakdown of the three DMR West districts for operational units and a comparison of the supervisory ratios.

The analysis shows wide variations in the supervisory ratios of common duty types in the individual districts including:

- Community policing ratios vary from 6 to 1 to 15 to 1.
- Detective levels vary from 7 to 1 to 11 to 1.
- Regular units vary from 6 to 1 to 8 to 1.
- Traffic policing has a high ratio of 17 to 1.

This analysis highlights inconsistencies in supervisory arrangements within districts that are in the same division. The current operating model of districts is the subject of further discussion in Chapter 2 on Operational Deployment.

Supervisory Ratios Tipperary Division

To allow a comparison of garda to sergeant ratios between the DMR West and a rural division, the Inspectorate selected the Tipperary Division. This division has a total of 360 members, including 300 gardaí and 51 sergeants. This provides an overall gardaí to sergeant ratio of 6 to 1. It operates five districts compared to the three in DMR West.

Figure 3.19 reflects the same duty type analysis completed in Figure 3.18.

Figure 3.19 Tipperary Division - Gardaí to Sergeant Ratios by District and selected Duty Type December 2014

District	Cahir	Clonmel	Nenagh	Thurles	Tipperary Town	Divisional Ratio
Duty Type	Garda to Sergeant					
Community Policing	7 to 1	7 to 1	6 to 1	8 to 1	4 to 1	7 to 1
Crime Task Force/Crime Unit	0	0	2 to 0	2 to 0	0	4 to 0
Detective and Detective Assistants	3 to 0	2 to 1	3 to 1	3 to 1	2 to 1	3 to 1
Drugs Unit	0	4 to 0	2 to 0	1 to 0	0	7 to 0
Traffic Policing	11 to 1	0	1 to 0	9 to 1	0	11 to 1
Uniform Regular Unit	7 to 1	6 to 1	6 to 1	8 to 1	4 to 1	6 to 1

Source: PULSE Deployment data supplied by the Garda Síochána, analysis by the Garda Inspectorate

The analysis shows wide variations in the supervisory ratios of common duty types including:

- Community Policing ranges from 4 to 1 to a ratio of 8 to 1.
- Regular Units range from a supervisory level of 7 to 1 to a position of 4 to 1.
- Detective Unit ratios are low, but Cahir has no detective sergeant shown as assigned.
- Traffic Unit ratios are high with a divisional level of 11 to 1.

While it is noted that there are no sergeants shown as assigned to the Crime Task Force or the Drugs Unit, there may well be a supervisor from another duty type that has responsibility for these units.

Tipperary has a number of additional challenges to those faced at DMR West. In particular, operating from two additional districts to DMR West and a number of other sub-district stations presents further challenges for supervision.

As the numbers of gardaí in Tipperary are much lower than DMR West and the proportion of sergeants assigned is much greater, it makes the supervisory ratio appear to be sufficient. However, in reality with gardaí working at multiple sites across Tipperary, it makes it much harder to provide a sergeant for each unit.

Two of the five districts in Tipperary have less than five sergeants available to supervise the five regular units. In the other three districts, two have six sergeants and one unit has five. In essence, most of the units may have a sergeant attached, but with leave and other abstractions there will always be times when a sergeant is not on duty with their regular units. The Operational Deployment Survey, conducted on behalf of the Inspectorate, identified a supervisory gap of sergeants patrolling at night. The

survey revealed that three of the four districts in one garda division did not have a sergeant on patrol at night, even though there were seven sergeants on duty. Another division also had seven sergeants on duty but none were on patrol at the time the survey was conducted.

A district model of policing focuses the supervision by sergeants towards their own particular geographical areas. The Inspectorate believes that a divisional model of policing will ensure that sergeants supervise all resources across the whole division and would address this supervisory issue.

Detective units also work the garda roster and where numbers permit, are divided into five units for leave purposes. In detective units, the ratio of detective gardaí to detective sergeants is very low. While this appears to be satisfactory for supervision purposes, in reality, those detective sergeants are usually working the garda roster and attached to one particular detective unit for leave and rest day purposes. In this case, many of those Tipperary detectives will be working on a different roster to their sergeant.

The analysis of supervisory levels between the DMR West and Tipperary Divisions has identified a number of trends. While the DMR West Division has a higher supervisory ratio of 7 to 1 as opposed to a 5 to 1 level in Tipperary, they have more sergeants, less districts and fewer stations. This makes it easier to provide greater sergeant coverage and to ensure more effective supervision of operational units. This issue is discussed in more detail in Chapter 2 Operational Deployment.

Patrol Supervision and Leadership

Uniformed patrolling, whether on foot patrol, on a mountain bike or in a vehicle is the most critical and visible function of any police organisation and front-line uniformed police have a key role in maintaining peace and order and providing a 24/7 response service.

A key responsibility of a front-line supervisor is to provide support, guidance and leadership at any incident that is or could become a critical incident. A critical incident is usually defined as any incident where the effectiveness of the police response is likely to have a significant impact on the confidence of the victim, their family and/or the community. In a Garda HQ Directive, a critical incident is described as any incident so defined by the Divisional Critical Incident Management Team.

The presence of good supervision at a serious incident should ensure that all necessary actions are taken and that the incident is dealt with effectively and professionally. Good supervision can often prevent an event from developing into a critical incident. In the absence of a sergeant or an inspector, the Inspectorate found examples where gardaí dealing with an incident have to make key decisions about the investigation or the action to take. Some gardaí told the Inspectorate that their district superintendent encourages members to contact them at any time of the day and several gardaí gave examples where they had done so. While the Inspectorate recognises that this facility is available, it is far better to have a supervisor on duty and available to immediately attend the scene of a serious or potentially critical incident.

A first step in determining if there are sufficient numbers of sergeants and inspectors is to identify if they are all in the right place. The Inspectorate's *Front-Line Supervision* report highlighted a number of concerns about the availability and capacity of sergeants and inspectors to provide day-to-day visible supervision. It also identified 232 sergeants in possible non-rank dependent posts and 99 posts that may be suitable for garda staff. The *Crime Investigation* report also identified a gap in supervision and recommended that the Garda Síochána develop a model that places at least one inspector and sergeant on duty at each division on a 24/7 basis. The function of the role is to provide visibility, guidance and supervision to patrolling units.

In the Operational Deployment chapter, the Inspectorate recommended the amalgamation of two Dublin City Centre Divisions. Currently, the two existing divisions have a total of 32 inspectors and 178 sergeants. This amalgamation provides an excellent opportunity to release a number of supervisors from duplicate non-operational posts, to ensure effective supervision across all divisional units and to release some of these supervisors for re-deployment.

This review and the crime investigation inspection have identified significant gaps in the numbers of inspectors available for front-line supervision. While there are inspectors in posts that should be re-deployed to operational duties, the move to a divisional functionality model will undoubtedly require the appointment of additional inspectors.

There may well be sufficient numbers of sergeants within the Garda Síochána compared to the current number of gardaí, but the Inspectorate does not believe that organisationally, they are all in the right places to deliver effective front-line supervision. In particular, the Inspectorate believes that the Garda Síochána must prioritise the vacancies that currently exist for patrol supervisor positions.

Chapter 4, Part I on Workforce Modernisation contains a recommendation that the Garda Síochána develops and implements a workforce planning process for all positions within the organisation to release garda members for front-line deployment. As part of this process, the Inspectorate recommends that the Garda Síochána conducts an immediate review of all sergeant, inspector and superintendent posts in non-operational duties to release supervisors from administrative and back-office support functions to front-line operational duties.

Leadership and Supervision Challenges

The *Crime Investigation* report identified the physical absence of a sergeant or an inspector on duty as a contributory factor to many of the deficiencies found during that inspection. These deficiencies included the provision of effective briefings, ensuring that all operational units are tasked and conducting de-briefings to make sure that all actions of the day are completed. The Inspectorate found places where supervision is remotely conducted and duty details and other instructions are left for members to complete when they arrive for work.

Health, Safety and Welfare Responsibilities

The Garda Síochána has responsibilities under health and safety legislation in terms of work place safety in garda buildings and also in terms of assessment of operational risks. Leaders and supervisors have a key role to play in supporting members of staff who deal with a traumatic incident and to ensure that the person receives immediate and suitable support. The Inspectorate was informed that many members have dealt with incidents that have had a profound effect on them and have been sent home without a supervisor checking that they are in receipt of

the necessary assistance. The presence of a sergeant or an inspector on duty with an operational unit provides a person on duty who has responsibility for the health, safety and welfare of staff.

Decision-Making

A key role for leaders and supervisors is the process of effective decision-making. This can be a difficult process for police leaders at all levels of the organisation, as there can be time pressures attached and on occasions it may involve life threatening situations. The outcomes of many decisions are often only critically reviewed when things do not go well and they are subject to external scrutiny at a court hearing or as a result of an internal enquiry.

The initial assessment and response to a call received from the public is a major high risk area for any police organisation. Poor decisions, or an ineffective response at that time, can result in a situation where it has a significant impact on the investigation and on the confidence of a victim, their family and/or the community. The physical presence of a supervisor on duty at the time is the most important fail safe to make sure that all necessary action is taken.

During field visits and workshops, the issue of decision-making was regularly raised. The Inspectorate was informed that there is a general perception that supervisors are often risk averse to making decisions and will often refer to a higher level or seek advice from a national unit. Members explained that files submitted for advice or with suggestions for work improvements are often returned on multiple occasions with additional questions or clarifications and decisions are sometimes never made. This creates unnecessary time delays and in some cases it can slow down the investigation process.

The Inspectorate was informed that the Legal Section in Crime Policy and Administration often receive requests for advice by telephone or through paper files. Each telephone call generates a case file and an advice process begins. There is certainly a perception that some supervising officers are unnecessarily seeking reassurance, rather than making a decision that is within their remit to do so. In some instances, the information requested is available in other places, such as on the Garda Portal. The Legal Section has a back log of 600 cases and unnecessary enquiries are impacting on their work load. Decision-making in the Garda Síochána must be delegated to the lowest and most appropriate level.

The Inspectorate was also informed that some advice files sent to the Legal Section are connected to HQ Directives or policies that were issued without appropriate training or instructions attached to them. Senior managers need to be well-trained and to have the confidence to make effective decisions, without always having the need to seek advice in cases where they are empowered to make them.

For many of the crime training courses, the Garda College use the Hydra Minerva interactive training suite, which provides immersive learning exercises that concentrate on command of incidents and decision making/recording. This is an excellent facility that should be used on all promotional training courses to improve operational decision-making and the recording of any decisions made.

Becoming a Learning Organisation

Police organisations, as well as individuals within a police service, need to learn and to adapt to new challenges. Sometimes learning in the police service occurs when a mistake is made, a poor decision is taken or when dealing with a demanding or difficult situation. In London in 1993, the investigation into the murder of Stephen Lawrence was a watershed for policing and resulted in significant changes to police training and the investigation of murders and serious crime.

During inspection visits related to previous reports and whilst conducting garda workshops for this review, the Inspectorate found that there is a perception that a blame culture exists in the Garda Síochána and that when members have made a mistake or failed to take action, discipline is often the option used to deal with the matter. This is a situation that other police services have also experienced and a fear of disciplinary action can often result in a culture where officers decide not to admit a mistake at an early stage, but to wait and see if it is noticed. This situation can lead to mistakes being discovered at a much later date and often too late to address the issue. Peter Villiers, an author on leadership and a previous lecturer at Bramshill College in the U.K., highlighted in his book *Police and Policing*, 'Time after time, the police have been described as having a blame culture, or a fault finding culture, rather than one based on respect for professionalism and the proper use of trust'.

In some cases, the early acknowledgement of a mistake can allow a case or an investigation or prosecution to continue. To enable this to happen, an organisation needs to develop an environment where people feel comfortable to admit

errors and to seek help in correcting them. The Inspectorate consistently found that there is a perception amongst some staff that a poor decision could have negative long-term career implications. Where there is an environment of fear in making a wrong decision, supervisors can sometimes abdicate their responsibility for decision-making and refer decisions to the next line manager. A slow decision-making process often leads to an inefficient and ineffective outcome.

The Garda Síochána must become a learning organisation that enables leaders and supervisors to have the confidence and professional judgement to make decisions appropriate to their rank and to look for learning opportunities when dealing with mistakes made by their staff.

Setting Standards and Dealing with Underperformance

As in all matters of performance, adherence to standards such as dress code and discipline, it is the responsibility of all supervisors to ensure that proper standards are maintained in the workplace. The role of the first-line supervisor is critical to the maintenance of high standards of performance, dress and behaviour. During interviews with members, it was highlighted that compliance with policies and procedures was more likely to take place when there was knowledge that a supervisor would check to make sure that an action was completed.

Some police services have recently experienced occasions where first-line supervisors do not always challenge issues of standards and it was often left to more senior officers to speak to staff about issues that should have been resolved by an immediate supervisor. Where a first-line supervisor does not enforce standards, it creates long-term difficulties and a deterioration of standards will arise.

For some police officers, the transition to sergeant can be a difficult adjustment and appropriate training, guidance and support is needed to make them an effective leader and supervisor. Setting clear standards as a new supervisor on a team or a unit is crucial to how well they will manage their team in the future. First-line supervisors play a key role in setting, monitoring and challenging standards of work and behaviour. Victoria Police in Australia found that corruption develops incrementally and in their experience, one of the most effective methods of avoiding serious corruption is to challenge instances of potentially illegal or unethical behaviour as soon as it occurs.

Throughout the *Crime Investigation* inspection and this review, poor performance was raised as a major issue in terms of productivity and the negative impact that this had on colleagues. A district superintendent referred to a case where in over 50 days of operational duty, an individual had dealt with only five incidents and had not completed any intelligence records. Many supervisors reported high levels of frustration with those who do not fully contribute. A senior garda explained to the Inspectorate that if a person turns up for work on time and is generally smartly turned out, there is very little more that they can do with them to ensure reasonable productivity. For supervisors, there was a real sense that people are often accommodated and not effectively addressed. Some supervisors reported that when they tackled underperformance, they were accused of bullying and this made them reluctant to tackling this sort of behaviour in the future. This is an area that must be addressed by the Garda Síochána.

The *Crime Investigation* report and this review have raised a number of issues in connection with leadership and supervision challenges in the Garda Síochána. These include developing decision-making skills, performance management systems and dealing with under-performance. Leadership is a skill that should be displayed at all levels of the Garda Síochána.

Recommendation 3.6

The Inspectorate recommends that the Garda Síochána develops a strategy to improve decision-making skills of leaders and supervisors and to become a learning organisation. (Short term)

To achieve the above recommendation, the following key actions need to be taken:

- Ensure that decision-making and recording of decisions are part of all training courses.
- Develop processes to test the knowledge and understanding of critical incident management principles.
- Review the enquiries (formal and informal) that are currently received in Crime Policy and Administration and other policy units to identify knowledge gaps and reduce that demand.
- Ensure that supervisors are trained, confident and capable of enforcing standards of performance, dress and behaviour.

Absences of Leaders and Supervisors

As highlighted in this part, front-line operational supervision is a key role, primarily for sergeants, who must be supported by inspectors. Previous Inspectorate reports and this review have highlighted a number of concerns with the levels of front-line supervision, particularly on patrol units. This is an area that still needs to be addressed. There will be many occasions throughout the year that due to abstractions for other duties or absences that the available number of deployed sergeants and inspectors may be insufficient to provide effective supervision. Police services need to be flexible to respond appropriately to such situations and to have policies or procedures in place to ensure effective supervision.

To cover long-term and short-term vacancies in front-line supervisory ranks, many police services operate systems of acting positions and temporary promotions. For example, this would allow gardaí to cover many of the functions of a sergeant or a sergeant to cover the absence of an inspector.

Acting duties provide cover for day-to-day or short-term absences of a supervisor and temporary promotion is usually used for long-term vacancies. Many U.K. police services cover absences by using police constables (gardaí) and sergeants on a regular basis. These are usually experienced officers with the necessary skills to cover the absence of a supervisor at the next rank. Acting sergeants are particularly useful for ensuring that patrol units are briefed and supervised. Most organisations hold a process to select suitable candidates and it is an excellent opportunity for someone that is interested in personal development or promotion in the future.

In terms of legislative functions of certain ranks, those in acting roles are often prohibited from completing certain tasks that require a person to be substantively promoted. For vacancies that are likely to remain for extended periods of time, many police services use temporary promotions to cover those posts. In most jurisdictions the position of temporary promotion has the advantage of allowing a person to fulfil all the legislative requirements of the rank that they are covering.

The Inspectorate is aware that the Garda Síochána already has the ability to use people in acting ranks. This includes using inspectors to cover district officer absences. The process for selection is set out in the *Garda Code* and authorises a divisional chief superintendent to make an

appointment. The Garda Síochána does not have the same process in place to cover absences at sergeant and inspector levels.

The absence of front-line patrol supervision is a critical area and should be addressed by the Garda Síochána. The Inspectorate believes that the Garda Síochána should extend the existing process for acting roles to gardaí and sergeants to perform duties at the next rank.

Recommendation 3.7

The Inspectorate recommends that the Garda Síochána extends the provision for acting duties to include gardaí and sergeants to cover absences in patrol supervision and explores opportunities to cover long-term vacancies with temporary promotions. (Short term)

Roles and Responsibilities of Leaders and Supervisors

To be effective and efficient, staff in all grades and ranks need to have a clear understanding of their roles and responsibilities and the expectations that the service has of them. In particular, the Inspectorate believes that supervisors need clarity of their role and to have national standards of competence in areas such as critical incident management, maintenance of standards, staff development, service delivery and risk management.

In a submission received as part of this review, the Association of Garda Sergeants and Inspectors identified the lack of clear roles and responsibilities for supervisors and managers at the front line as a serious impediment to proper supervision and service delivery. During field visits, the Inspectorate identified that many sergeants and inspectors have a considerable number of responsibilities, many of which are administrative in nature and reduce the time available for their primary role of front-line supervision.

Garda Code – Roles and Responsibilities

The *Garda Code* contains a section on the organisational structure of the Garda Síochána and a number of roles and responsibilities. Chapter 2 of the Code explains in a very broad and overarching sense, the supervisory responsibilities of each rank. In this section of the *Garda Code*, there is a very short description of the responsibilities of assistant commissioners. With regard to garda staff managers, the Director of Finance is mentioned, but the roles and responsibilities of the Chief Administrative Officer and other non-sworn members of the senior

management team are not explained and they are not included in the organisational chart. The Inspectorate is aware that an updated organisational chart was published in a HQ Directive in 2013, but the *Garda Code* has not been updated to reflect these changes.

The *Garda Code* also describes chief superintendents as the most senior operational team leaders, responsible for the interpretation and implementation of the commissioner's policy and strategy pertaining to their portfolio. It states that they are also responsible for the development, communication and implementation of role-specific operational strategies. Superintendents are described as responsible for implementing the Commissioner's policy/strategy and the chief superintendent's directions in accordance with the values and standards of the Garda Síochána.

Chapter 3 of the *Garda Code* specifically describes the role of supervising officers of the Garda Síochána from sergeant to chief superintendent in pursuing their public duties. In the Code, inspectors have ten management and operational responsibilities listed. However, during field visits and workshops, the Inspectorate found that in reality, inspectors have far more responsibilities and in one case an individual role-holder had 28.

In the Code under the heading of Supervisory and Leadership Responsibilities, a sergeant has 26 areas including guiding/directing staff, adherence to policy and implementing policing plans. Many of these responsibilities are generic and not bespoke to a specific role that a sergeant may be performing. As previously highlighted in the *Front-Line Supervision* report, the range of administrative duties assigned to sergeants is a challenge to the more important supervisory tasks of the role.

The Inspectorate's report, *Policing in Ireland - Looking Forward* recommended that the Garda Síochána provide clear, updated job descriptions for chief superintendents to inspectors (GSI, 2007). This recommendation is shown as implemented and copies of updated job descriptions for chief superintendent to sergeant were sent to the Inspectorate in October 2012. The sergeant job description contains 33 specifications, which are generic to the role. These are different from the current roles and responsibilities published in the *Garda Code*. On checking with Garda Headquarters, it would appear that these job descriptions have not yet been published within the organisation and the Code remains as the policy position.

In the *Crime Investigation* report, the Inspectorate recommended a new model for divisional policing, including functional responsibilities for superintendents and new roles for patrol sergeants and inspectors. It is vital that the Garda Síochána develops specific roles and responsibilities for those new functional positions.

Recommendation 3.8

The Inspectorate recommends that the Garda Síochána develops and publishes specific roles and responsibilities that clearly define the roles of supervisors, to support the new functionality model. (Short term)

Visibility and Engagement

Good leaders have an inclusive management style, are visible and create regular opportunities to engage staff at all levels of an organisation.

Visibility is about senior managers regularly making themselves accessible to staff. This interaction allows leaders and staff to discuss recent events and for leaders to informally thank people for their work and to gain a much greater understanding of the work completed by units and individual members of staff for whom they are responsible. Visibility can be achieved through formal means, such as meetings or conferences to discuss particular issues, or conducted through informal processes, such as patrolling or working alongside staff.

Garda Workshops and Interviews on Leadership and Supervision

As previously highlighted, during this review, the Inspectorate visited three garda regions, three divisions within those regions and all national and Headquarters units. During those visits, the Inspectorate conducted a significant number of workshops and interviews and leadership and supervision was one of the themes discussed. The following is a synopsis of the key points raised with the Inspectorate (See Appendix 12 for more details):

- There are good leaders and effective decision-makers.
- The organisation is viewed by some as top-heavy.
- Senior gardaí can sometimes go weeks without seeing their staff.
- There is a need to train people before promoting them.
- Supervisors need to be more involved in decision-making.

- The numbers of sergeants and inspectors on operational units have reduced.
- Leaders need to recognise and acknowledge good work more often.
- There is a need to develop a merit base promotion system, a robust performance management system and a talent management scheme.

Issues around leadership and supervision featured prominently in all of the workshops and in interviews conducted. All ranks and grades want a leader or supervisor that is visible, makes decisions and deals with those who are under-performing.

Visibility

In the *Crime Investigation* report, the Inspectorate highlighted a perception of a lack of visibility of senior managers. This was particularly relevant at divisions and districts where operational staff often work from different buildings and on different rosters from senior managers. In most cases, the reference to a senior manager related to chief superintendents and superintendents. Visibility is a very important part of the role of garda leaders and supervisors and the positive impact on relationships with staff should not be under-valued. When visibility is achieved by working alongside staff, it sends a very positive message. Creating a senior management model for visibility was a recommendation included in the *Crime Investigation* report.

Engaging All Staff

Staff engagement is designed to ensure that all employees of an organisation are committed to priorities and values and are motivated to contribute to improvements in performance and customer service. The Garda Commissioner and members of the garda senior management team have visited divisions to engage with staff and to invite feedback. However, in many places visited by the Inspectorate there were no structured mechanisms in place for regular engagement between local leaders and members of staff.

During field visits and workshops, the Inspectorate engaged with significant numbers of garda staff of all ranks and grades. This engagement focused on the main themes contained in this report and particularly on what they felt could improve policing in Ireland. Many members of staff

said that they had not previously had the opportunity to provide suggestions about how the Garda Síochána could operate differently.

In some police services visited by the Inspectorate, senior managers at divisional and national level meet with all of their staff, at least once a year, in a formal process. This provides an opportunity to:

- Review the performance and achievement of the previous year.
- Engage staff on priority setting and tasks for the forthcoming year.
- Provide a forum for all staff to raise issues and make suggestions.
- Allow senior managers to communicate important messages.

This sort of engagement process ensures that all staff are kept up-to-date with key organisational changes and allows staff to contribute to how services are delivered. The Inspectorate's engagement in field visits and workshops was very constructive and appeared to be very well received. The Inspectorate believes that spending time with staff in a structured format allows senior managers to listen and have meaningful and effective engagement with their staff.

Engaging All Supervisors

Besides engaging staff, a good police leader has regular interactions with all police and support staff supervisors on ways to tackle local policing challenges. This ensures that all supervisors have an opportunity to raise issues and to make suggestions about how to achieve priorities and performance targets.

The Garda Síochána has a Performance Accountability Framework (PAF) and the Garda Síochána expects all districts to hold daily meetings. This brings together key personnel, including the district superintendent and depending on availability, inspectors, sergeants and detectives. The meetings are primarily held to discuss incidents that have taken place in the last 24 hours or over a weekend period. These meetings allow superintendents to meet with some of their supervisors and staff on a regular basis.

In most places visited by the Inspectorate, there was no formal process for bringing together all of the supervisors at sergeant, inspector and garda staff supervisor level. These

are really important individuals in respect of leadership and supervision and are key to ensuring compliance with garda policies and achieving policing plan targets.

The creation of annual policing plans for most garda units provides a platform to engage all supervisors and key members of staff in the setting of priorities and tasks for the year ahead. While engagement with supervisors should not just be a once-a-year event, the policing plan cycle provides an excellent opportunity to engage all supervisors in a divisional or specialist unit conference to discuss the challenges for the year ahead.

Bringing all leaders and supervisors together will result in a more collaborative approach to addressing policing challenges and achieving the organisation's key priorities.

Engaging All Senior Staff

The Garda Commissioner provides opportunities through meetings and conferences, to meet with senior staff and to discuss pertinent topics. However, during inspection visits, senior managers regularly commented that the Garda Síochána does not have a culture that encourages people to suggest new ideas or to challenge working practices. This is an area that needs to be addressed and the Garda Síochána must create an environment where senior managers are encouraged to speak up, to be innovative and to recommend new ways of working. This is also covered in Part V Communications.

At a conference in Northern Ireland in 2007 'Policing The Future', Sir Hugh Orde, the then Chief Constable of the Police Service of Northern Ireland stated that "There must also be an atmosphere where officers can suggest that they have better ideas than senior management".

As previously mentioned, the Garda Síochána has an interactive IT system (Hydra Minerva) at the Garda College that is used for some training courses. The originators of that system also operate a conference process designed to engage all participants. This is an interactive session, where all participants of a conference have access to a computer and, when questions are posted on a big screen, people can respond anonymously with comments or suggestions. Inputs from conference delegates are automatically updated on the main conference screen. This allows people to see and respond to the comments of others and it ensures that everyone present can contribute to discussions in a safe learning environment.

Recommendation 3.9

The Inspectorate recommends that the Garda Síochána develops a structured approach to engagement at all levels between senior managers and all staff and develops processes that encourage all staff to contribute to improving organisational performance. (Short term)

Acknowledging Good Work

Recognising and rewarding good work is an important aspect for any leader or supervisor. Most people like to be told that they have done something well and that they are appreciated.

Good Work

During this review, many staff informed the Inspectorate that they perceived that the work that they do is not always valued and appreciated. In many cases this was not about formal recognition, but often simply about a supervisor saying "thank you" or "well done". There is also a perception from many staff that they only see a senior manager if a problem arises. The Inspectorate believes that the impact of acknowledging good work should not be under-stated.

The daily performance and accountability meeting held at garda district level is a useful forum for early identification of a good piece of operational work. The chair of this meeting should ensure that any good work is identified and immediately acknowledged. This should be in addition to any more formal recognition.

The *Garda Code* highlights that commendations for good police work received from members of the public, together with letters of appreciation, should be placed on a member's personal history sheet. The Inspectorate believes that this sort of good work should be publicised in a garda station. In many police services, letters of appreciation and reports of good work are displayed on notice boards inside police stations. During visits to garda stations, the Inspectorate did not see any such good-work boards in a prominent position.

National Bravery Awards and the Scott Medal

For acts of bravery, there are more formal awards such as the National Bravery Awards and the Walter Scott Medal for valour. These are awarded for acts of extreme personal risk. It is important for leaders and supervisors to take the time to nominate staff for such awards.

Formal Commendations

Within the Garda Síochána, there is a formal commendation process for members (between the ranks of inspector and garda) who have made a particular contribution beyond what is expected in the course of their normal duty or in respect of an occasion where the member performed excellent police work.

There are three categories of commendation and the category of award is determined by a divisional commendation committee. Any member may initiate the commendation process by completing a form EPW1 (Excellent Police Work 1). The Inspectorate was informed that many members actually generate their own EPW1 form, rather than a supervisor completing it. This is a process that supervisors and leaders should use to recognise good work and it is not a process that a member should have to instigate and complete themselves.

The manner in which a commendation is presented in the Garda Síochána depends very much on where a member is based. In one division, the chief superintendent gathers all persons who are available at work at that time and presents the commendation to the recipient. In another division in the same region, commendations are sent through internal post or handed to the recipient in passing, without any formal or informal ceremony or recognition.

In other policing jurisdictions, good work and commendations have a far more formal and standardised approach. This includes developing different levels of commendations, which are awarded depending on the level of danger faced or the quality of the service delivered. The highest level of internal commendation is awarded and presented by a Chief Constable or a Commissioner. At a local level, divisionally based chief superintendents can award commendations for excellent investigations or outstanding performance of duty. Most police services also use this process to recognise outstanding actions in policing by police staff members, by members of the public or by representatives of key partner agencies. Some police services also award commendations for specific annual categories, to identify and reward high performers. As an example, this could include annual awards for those nominated as the best performing member of staff in categories such as garda, reserve, detective, garda staff member or sergeant etc. This is an opportunity to commend those whose performance is truly outstanding in a policing plan year.

Most police services hold annual or bi-annual formal commendation ceremonies at divisional and national unit levels (usually linked to a policing plan year), where recipients are invited to attend with guests to receive their awards. These events have proved to be very well received and are a good way for leaders to recognise the efforts of those who have had an outstanding year. They also attract attention from local media and provide a platform to tell the public about excellent work that often goes unnoticed. The cost of such ceremonies can be minimal, but the impact on morale can be significant.

Recognising Long and Committed Service

At the completion of 22 years service, members of the Garda Síochána are awarded a Long Service Medal. At present, the Garda Síochána does not mark this occasion with any formal ceremony and many recipients told the Inspectorate that they were just handed their medal or it was sent directly to them. Sending a long service medal in the post is an unsatisfactory way of recognising long service in the public sector. In the Garda Síochána, there is currently no similar award for garda staff that also complete a similar period of long service. Looking to the future, long service by garda reserves is also an area that should be formally recognised. In other policing jurisdictions, such volunteers also receive a long service medal.

Most police services visited by the Inspectorate hold long service ceremonies, where recipients are invited along with guests to receive their awards from the commissioner or equivalent chief officer. Some police services now recognise police staff long service with a certificate and they are included as part of the long service ceremony. Formal ceremonies provide an opportunity to celebrate the achievement of long service and to acknowledge and thank the families of police officers and police staff who provide great support to those involved in policing.

The Inspectorate believes that garda leaders and supervisors should initiate acknowledgement of good work and should use a variety of formal and informal processes to recognise the good work of all staff at every level.

The vast majority of people who join the Garda Síochána will remain as gardaí and some will move to the rank of sergeant and above. At present, there is limited recognition for those experienced and hard-working members who wish to remain in those important ranks. Some police services acknowledge the attainment of service by such members at key points in time. This can include recognising

those who reach ten, twenty and 30 years' of service by the awarding of a bar or other symbol that is worn as part of their uniform.

Recommendation 3.10

The Inspectorate recommends that the Garda Síochána develops a Standard Operating Procedure for recognising and rewarding good work and outstanding performance by all garda personnel. (Short term)

To achieve the above recommendation, the following key actions need to be taken:

- Create a process to provide early identification and acknowledgement of good work and committed service.
- Develop a divisional level commendation process and formal ceremony.
- Develop long service awards for garda staff and reserves.
- Introduce a long service award ceremony.
- Include the importance of and process for recognition of good work in all promotion training courses.

Selecting the Right Leaders and Talent Management

Selecting the right people as leaders is very important for any police organisation. 'An executive who hires the right people does not need to waste time looking for ways to manage and motivate them. The right people do not need to be tightly managed or freed up, they will be self motivated by the inner drive to produce the best results and to be part of creating something great' (Collins, 2001).

It is important for a police service to have a strategy and systems in place to identify and develop talent for the future. The Government's *Public Service Reform Plan* highlights that public services must focus on service users, on efficiency and on openness, underpinned by a strong emphasis on leadership, capability and delivery. This specifically highlights the need to develop high calibre leaders capable of delivering a culture of driving high levels of performance.

International Programmes

Like many police services, the London Metropolitan Police Service has developed a leadership recruitment initiative called the 'Police Now Leadership Development Programme'. This is designed for new entrants to the police service. It is a two-year programme designed to foster the next generation of leaders, combining learning and training

with hands-on responsibility for improving people's lives. At the end of two years there are several options available to those on the programme:

- Continue as a police officer.
- Apply for the National Policing Fast Track Programme that gives an opportunity to continue development with the potential of becoming an Inspector within two years.
- Move to another career outside of policing. The programme is running with a group of organisations and the scheme will provide help to access other graduate programmes.

This programme is designed to attract and retain those with potential to become high performing leaders.

Garda Executive Leadership Programme

The Garda Executive Leadership Programme started in September 2006 and provided senior Garda officers with structured opportunities for personal growth and professional development. Officers would usually be considered suitable for service in the rank of assistant commissioner and above. The programme stopped in 2009 and has not been replaced.

Garda College – Crime Faculty

The Garda College has a well established crime faculty that aims to provide training and development opportunities for detective supervisors, leaders and strategic managers. Current courses include:

- Senior Investigating Officer Programme.
- Detective Sergeants Training and Development Programme.

The Garda College also runs the previously mentioned Hydra Minerva interactive training suite which provides highly interactive immersed learning exercises that concentrate on command and decision-making. This system uses video footage and paper feeds to expose participants to the challenges of commanding a serious incident.

Leadership Development Programmes

The Strategic Operational and Tactical Management (SOTM) Unit at the Garda College has a remit to develop, deliver and facilitate the strategic operational, tactical, management and leadership development training for newly promoted personnel from sergeant to commissioner rank. Members of the unit are qualified in many areas such

as training, education, quality management, executive coaching and mentoring. At present the following courses are delivered by the unit:

- BSc Police Leadership.
- Chief Superintendents' Development Programme.
- Superintendents' Development Programme.
- Stress Management Programme.
- Coaching and Mentoring.
- Inspectors' Development Programme.
- Sergeants' Development Programme.

Professional management and leadership training is an essential element in ensuring effective supervision of garda personnel. It is particularly important that newly promoted supervisors receive appropriate training to prepare them for their roles. During field visits, concerns were raised that training was not provided in a timely manner and prior to taking up a promotion assignment. With the most recent process of promotion to inspector, some people were posted almost immediately without attending a development or pre-promotion course. This is an issue that was also highlighted in the Inspectorate's *Front-Line Supervision* report.

Identifying and Developing Talent

Identifying and developing the right talent for leadership and supervisory roles is crucial to the future of any police organisation. Most police services visited by the Inspectorate have developed talent management schemes to identify, coach and mentor those who have the potential to reach the highest levels.

Talent management is about releasing untapped potential in all people in a police service and to assist individuals to achieve their maximum capability. Key components of a talent management scheme include:

- Succession planning.
- Developing a strategy to determine the current and future business needs of a police service.
- Creating an active learning environment.
- Identifying ways to attract, retain, develop and deploy the best workforce possible.
- Create a range of development opportunities for individuals on the scheme.

At present, the Garda Síochána does not have a talent management scheme and there are fewer development opportunities for garda staff than for members.

Recommendation 3.11

The Inspectorate recommends that the Garda Síochána develops a Talent Management Strategy to identify and develop leaders for the future. (Short term)

Promoting in Post to Retain Expertise

During this review, the Inspectorate found many examples where people in non-operational posts have been promoted and kept in the same unit at a higher rank to retain their skills and expertise. Examples include posts in Technical Bureau and Headquarters policy units. In some cases, people have been promoted more than once within the same unit. This is not an ideal situation for the individual concerned and particularly with regard to the development of their leadership and supervisory skills.

The Garda Síochána has an inconsistent approach to promoting people with some sent out from a non-operational post to an operational role and some who are not. For a newly promoted supervisor, it is in their best development interests to be assigned to an operational post, rather than immediately moving to an administrative or other non-operational role. In most police services, a person would not be considered for promotion without providing evidence of leadership in the current rank in an operational environment.

The Inspectorate has met individuals who, having joined a specialist or administrative unit are promoted several times and at some later point are transferred to an operational unit. These individuals may have entered Headquarters as a garda or a sergeant and are leaving as an inspector or a superintendent to take on operational roles with high leadership expectations. Where this situation occurs, a formal review of that person's operational skills and experience needs to be conducted as they may well have significant re-training or development needs. Promotion within unit is also covered in Chapter 4, Part I Workforce Modernisation and a recommendation is made in that part.

Measuring Leadership and Supervision

This part has made a number of recommendations to provide more effective leadership in the Garda Síochána. The success of any new or existing initiative to improve leadership and supervision needs to be monitored and measured.

Staff Surveys

Many police services operate a number of systems to measure leadership including service wide and divisional internal staff surveys. The Inspectorate welcomed the decision of the Garda Commissioner to conduct a service wide staff survey in August 2014. The Inspectorate believes that the Garda Síochána should adopt a regular process of staff surveys, including at divisional and national unit level, to provide staff with a formal way of providing feedback on the various levels of leadership that exist. This process allows people to provide positive and constructive feedback on the quality of leadership delivered by their senior managers. It also allows for organisations to learn and to improve.

Feedback for Leaders

Other police services use 360-degree reporting⁸ to provide individual feedback on the leadership abilities of senior managers. This is a good learning process for individuals and it should be completed as part of all senior management development courses.

Recommendation 3.12

The Inspectorate recommends that the Garda Síochána develops key performance indicators to measure the effectiveness of leadership and supervision initiatives. (Medium term)

To achieve the above recommendation, the following key actions need to be taken:

- Develop a regular process of staff surveys at corporate, national and divisional levels and publish them.
- Develop 360-degree reporting as part of all senior management promotion and development programmes.

⁸ 360-degree reporting is a term used for the provision of feedback to leaders and managers by those reporting to them, their peers and their individual managers.

Implementation Outcomes

The Garda Síochána is facing a challenging programme of reform and this requires effective leadership and supervision at all levels. Before decisions are made on the numbers of supervisors that are required, the Garda Síochána must first map out where existing supervisors are currently assigned and ensure that they are in posts where their front-line supervisory skills are most needed.

Implementation of the recommendations will result in:

- Assignment of appropriate numbers of supervisors to all front-line units.
- Visible leaders who can inspire and provide clear direction.
- Leaders and supervisors with effective decision-making skills.
- Creation of a learning organisation.
- Publication of clear roles and responsibilities for all supervisors.
- An organisation where people are engaged at all levels, where people feel valued and are rewarded for high performance.
- Higher standards of performance, dress and behaviour.

The Garda Síochána must become a learning organisation that enables leaders and supervisors to have the confidence and professional judgement to make decisions appropriate to their rank or grade.

CHAPTER 3: PART IV

CUSTOMER SERVICE

This part will examine the current Garda Síochána customer service practices and explore what is happening in other police services. The Inspectorate's *Crime Investigation* report focused on victims of crime, who are a key component of customer care for any police service; but customer service covers a far wider audience, encompassing all persons who interact with the Garda Síochána. This part will also explore ways in which the Garda Síochána could enhance community engagement and involve more of its customers in policing.

The Garda Síochána offers a broad range of services, reflecting the diverse nature of the demands on policing and enquiries received from the public. Many of the services provided are determined by the volume and nature of requests made directly by the public, either by telephone, at a garda station or by directly approaching officers on patrol. In reality, all residents of and visitors to Ireland are Garda Síochána customers, as making Ireland a safer place is a core responsibility of the Garda Síochána.

An important part of customer service is ensuring the provision of a professional high-quality service, whatever the reason for the contact, always acting with integrity and treating everyone fairly and openly. It is equally important for any police service to treat members of their own organisation in the same manner. This part includes an examination of the results of engagement by the Inspectorate with Garda Síochána staff and members of the public on the quality of customer service delivered.

The enforcement aspect of policing makes the customer service role different from most other public agencies, high street shops and other organisations. However, police services have a responsibility to respond to the changing needs of customers and to keep pace with changes in society. This part will look at how police services are responding to the needs of customers and the growing desire for more on-line services.

Dealing with customer complaints and suggestions for improvement in services is an important aspect of good customer care. Maintaining public confidence in policing is crucial for any police organisation and police have a responsibility to put things right when customers do not receive an appropriate service.

Customer Service Terminology

Customer service and citizen focus are terms used by many police services to describe the processes by which police deliver their services and how members of the public access them.

Public confidence and public satisfaction levels are collective terms used to describe the success and quality of customer service and policing in general. Customer service is a phrase that is used to describe the process of taking care of customers in a positive manner and good customer service practice is often described as treating others as you would like to be treated.

In policing, customers generally include victims, witnesses and members of the public. While arrested persons and those suspected of committing offences are stakeholders in policing, they are not usually considered as customers as they are dealt with under law enforcement policies and procedures, but they must also be treated in a professional manner at all times.

Internally, police services also have their own staff with customer needs and the way that a police service treats its own staff is very important.

Customer Needs

A police service must consider and develop a range of contact methods to suit customers and be flexible to their needs. Email or other on-line contact might suit some people, whereas others may prefer face to face contact or a telephone call.

Understanding and responding to customer needs is vital for any police service, including:

- Knowing who customers are, as well as their expectations.
- Valuing engagement and feedback.
- Designing and engineering both the customer service and the customer experience.
- Creating a service culture and a customer-oriented mindset.
- Measuring and assessing the service from the customer's point of view.

A customer-focused police service develops methods to systematically measure levels of satisfaction from customers, and uses these measurements to improve the quality of service provided.

Engaging with Citizens

The Public Service Reform Plan 2014-2016 highlights that making Ireland a safer and fairer place to work and live is the central aim of the Irish Government's commitment in the programme to deliver reform across all elements of the Justice and Equality sector. This requires a focus on service users, on efficiency and on openness, underpinned by a strong emphasis on leadership, capability and delivery. As part of this reform plan, public sector organisations are required to create charters setting out a short statement explaining the levels of service a customer can expect. Charters should adhere to principles which include ensuring equal rights, providing clean and accessible public offices that offer privacy and offering information that is clear, timely and accurate.

Engagement with customers must be real and meaningful if service delivery is to meet their actual needs, rather than an assumption of those needs. As part of any change or reform plan, the needs and priorities of customers must be taken into account when designing and delivering new ways of providing policing services.

Legitimacy

Police services have operated in a monopoly environment for many years, where customers had limited choices for policing services. Many police services have recognised that customers can now make other choices about security arrangements and that there are now private companies who provide security services to the business sector and to local communities.

The principle of policing by consent must be at the heart of any modern day police service. Police must treat every citizen fairly without fear or favour and with dignity and respect. As discussed in Chapter 3 Part I Culture and Organisational Change, the first Garda Commissioner Michael Staines stated that 'The Civic Guard unlike other forces will necessarily depend for the successful performance of their duties not on arms or numbers but on the moral force they exercise as servants, representatives of a civic authority which is dependant for its existence on the free will of the people'.

Legitimacy is a term that is now widely used in policing circles in respect of the importance of assessing police performance and particularly public perceptions of treating people fairly without discrimination and acting with integrity. The police should be assessed against their ability to prevent crime, to use all resources efficiently and effectively and in a legitimate manner. In the U.K., Her Majesty's Inspectorate of Constabulary (HMIC) has included legitimacy as a component in a new national inspection process. This process asks a number of questions including:

- Does the force act with integrity?
- What are public perceptions of policing?
- Is there a victim-centred approach?
- What are the crime recording practices?

The Inspectorate welcomes the publication of the Garda Síochána (Policing Authority and Miscellaneous Provisions) Bill, 2015, which sets out the principles that will govern policing in the State.

People are more likely to obey the law if they believe that a police service discharges its functions in a just and fair manner. To be successful in preventing crime and bringing offenders to justice, police services need the public to come forward to report crime and suspicious behaviour and to act as witnesses in prosecution cases.

Public Confidence

The way in which a police service engages with customers and local communities is crucial to maintaining public confidence in policing. In order to maintain and strengthen their connection with communities, police services need to ensure public confidence in policing. Public confidence can be directly affected by levels of crime in particular areas and is also impacted by a person's or a community's fear of crime. Reducing the fear of crime can be difficult for police services as it affects individuals in many different ways, depending on their experiences.

Public confidence in reporting crime to the police is a good indicator of a customer's trust in a police service to be treated with empathy and to have their crime investigated thoroughly and professionally. It is important for a police service to ensure that all communities, including those that are more vulnerable, have the confidence to contact the police and particularly to report crimes.

Extensive Home Office research in the U.K. into public confidence has highlighted the importance of community engagement and community policing as major factors in determining confidence in policing. It noted the importance of identifying areas of low levels of public confidence in policing and specifically targeting areas for improvement. This research has also suggested that personal contact and consistent police visibility are of central importance in the formation of public confidence and police legitimacy. In a 2012 report on community policing, the Oireachtas Library and Research Service also highlighted the important role of community policing and community engagement for local communities.

Previous Inspectorate Reports

Previous Inspectorate reports have included a number of key recommendations to improve customer service. In particular, the *Crime Investigation* report highlighted the importance of good victim care, particularly for those who are most vulnerable.

The following are a selection of key customer service recommendations made in previous Inspectorate reports (See Appendix 13 for more details):

- Ensure that garda resources are allocated to match customer demands.
- Develop a training package on crime investigation and dealing with victims and witnesses.
- Create a standard operating procedure for dealing with victims of crime.
- Develop victim-centred policy and good investigative practices in rape, sexual offences, domestic violence, racial crime, homophobic and other similar crimes.
- Introduce a system to quality assure the service provided to victims of crime.

Domestic and International Experiences

As part of the review process, the Inspectorate visited and conducted video-conferences with other police services and examined previous work in the field of customer service.

The following are three key themes identified by those services about what customers want from the police (See Appendix 14 for more details).

Access and Accountability

- Easy and quick accessibility to police services, police stations and other local venues.
- Consistency and continuity of service that does not depend on an individual officer.
- Extent to which police are visible in local areas has a strong correlation with sustained public confidence.

Attitude and Culture

- Police to be more open to listening to and dealing professionally with complaints and feedback.
- To be treated with respect.

Making Customers Feel that their Priorities Matter

- To be taken seriously and concerns investigated.
- To tackle the priorities of local communities.
- To be kept informed.

These are the public expectations of many police services and are key areas that must be addressed if a police service wants to become a customer-focused organisation.

Customer Contact

Most people have no regular contact with the police and for many, when they need to call for police assistance, it may be the first time that they have personally accessed police services. As highlighted in Chapter 3 Part V Communications, the importance of that first contact cannot be underestimated and every contact counts. An important thing for garda members and staff to remember is that what they do affects not only themselves as individuals, but also potentially the whole organisation. That first interaction with a customer may well shape that person's future view of policing.

In many cases, customers contacting a police service are making routine enquiries and not necessarily reporting a crime. In the last published Garda Public Attitude Survey conducted in 2008, only 40% of the 10,000 people surveyed had been in contact with the police. Of those who did contact the police, most were connected to routine issues such as checking passport applications or producing driving documents at garda stations.

Often peoples' perceptions of policing are not personal to them, but are obtained from friends or relatives that have had contact with the police and share their experience. A national survey conducted in the U.K. showed that many

people thought that the police do a good job until they come into contact with them. In other words, customer expectations are usually higher than the reality of the service that is later received.

Negative interactions with a customer can have a significant ripple affect and a poor experience is usually shared amongst a person's friends, relatives and contact groups and can negatively impact on other peoples' perceptions and confidence in policing. Conversely, a positive experience of policing is also shared, but often not to the same degree. It is therefore of the utmost importance that all members of the Garda Síochána understand the importance of their role in shaping a customer's perception of policing.

Customer Service in the Garda Síochána

The Mission Statement of the Garda Síochána is 'Working with Communities to Protect and Serve'.

In the Garda Síochána's *Annual Report 2013* the Commissioner highlighted that the 'Garda Síochána has always operated on the basis of a community focus. The ability of An Garda Síochána to provide such a service is primarily due to this close partnership between ourselves and the community. An Garda Síochána values the support of the community and we are committed to doing everything we can to maintain and re-enforce the trust, confidence and respect of the community through the provision of an open, transparent, and accountable policing service'.

This section contains some feedback on customer service issues from public meetings attended by the Inspectorate and from workshops held in garda regions. It also looks at the functions performed by the Community Relations Unit in the Garda Síochána and its policy role in customer service.

Community Feedback

As highlighted in Chapter 2 Enhancing Operational Deployment Practices, the Inspectorate attended a number of community group meetings, such as neighbourhood watch and community fora. As part of these community meetings, the Inspectorate made a short presentation and asked attendees for their views. A survey was circulated and many of the members of the public took the opportunity to provide more detailed responses. (See

Appendix 3 for a copy of the survey template). All of the community meetings attended highlighted very similar issues.

The following is a synopsis of the key issues raised at meetings and the responses included in survey returns (See Appendix 15 for more details):

- People want to be treated with greater respect when they contact garda stations to report crime or incidents.
- Community police members are approachable, friendly, and always ready to assist, sometimes even when off-duty.
- There is a need to increase the number of gardaí on visible patrols.
- Victims are not informed of updates, which causes frustration.
- There is a need to be more receptive to feedback from the public.
- People are only taken seriously when a complaint is made.
- There is a need to interact more with the public when patrolling.
- There is a slow response to some calls for service.
- Community policing officers should be retained.

Generally, the meetings were very positive about local community policing units, but less positive about interactions with other garda members. The meetings highlighted some excellent local officers who try to maintain regular contact with community groups, neighbourhood watches and other similar schemes.

The value of effective communications with the police was raised as a significant issue and community members stressed the importance of knowing the individual gardaí working in an area.

Many people at the meetings felt less comfortable about raising concerns about their local police during the formal part of the meeting, but people did raise issues with members of the Inspectorate after the meetings had finished or in the surveys that were returned. A common theme raised with the Inspectorate was the sometimes poor response when the public phone a garda station, particularly when it relates to quality of life issues. Members of the public stated that, while encouraged by gardaí to call

if they see a crime taking place, they sometimes receive a very poor or disinterested response when they do so. This discouraged many of them from calling again.

Garda Workshops and Interviews on Customer Service

As previously highlighted during this review, the Inspectorate visited three garda regions, three divisions within those regions and all national and Headquarters units. During those visits, the Inspectorate conducted a significant number of workshops and interviews and customer service was one of the themes discussed.

The following is a synopsis of the key points raised with the Inspectorate (See Appendix 16 for more details):

- The Garda Síochána generally provides a good customer service.
- The current roster negatively impacts on good customer service.
- Members sometimes lack professionalism and good manners.
- There is a need for first point of contact training.
- Inconsistent levels of service are provided.
- There is a need to move to a service not a force.
- There is a need to create call centres and present a professional customer service.
- There is a need for a one-stop response to victims.
- Garda staff could be used more to deal with customer contact.

As regards internal customers, most workshops highlighted that current garda working practices do not always place customers at the centre of service delivery. As internal customers, many members also perceived that internal selection processes were unfair and this is an area that they would like to be addressed.

Garda Community Relations

While most police services are delivered locally, Garda Headquarters has a key role to play in developing customer service-related policies and in monitoring the implementation of those policies in daily policing activities. Community Relations is a Headquarters unit based in Dublin that has national responsibilities for a number of key areas that are customer service related. The following are the main units within Community Relations:

- The National Community Policing Office.
- National Crime Prevention Unit.
- Garda Racial, Intercultural and Diversity Office.
- Garda Victim Liaison Office.
- Garda Youth Diversion Office (GYDO).

The following are key areas that fall within the remit of the various units within Community Relations:

- Developing community policing and crime prevention policy.
- Activity to support and monitor the service provided to victims of crime.
- Developing diversity and older peoples' strategies.
- National Monitoring Office for Joint Policing Committees.
- Support to operational garda members and particularly LGBT and Ethnic Liaison Officers.
- Decision-making on young offenders involved in crime.
- Supporting the Age Card scheme.

Part of the role of the Community Relations Unit is to identify and disseminate best practice.

The current staffing levels in the Community Relations Unit include a chief superintendent (who at the time of this review also had responsibility for organisation-wide training and the Garda College), two superintendents, three inspectors, fifteen sergeants, eight gardaí and fifteen garda staff.

During an inspection visit, it was explained that the reason for the high number of sergeant positions was that the national responsibilities of the Community Relations Unit require interaction with other agencies and that the rank of sergeant is important, as they are representing the Garda Síochána. The Inspectorate believes that the rank is not always required and that the nature of the work and skills required should determine the most appropriate person for the role. In contrast to the other units in Community Relations, the majority of staff in the GYDO are garda staff, managed by a sergeant and supported by one garda. The Inspectorate questions the need for the high numbers of sergeants in Community Relations and believes that there are clear opportunities to change the rank and garda staff mix. The number of supervisors could be significantly reduced to release people for redeployment to front-line supervision duties. This should be addressed in the workforce planning review outlined in Chapter 4 Part I Workforce Modernisation.

A lot of the activity conducted by Community Relations relates to customer service, victim care and creating safer communities. For example, in May 2014 the Garda Síochána launched a ‘Supporting Safer Communities’ week aimed at raising awareness of preventing crime and reducing the fear of crime. In September of the same year, a further ‘Supporting Safer Communities’ week was launched to focus on preventing and reducing burglary offences. The title ‘safer communities’ is used by similar units operating in other policing jurisdictions and the Inspectorate believes that Community Relations should consider renaming the unit to reflect current and future activity. The Inspectorate believes that this unit should drive all activity to improve all elements of customer service and to lead on creating safer communities in Ireland.

Recommendation 3.13

The Inspectorate recommends that the Garda Síochána reviews the current activities of the Community Relations Unit to focus the unit on the key priorities of creating safer communities and improving customer service. (Short term)

Community Policing

The National Community Policing Office in the Community Relations Unit has responsibility for developing community policing policy.

Community policing was formally introduced in Ireland in November 1987. The Garda Síochána’s published aims of community policing are to provide people in an area with their own dedicated garda, someone with whom they can discuss everyday occurrences and build up a strong and supportive personal relationship.

The aims highlight that community policing occurs where gardaí and members of the community, along with statutory and voluntary agencies, work together to:

- Prevent crime and anti-social behaviour.
- Reduce the fear of crime.
- Promote inter-agency problem solving.
- Bring offenders to justice.
- Improve the overall quality of life.

National Community Policing Model

During an inspection visit to the Community Relations Unit, the Inspectorate was advised that a new National Community Policing Model was in final draft stage but to

date has not been published. It was also pointed out to the Inspectorate that the current national model, developed in 2009, has become ineffective. The Inspectorate was informed that the new community policing model will articulate that community policing is not a specialist role and that all officers are community officers and have roles to play in engagement, prevention and enforcement activity. The Inspectorate agrees that all members of the Garda Síochána have a customer service and community engagement role to play, but, as will be shown later in this part, the absence of dedicated community resources will impact negatively on customer service.

Pressures on Community Policing

Since 2009, circumstances in the Garda Síochána have changed considerably, including the introduction of a new garda roster, reductions in budgets and garda numbers. As a result of the new roster and having to create an additional regular unit, many divisions took resources away from community policing units. During visits to the seven divisions selected for the *Crime Investigation* inspection, two divisions in rural areas effectively had no full-time community officers. It is clear to the Inspectorate that the pilot roster introduced in 2012 has negatively impacted on community policing units and particularly in more rural areas. This was also discussed in Chapter 2 Part III Improving Operational Deployment Practices.

Abstractions of Community Officers

During meetings with community gardaí, the Inspectorate found that they were regularly abstracted from their primary role in order to back-fill vacancies on regular units or to perform other duties such as prisoner escorts. It was not uncommon to find that community officers were the first to be abstracted. These abstractions remove community officers from providing visibility and from planned community engagement activity. Many police services have tried to protect their community officers by ensuring that they are not allocated to other duties that take them away from their communities. Some police services have also set specific targets for the amount of time that community officers must spend working in their communities. Community policing is a critical area of customer service and where garda community policing units were sufficiently staffed and able to undertake their role appropriately, it had led to some excellent local community initiatives and effective partnership working.

Problem Solving

At present there is a risk of the Garda Síochána delivering an inconsistent community policing service across the 28 divisions, depending on whether the division is in an urban or a rural location. While many urban divisions have been able to sustain a level of full-time community policing resources, most rural divisions have struggled to protect such units.

As highlighted in Chapter 2, many calls to the police are repeat calls and are often related to anti-social behaviour. It is not unusual for the same people or the same location to generate repeat incidents and a first response approach by regular units will not always resolve these types of long-term community issues. In these cases, dedicated and trained resources are needed to try and address long-term community problems, often associated with quality of life issues. This is a role that is usually taken on by community officers who have the time and contacts with other stakeholders to try and resolve the problem. In the absence of full-time community officers, this long-term approach is unlikely to take place. An absence of dedicated resources engaged in problem-solving will often result in further calls for police services to the same places or to the same people.

Community Policing Activity

The Inspectorate is aware that community policing in more rural areas is suffering disproportionately, as the resources are not assigned to sustain community policing units. The absence of dedicated community problem solvers is a challenge to good customer service. This also impacts on key stakeholders, such as local authorities, neighbourhood watches and community alert schemes. These stakeholders rely on regular contact by designated community officers who will be available to respond to any issues of concern.

With an absence of dedicated community policing units, the Garda Síochána will have to allocate other resources to manage and support the following activities:

- Garda clinics.
- Schools visits.
- Neighbourhood watch and community alert schemes.
- Text Alert schemes.
- Working with vulnerable communities.
- Youth diversion projects.
- Community engagement.
- Partnership activity.

Maintaining and developing this sort of activity will present a significant challenge in rural divisions, under the current policing structure.

Other police services faced with a reduction in budgets and officer numbers are still trying to maintain community policing teams or change the way that these teams operate. For example, some police services are developing neighbourhood policing teams (community policing units) into crime investigation teams and in some cases they are also aligning detective resources to those teams.

Visibility and Reassurance

An important role of community policing is the visible presence in the community of a uniformed police officer. This provides reassurance and can make people feel much safer. Community officers provide that visibility and create opportunities for engagement with the public in a non-enforcement capacity.

Local communities have demanded a more visible policing presence, particularly in rural areas. Visibility includes providing access to local gardaí at garda clinics, usually operated in community centres, local halls or educational buildings. While the impact of visible patrolling and engagement is difficult to measure, it certainly provides reassurance to communities and can reduce crime through proactive patrolling.

Many police services have tried to increase visibility through initiatives such as:

- Officers on single patrol.⁹
- Increased foot patrols.
- Use of bicycles.

Deploying police officers on single patrol is a standard operating patrol practice in many other police services. This allows for more individual units to patrol, providing greater visibility. Single patrol operates in some garda divisions, particularly in more rural areas. Foot patrols provide far greater opportunities for interaction with customers and the community. Divisions with dedicated community policing units usually allocate officers to a particular geographical area. This allows an officer to take responsibility in that area for activities, such as problem-solving, community engagement, supporting vulnerable victims and targeting high-risk offenders. The use of

⁹ Single patrol is a term used when an officer is on foot patrol or patrolling in a vehicle on their own.

bicycles, rather than foot patrol, by community officers, significantly increases their capability to patrol a much larger geographical area and the distinctive clothing makes them highly visible to the public.

Community Policing Initiatives

The following are examples of two good customer service/ community engagement initiatives, one operating in a rural area and one in Dublin City.

Tipperary Division - The Garda *Annual Report 2013* highlighted an initiative in Templemore District called 'Know Your Patch'. This was conducted in the newly-established sub-district of Templemore and Roscrea. In this initiative, local community policing officers called to all households within their specified community area with a community leaflet explaining the rationalisation programme. This provided officers with an opportunity to introduce themselves to their community members. The intention is to roll-out the initiative across the whole division.

DMR North Central - The division is operating a different model of community policing that puts the customer at the heart of policing. The following are some of the initiatives that have taken place:

- Development of a database of 10,000 contacts and 700 key stakeholders.
- Dedicated community officers who investigate crimes and deal with non-urgent calls for police services.
- Completion of 15,000 crime surveys with local people.

The survey results have confirmed that the priorities of local communities are often different to those of the police. In the surveys conducted in this division, 86% of people are more worried about drugs and anti-social behaviour than any other crime. In this example, the divisional chief superintendent directly holds individual community officers to account for addressing local issues of concern.

Summary

Other police services have implemented many of the practices in operation in these divisions and indeed, calling door to door has been found to be an excellent way for police services to meet with residents who often have no contact with the police. Initiatives in other jurisdictions include "Street Weeks" where all homes in designated areas are visited by local officers to provide crime prevention information and to identify issues of concern for local people.

Engaging communities to determine local community priorities and agreeing action plans to address them is a good customer service initiative operating in other police services.

Recommendation 3.14

The Inspectorate recommends that the Garda Síochána reviews the approach to community policing and community engagement in urban and rural divisions and in particular, the deployment and tasking of resources to enforcement, prevention and community engagement. (Short term)

To achieve the above recommendation, the following key actions need to be taken:

- Develop a programme for community engagement.
- Ensure consistency in approach across all urban or rural divisions.
- Develop a structured process for conducting garda clinics and meetings with local communities.
- Develop divisional stakeholder and contact databases.
- Develop a process for identifying and addressing community priorities.

Victim Offices

The Inspectorate welcomes the roll out of victim offices across all garda divisions. These offices have existed in some garda divisions for many years but will now provide a single divisional point of contact for all victims of crime.

As highlighted earlier in this part, many customers come into contact with the Garda Síochána for reasons other than reporting a crime. This includes those involved in road traffic collisions or people who have lost an item of property. Currently, all such customers have to contact the member who initially dealt with their incident for an update on the progress of their case or enquiry. During a visit to a garda station, the Inspectorate was informed about a parent who was trying to get an item of property back from the station that had been stolen from their son. In this case the parent had to make a number of different telephone calls and had difficulty in contacting the member in order to get the property returned.

The Inspectorate believes that the new victim offices offer a good opportunity to provide a single point of contact for all customer service enquiries.

Recommendation 3.15

The Inspectorate recommends that the Garda Síochána expands the remit of the Victim Offices to provide a single point of contact for all customer service enquiries. (Short term)

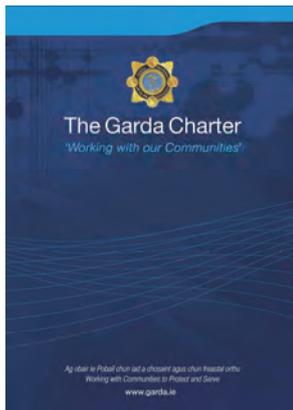
Garda Charters

The Garda Síochána does not have a customer service strategy or policy, but has two charters called the *Garda Charter* and the *Victims Charter* which outline the service that customers should expect when they access the services of the Garda Síochána.

Garda Charter

The *Garda Charter* is available on the Garda website. It states that 'The purpose of the Garda Charter is to inform the public as to the standards of service they can expect from their interaction with An Garda Síochána'.

Figure 3.20 Garda Charter



Source: Garda Síochána Website

The *Garda Charter* outlines the Garda Síochána's commitment to the values of the organisation, namely Honesty, Accountability, Respect and Professionalism (H.A.R.P) in all Garda dealings with members of the community.

The charter outlines important commitments made to members of the community that include:

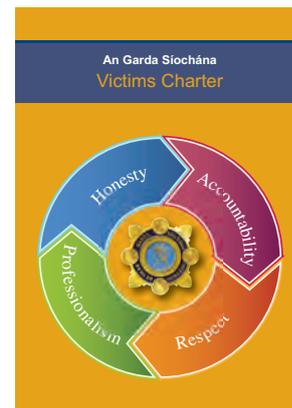
- Keeping victims updated.
- Arranging public meetings to agree policing priorities.
- Answering 80% of 999 calls within seven seconds and to deploying resources immediately with an estimated time of arrival.
- Preventing crime and anti-social behaviour.
- Providing reassurance through a visible presence.
- Addressing local concerns.

The charter is a statement to the people of Ireland about the delivery of policing services and what services can be expected. This charter was updated from a previous document called the *Garda Customer Service Charter*, that is still available on the internet, but not on the garda website.

Victims Charter

The *Victims Charter* is a document issued by the Victims of Crime Office on behalf of the Department of Justice and Equality, as a guide for users of the criminal justice system.

Figure 3.21: Victims Charter



Source: Garda Síochána Website

The following are key elements of the charter standards that a victim can expect from the Garda Síochána. To:

- Respond quickly to calls and investigate complaints.
- Provide contact details of the investigating gardaí and the PULSE crime reference number.
- Explain what will happen during the investigation and update victims on the investigation.
- Provide details about the Crime Victims Helpline and other support services.
- When a suspect is in court, to provide details of the hearing, bail conditions and court outcomes.

There are a number of other commitments in the charter, such as actions to support victims of elder abuse, domestic violence, race crime or sexual assault. This support also extends to families of murder victims and other serious crimes.

Measuring Charter Targets

There are very few metrics in place to measure the progress of the two charters. For example, there are ten statements in the *Garda Charter*, but only two have specific targets and in the absence of a national CAD system, they are not

currently measurable. The Inspectorate was informed that the Garda Policy and Planning Unit is currently reviewing the contents of the Garda Charter.

In the Garda Síochána *Annual Report 2013*, the *Victims Charter* is highlighted in Strategic Goal three with an accompanying note that the performance indicator was achieved. The performance indicator shown does not have a specific target and there is no performance data to show progress against the various commitments contained in the *Victims Charter*. The Inspectorate was unable to find any mention of the *Garda Charter* in the annual report or any indication of any progress against performance targets. Many other police services have an IT infrastructure and customer surveys in place to monitor performance. This includes New South Wales (NSW) Police who conduct an annual review of its charter progress and publishes the results on its website and in an annual plan.

Unlike other police service charters examined by the Inspectorate, such as the Western Australia Police and the NSW Police, there is no mention in the *Garda Charter* of the word 'customer' in the title of the current document. The publications from these two other police services are more visual than the *Garda Charter* and contain far more details about how police services will be provided, how they will be measured and importantly, how the public can help the police.

The Inspectorate believes that the existence of two charter documents is confusing. Many police services have developed a unitary customers service charter that includes all types of customers, especially victims of crime. The Garda Síochána should develop one customer service charter that includes information for the benefit of all customers, including those who are victims of crime.

Customer Service Guidelines

Some other police services have developed internal guidelines for staff, explaining the importance of good customer care and setting standards to ensure consistency in service. The NSW Police has developed customer service guidelines which apply to every member of staff and require that all persons employed by the service should understand them and apply them at all times. In essence, the guidelines tell staff to treat customers as they would like to be treated themselves. The guidelines were developed in consultation with staff and members of the community and provide practical and easy to follow advice. The guidelines

also cover internal police customers and how staff should treat each other, as well as recognising that police officers and police support staff may also become victims of crime.

It is particularly noteworthy that the guidelines set specific times when victims and witnesses will be updated and highlight specific instructions on:

- Dealing with customer enquiries.
- Initial greeting to callers at stations.
- Resolving enquiries at that first contact.
- Receiving compliments and complaints.

The thrust of the document is about professionalism, courtesy, promoting a positive culture of the police and demonstrating a commitment to the customer. Following the introduction of the guidelines, the NSW Police saw a considerable decrease in customer service related complaints.

Performance measures are key components of ensuring compliance with the customer service guidelines and NSW Police has linked this to individual performance reviews. The results in relation to customer service are monitored by the Commissioner's Executive Team.

The NSW guidelines provide a good example of a document that outlines how good customer service should be delivered and is an initiative that the Garda Síochána should adopt.

Customer Service Skills

To move a "police force" towards becoming a "police service" requires a different approach, a different culture and very different skill sets. The following are some key customer service skills that members of a police organisation should possess:

- Patience and empathy.
- Clear communication skills and an ability to use "positive language".
- Taking the extra step and keeping promises.
- Learning from your mistakes, being open to criticism and acting on feedback or complaints.

In the past, police training in most jurisdictions focused on knowledge of law and procedure and less on people skills, such as communication and customer care. Empathy is a skill that is required when dealing with victims of crime or dealing with sensitive issues, such as a death within a

family. The approach taken by a police officer at such an incident is important and a balance is required between investigating a possible crime and managing the needs of a victim or a family. A police officer who has not personally experienced such a situation may sometimes find it difficult to provide the appropriate level of empathy or understanding.

In the *Crime Investigation* report, the Inspectorate highlighted some key areas of concern in respect of the foundation training provided to new student gardaí, primarily between 2005 and 2009. While there were elements in the course that covered victims of crime, there was no specific module on customer service. In the Inspectorate's view, the previous course did not provide sufficient practical training and guidance on customer service skills.

The Inspectorate has reviewed the content of the new foundation training course and examined some of the course modules. Customer service guidance and dealing with victims of crime are now fully integrated into the new training programme. An example of the training provided includes a session on effective communication skills and elements on listening skills as well as empathetic understanding. This session explicitly refers to customers. In a further session on victims of crime, new students will see video footage of victims who share their experience of becoming a victim and explain the impact that the crime had on them. The first intakes of new garda students are now working in garda divisions and an evaluation will need to be completed to see how the new curriculum translates into the workplace.

To develop a customer service orientated organisation and to ensure consistency of service at all points of customer contact, the Inspectorate believes that the Garda Síochána must develop a structured programme of customer service training for all staff coming into contact with internal and external customers. Training should reflect feedback from customers through surveys and customer complaints.

Recommendation 3.16

The Inspectorate recommends that the Garda Síochána produces a single Customer Service Charter and develops national Customer Service Guidelines for all employees. (Short term)

To achieve the above recommendation, the following key actions need to be taken:

- Ensure that the customer service charter has targets that are specific, measurable, achievable, realistic and timely.
- Publish the charter in a prominent position on the garda website and make copies available at all garda stations and customer contact points i.e. public libraries, shopping centres, etc.
- Include details in the charter on how the public can help the Garda Síochána.
- Publish charter results on the garda website and in the annual report.
- Focus on resolving customer enquiries at the first point of contact.
- Develop customer service/customer care as a key competency for all assessment processes.
- Develop a new customer service training programme for all staff who have direct or indirect contact with both internal and external customers.

Measuring Customer Satisfaction

Many police services are now using the internet to offer customers the opportunity to provide feedback on the service that they received. This offers customers the chance to submit compliments on the service received or to provide feedback on how the service could be improved.

Customer Feedback

Leicestershire Police has launched a website called 'rate your local police' where customers can post compliments or complaints about the service they received. They are also asking people to rate the service provided from one to five. For all entries posted there is a published response from the police. Leicestershire also operate an 'Ask the Police' website that receives 27,000 enquiries a month. The current garda website allows feedback about the actual website, but it does not currently allow customers to provide direct feedback on customer service issues.

The Inspectorate's *Crime Investigation* report contains recommendations on victim care and introducing quality assurance systems to check the levels of service provided. The Inspectorate believes that this should be extended to all garda customers and that systems should be implemented to encourage feedback on customer service. Often people do not want to make a formal complaint about poor service, but would be prepared to provide feedback on areas of service that could be improved. Equally, obtaining positive customer feedback should also be encouraged.

Garda Victim Letters

The Garda Síochána currently sends victim letters to the majority of victims who report a crime. At present, no letter is sent to other customers who access garda services. The Inspectorate believes that there is an opportunity to improve customer service by quality-assuring the levels of service provided to garda customers. For example, this could include those involved in a traffic collision and it could be incorporated into a garda letter requesting feedback on the service provided. In some police services, feedback questionnaires are available in public offices as well as on-line. Front-line supervisors also have a key role to play in checking levels of service by conducting random audits and checks on customer service at various contact points.

Mystery Shoppers

Many police services such as the NSW Police use “mystery shoppers” who are tasked to telephone or visit police stations to check the levels of customer service provided. This can be used to make a routine enquiry to check that customers are given the appropriate advice or information and to assess the manner in which they are dealt with. The knowledge of using mystery shoppers and supervisors checking with victims and customers should always be in a police officer’s mind, to ensure that the highest levels of service are always provided.

Public Attitude and Customer Surveys

Public attitude and customer surveys are used by many police services to obtain victim, customer and public satisfaction rates with policing. In most jurisdictions these surveys take place at local levels to allow for benchmarking. The Inspectorate welcomes the 2014 decision by the Garda Síochána to commission a programme of public attitude surveys and would encourage publication of the survey results.

Complaints against Police

Taken in isolation, the number of complaints against police from customers is largely a negative way of evaluating customer service, but it does provide data to identify trends in the common type of complaints received. The Garda Síochána Ombudsman Commission (GSOC) 2014 Annual Report highlighted that 2,242 complaints were received that year, 7% of which GSOC defined as occurring in customer service interactions and 20% during investigation actions. The complaints generated a total of 5,124 allegations of garda misconduct, of which GSOC classified 11% as relating

to discourtesy by a garda. Many police services have focused on issues such as discourtesy and poor customer service to reduce the numbers of complaints received.

Performance Indicators

To enhance customer service, the Garda Síochána needs to develop a series of performance indicators and systems such as customer call-back to identify good practice and areas for improvement.

Recommendations 3.17

The Inspectorate recommends that the Garda Síochána facilitates customer feedback and develops a series of performance indicators to measure and improve the quality of customer service. (Medium term)

To achieve the above recommendation, the following key actions need to be taken:

- Develop, in consultation with customers, alternative forms of access for members of the public.
- Consider options for obtaining customer feedback such as customer comment cards, on-line systems or mystery shoppers.
- Focus on reducing the number of discourtesy and customer service complaints.

Accessibility to Police Services

The vision of any police service should include providing customers with the easiest and most effective ways to access policing services. With diverse communities, a younger population, new technologies and different expectations, there are changes in the way that people choose to access garda services. The Garda Síochána must be flexible and responsive to these changes.

Accessing Services

The public can access police services in a variety of ways, such as: by telephone; visiting a police station; requesting a visit to their home; or using social media or police websites. While historically, most customers engaged police services directly through face to face contact, this trend is now changing, with customers wishing to use different methods. In surveys conducted by the HMIC on accessibility, the respondents’ preferred method of notifying the police was by telephone.

Victoria Police in Australia describe visibility as important, but accessibility as crucial. While most members of the public would like to see a more visible police presence, customers want to be able to easily access police services when they are most needed.

Demand for On-Line Services

Many people want the option of on-line services instead of or in addition to face to face contact. This includes obtaining information, reporting crime and providing feedback on services.

Other police services are developing their on-line facilities to meet this changing demand. For example, Hertfordshire Constabulary is using its website to conduct a public consultation process and is looking for feedback about victims' experiences of crime so that services to support victims in the future can be improved. The Constabulary website also has a link where people can provide feedback to recognise good work or to make a complaint. According to 'Consumer Focus' U.K., Hertfordshire Constabulary is considered to be one of the top performers for public confidence and satisfaction and one of three police services assessed by HMIC as 'Exceeding the Standard' in the Citizen Focus category.

Exchanging Information

At community meetings attended by the Inspectorate, it was clear that the public understand that a police presence is not 24/7, but they want real-time access to information about their communities. Community Alert and Neighbourhood Watch schemes are very important opportunities for local communities to work closely with the Garda Síochána to prevent crime and to report suspicious circumstances. These schemes are most successful when there is a regular flow of information. People want information and particularly real-time information that may alert them to a criminal operating in their area. In many of the places visited by the Inspectorate, the exchange of information between the local garda station and schemes relies heavily on individual community gardaí or sergeants. In the absence of regular dissemination of information, schemes of this type become less successful.

Police Stations and Clinics

A 2012 HMIC report titled *Policing in Austerity: One Year On* highlighted that police services in England and Wales were significantly reconfiguring the use of police stations and other buildings. Part of the challenge was to

ensure maximum opportunity for contact with the public. Initiatives implemented include the development of a range of different access points for the public such as local authority buildings, shops and leisure facilities.

With any changes to the opening hours of garda stations, the Garda Síochána needs to ensure that local people and particularly those in rural areas have an opportunity for face to face contact at local clinics. The location of clinics and dates when gardaí will be available to the public should be widely publicised.

Garda Síochána Website

The Garda Síochána hosts a national website which contains a vast amount of useful information. This includes news updates and crime prevention advice. The garda website also has a Community Events page, but at the time of viewing by the Inspectorate, no events were actually shown.

There are website links from the main garda website to individual garda stations, but these links are only providing information about the location of the stations and contact details, rather than providing any local information. Many other police services have web pages for divisions that allow the posting of local information on items such as wanted suspects or details about local police and community meetings. Some police services have individual websites that maintain a corporate look, but allow local information to be posted. This includes the times and places for public meetings and police clinics. With the move to a divisional style of policing there is an opportunity for the Garda Síochána to develop divisional websites.

Recommendation 3.18

The Inspectorate recommends that the Garda Síochána develops and utilises alternative forms of access for customers to obtain information on policing and policing services, including the development of divisional websites. (Medium term)

Involving the Community in Local Policing

Engagement is an important process for good customer service which allows a police service to gain a better understanding of local policing issues and the needs of customers. Good engagement requires an ongoing relationship between communities and the police and is key to providing a policing service in which the public

have trust and confidence. Tackling crime and the fear of crime will only be achieved by working more closely with communities. Involving the public in policing is an excellent way of improving trust and gaining their confidence.

The following are existing schemes or initiatives that provide opportunities to involve local people in policing and making their communities safer.

Bringing the Public into Police Stations

Bringing the community into police stations is an initiative adopted by many international police services.

The *Crime Investigation* report recommended the use of community representatives on Critical Incident Advisory Groups to assist in the management of serious incidents and to develop local policing policies. It also recommended the introduction of an Independent Custody Visitors Scheme of local people who attend garda stations to check on the welfare of those detained in custody. Both of these are good examples of engaging community members and leaders in local policing and making the police service more open, transparent and accountable.

The Inspectorate supports the community open days initiative operating in the Garda Síochána where local communities are invited into garda stations to find out more about policing.

Neighbourhood Watch and Other Schemes

As highlighted in the recent *Crime Investigation* report, Neighbourhood Watch and Community Alert schemes are excellent ways of engaging local communities and businesses in crime prevention initiatives and particularly for encouraging neighbours to look after members of the community who are particularly vulnerable.

Joint Policing Committees

In accordance with the Garda Síochána Act, 2005, each local authority area established a Joint Policing Committee (JPC) to provide a forum where senior gardaí for a designated area consult with local elected representatives, local authority officials and community members.

JPCs provide a platform to raise issues about matters affecting the policing of that area. Meetings attended by the Inspectorate were generally well represented by members of the Garda Síochána, local authority officials and selected representatives, but there was limited attendance by

community members. Other agencies are not routinely in attendance, such as representatives from the HSE. The Inspectorate believes that there are opportunities to widen the membership of JPCs to engage other agencies who have a public/community safety role and to encourage far greater community representation. Under proposed legislation, the new Policing Authority will assume overall responsibility for the maintenance of JPCs in conjunction with local authorities and the Garda Commissioner.

Uniformed Volunteers in Policing

The introduction of garda reserves into policing in Ireland was an excellent way of bringing volunteers into policing and it also increased police resources and visibility. Chapter 4 Part I Workforce Modernisation highlights ways in which garda reserves could be used more effectively in patrol, community engagement and customer service.

Employer Supported Policing

Employer Supported Policing is a U.K. initiative that allows a wide range of employers to support their staff to train and patrol as a special constable (reserve). Once trained, they carry out patrols during some of their usual working hours and in some of their own time. They are trained by the police and are able to bring the training skills and experience back into their day job.

In addition to the benefits to the police, employers and especially retailers can experience financial benefits from supporting their staff to become special constables. In a pilot scheme conducted in Camden in London, retailers taking part reported that store theft had halved and a substantial amount of credit card retail fraud was stopped. In one store, stock loss was reduced by 50%.

This initiative also attracted many existing police support staff and they are released from their day jobs to go out on patrol. The scheme has been adopted by many police services, such as the Greater Manchester Police, Surrey Police and Cambridgeshire Constabulary. In the Metropolitan Police Service, a police staff member of the Executive Team has become a special constable. This scheme provides additional uniform officers for patrol and customer service.

Non-Uniformed Volunteers in Policing

Police services have, for many years, utilised the skills of non-uniformed police volunteers. These are local community members who are subject to vetting and

usual security checks. In many police services, the age of volunteers ranges from those leaving college to those who are retired. Many people are attracted to volunteering in police services and can perform a whole host of roles, including helping at police front counters and supporting local community events. These are good examples of how volunteers can help to improve customer service.

In the U.K., Police Service Volunteer (PSV) schemes became popular after 2000 when forces were expanding and needed to be more connected to the community. At the start, very few police services had a civilian volunteer scheme but by 2010, 32 of the 43 police services were operating schemes. There are now over 6,250 police volunteers, who contribute over 500,000 hours a year voluntarily.

PSVs are local people who generally assist with office-based roles such as administration, paperwork, computer-based activity, police information points or front counter duties. However, if a volunteer has specific skills that can be applied to an alternative role, they could find themselves assigned to a role that best utilises their talents. The benefits of being a volunteer include a chance to help out in the local community and to gain work experience, particularly in a police environment. No remuneration is paid to volunteers.

Many international police services also operate similar schemes. In New South Wales a Volunteers in Policing Programme has operated since 1995 to allow community members to assist police by performing non-core functions including assisting with victim support and customer service.

Volunteering in policing offers an opportunity to involve local people. The programmes are usually co-ordinated on a divisional basis and to be successful, schemes usually require the assignment of a co-ordinator to recruit, induct and deploy volunteers. In some police services, the co-ordinator also takes on the role of managing both uniformed and non-uniformed volunteers. This is a programme that helps to deliver a better service to customers and opens police stations to local people.

Police Cadets

Many police services also operate police cadet schemes. In the United States, police services run Citizen Police Academies for young people (teenagers) and for adult members of the community. Citizens see how the police work and what officers are trained to do. The academies are run on one evening mid-week for six to eight weeks. Some

have an alumni association and keep graduates informed of police issues. The U.S. also has Police Explorer Posts, under the auspices of Boy and Girl Scouts of America. Young people go on field trips, learn about policing and give community time in police facilities. They have explorer uniforms and go to national competitions based on what they have learned about policing.

In London, the Volunteer Police Cadets is a uniform voluntary youth organisation supported by the Metropolitan Police Service. The cadets scheme is open to young people aged thirteen to eighteen, irrespective of their background or financial circumstances and include those vulnerable to crime or social exclusion. Cadet units meet regularly and take part in many activities, including youth groups, outdoor activities (including the Duke of Edinburgh Award), and in non-confrontational policing activity, such as community events and local crime prevention initiatives. This encourages young people into volunteering, policing and customer service.

All of these initiatives are designed to educate, engage and work with the various communities in the city.

Recommendation 3.19

The Inspectorate recommends that the Garda Síochána develops additional volunteering in policing initiatives. (Short term)

Leading and Driving Customer Service Initiatives

The Inspectorate believes that a senior member of the Garda Síochána needs to be appointed as the national lead, to deliver a more customer-centric police service, supported at local divisional and national unit levels by local leads.

With regards to garda divisions, the Inspectorate believes that this is a functional responsibility that should be assigned to the Partnership Superintendent.

Recommendation 3.20

The Inspectorate recommends that the Garda Síochána appoints a national customer service lead, that each division appoints a Partnership Superintendent and that all national units appoint a senior member as a customer service lead. (Short term)

Implementation Outcomes

High-quality customer service is important for the Garda Síochána from the perspectives of legitimacy and public confidence and ensuring that local communities are fully engaged in making places safer.

Implementation of the recommendations will result in:

- An organisation that provides customer-focused and consistent services.
- A single point of contact for all garda customers.
- Publication of a customer service charter that outlines the service that can be expected and how targets will be measured.
- Front-line staff that adhere to clear customer service guidelines and are trained in managing customer contact.
- Reflection of local community priorities in garda policing plans.
- Increased involvement of local people in volunteer police programmes.
- Increased garda visibility and easy and quick accessibility to garda services.
- Consistency in the delivery of customer practices.
- An organisation that values feedback and responds to customer complaints.
- Establishment of dedicated problem solving gardaí in all divisions.

The changes will make the Garda Síochána a more customer-focused organisation that provides effective ways to access police services.

CHAPTER 3: PART V COMMUNICATIONS

This part of Chapter 3 looks at the critical value of communications in effective organisations. It examines corporate communications in police services and identifies the importance of and methods used in effective external communications. It also looks at the structure of communications in the Garda Síochána and other police services and the external and internal communication methods used by them. Finally, it makes recommendations on the improvements which can be made to deliver a more effective service in the Garda Síochána.

The purpose of communication in the public sector is to provide information, portray a professional trusting image and facilitate organisational functioning. Good communication is vital for the effective running of an organisation; it is often overlooked and simply assumed to be working well. What is communicated and how it is communicated can determine how an organisation's performance is viewed. In order to ensure effective communication in police services, it is important to adopt the principle that every contact counts.

Every contact and interaction is communication. Consulting, meaningful listening and responding are important communicative actions. What one person says and another person hears may be at opposite ends of the same spectrum. The speaker or writer often assumes that the communication is received as intended, but the message delivered and heard by the listener is filtered through their expectations, perceptions and assumptions. Even lack of contact may be seen by some as a message or form of communication, as it can be interpreted as a rebuff, a slight or an exclusionary communication. This highlights the criticality of clear, open and understandable communications for the effective working of organisations, particularly a police service, which must balance the needs of victims, suspects, and indirectly, the wider public.

Communication is even more critical in a large organisation. Where services are delivered from multiple locations across the country, consistency is important and serious risks can arise when communication gaps exist.

The broader focus of communication in police services is addressed here, rather than the work of the operational communications in response to 999 and non-emergency calls, which is covered in other parts of this review.

Communications in Effective Organisations

An open culture and good communication systems are key characteristics of highly productive organisations (Hay Group, 2009 and 2010). An open and clear flow in communications encourages trust and good working relations and enables people to work more effectively. In its 2010 report on effective communication, Towers Watson found that companies that were highly effective communicators had 47% higher total returns to shareholders compared to firms that were the least effective communicators over the five-year period (mid-2004 to mid-2009). It also discovered that companies with high levels of employee engagement had a return on assets six times higher than those with low engagement levels.

Effective communication is critical to the functioning of a public sector organisation. It is the basic medium for the interpretation of purpose, policies and practices by internal and external audiences. Clear communication minimises opportunities for inconsistency and positively contributes to the professional reputation of an organisation.

Communications and Reform

Good communication is even more important during a time of change. Reform and restructuring often raise fears of what lies ahead with employees wondering:

- 'What will this change mean for me, for my working conditions, for my daily routine?'
- 'Will it impact on my promotion opportunities?'
- 'Will I gain or lose in job satisfaction or financially?'

Employees need to know what is happening and what decisions are being made which will impact directly on their work and conditions of service. Consulting with those affected during a change process and taking their views into account facilitates greater understanding and acceptance. As the management theorist Porter (1996) advises 'Strategy requires constant discipline and communication'.

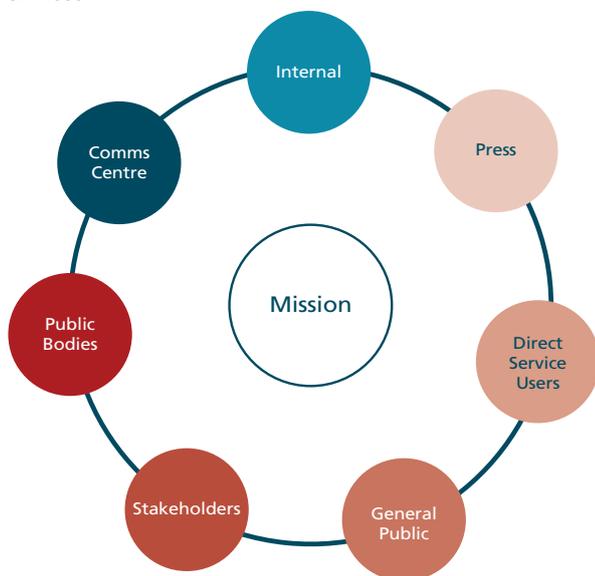
Implementation of change can be affected by misunderstandings and gaps in communication. The change programme will run more smoothly when all participants understand the need for change, the goals and the process for implementation. As research on employee engagement shows, during a time of change, management should ‘Listen, listen, listen until you feel you cannot stand it anymore, and then listen some more’ (Axelrod, 2002).

Corporate Communications in Police Services

Policing is information-based and the flow of information into, across and from the organisation is a vital component in service effectiveness.

Figure 3.22 conveys the layout of key police communication audiences. Police communication encompasses internal (blue) and external (red) audiences, extending from the emergency call system at the communications centre to the media (press or broadcasting) function or stakeholder relations. Making the role and objective of each of these communication loops explicit within a police agency’s mission statement is the first step towards an effective police agency communications policy (Ikerd and Walker, 2010).

Figure 3.22 Types of Communication Audiences in Police Services



Direct service users include victims, witnesses, and suspects. Stakeholders include the courts, the prosecution service, health services, local authorities and other government departments.

Unique Aspects of Communication in Police Services

Throughout the focus group and stakeholder interviews carried out during this review, it was frequently pointed out that communication is different in a police organisation. One of the key differences from other organisations is that it is appropriate that certain levels of police communications are restricted and in many circumstances the communication process must be particularly guarded to protect citizens or the State, or to avoid affecting a criminal investigation or court case (e.g. the police may limit the information provided to the media about a crime under investigation).

Another aspect of the uniqueness of police communications is the enforcement role of police work. Research has shown that ‘an officer’s demeanour and actions are crucial to perceptions of police legitimacy. If officers communicate well, listen and treat citizens with respect, citizens will respond in kind’ (Horowitz, 2007). As we have seen in Chapter 3, Part IV, Customer Service, peoples’ opinions are influenced by how they and their community are treated in their dealings with police. A highly professional or unprofessional level of service will be discussed among family and friends and will influence public perceptions of the organisation, trust, compliance levels and ultimately the effectiveness of the organisation. Discussions with victims and vulnerable people highlight the impact of positive experiences or insensitive comments by police. Every interaction carries the potential to affect or shape the public perception of the police service.

To ensure effective communication in police services, it is therefore important to adopt the principle that every contact counts.

Communications in the Garda Síochána Strategy

The Garda Síochána introduced a new communications strategy in June 2015.¹⁰ The objective of the strategy is ‘to improve trust in An Garda Síochána by communicating directly and indirectly with the public and other stakeholders about how the organisation is changing for the better, while demonstrating our on-going commitment to day-to-day positive policing.’ The strategy sets out that an annual communications plan will be developed to improve trust levels in the organisation.

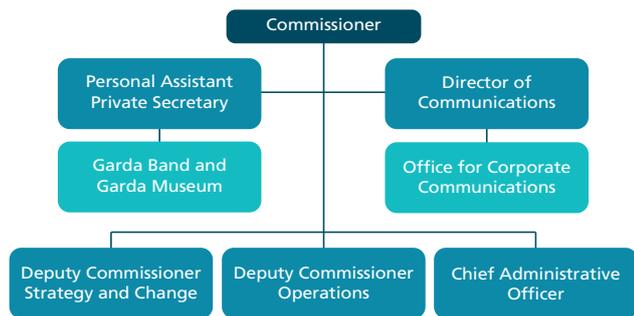
¹⁰ Communicating Better on All Fronts: An Garda Síochána’s Communications Strategy

Importance of Communications within the Garda Síochána

The priority of communications within the Garda Síochána is demonstrated through the positioning and resourcing of its communications unit. Under the new strategy, the Press Office will be re-branded as the Office for Corporate Communications and will be based on similar models in other jurisdictions.

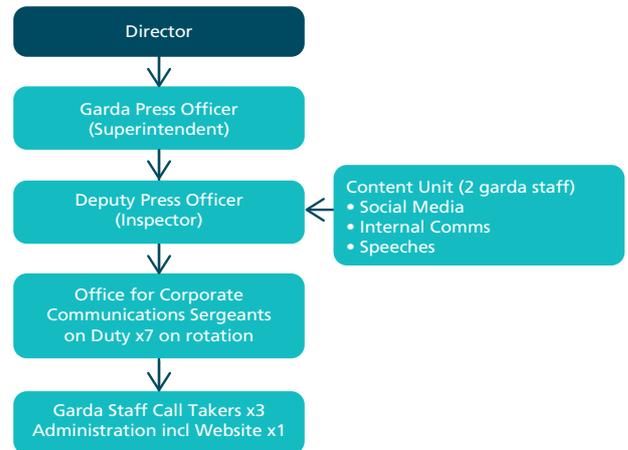
Under this change, the communications function for the organisation will be delivered primarily by the Office for Corporate Communications. The office does not have a ring-fenced budget. It is headed by the Director of Communications who reports directly to the Commissioner, communicating with the Commissioner as necessary and often on a daily basis. The Director is a member of the garda senior management team and is in regular contact with the assistant commissioners. The Garda Press Officer, who is a garda superintendent, reports to the Director.

Figure 3.23 Current Structure Showing the Office for Corporate Communications



The communications function is divided into two units: the Press Office (responsible for media work) and the Contents Unit (with social media, the annual report, speeches and videos). Figure 3.24 shows the staffing structure including seven sergeants and six garda staff.

Figure 3.24 Current Staffing of Garda Office for Corporate Communications



The functions of the individual staff of the Office for Corporate Communications are set out in Figure 3.25.

Figure 3.25 Roles of Individual Staff of Office for Corporate Communications Staff

Rank/Title	Role
Director Of Communications	Head of Communication both internal and external policy and strategy
Press & Public Relations Officer Superintendent	Overseeing all communications with the media, providing press briefings. Presentations to external and internal audiences
Deputy Press & Public Relations Officer Inspector	Overseeing all communications with the media, providing press briefings. Presentations to external and internal audiences. Oversight of social media.
Sergeant x 7	Duty sergeant in charge of Press Office. Responsible for media queries, interview requests, drafting responses to media, issuing press releases, monitoring and updating social and all forms of media.
Higher Executive Officer	Day-to-day management, monitoring and posting to Garda Síochána social media channels, Training of personnel on social media. Input and implementation of information campaigns Compiling and designing Garda Síochána Annual Report
Clerical Officer (Administration)	Office administration
Clerical Officer (Content Unit)	Monitoring and posting to Garda Síochána social media channels, Creation of social media campaigns Drafting speeches and press releases Creation of video content such as public safety videos
Clerical Officer x 3	Dealing with media enquires by phone and email, monitoring and updating social media, monitoring media coverage

Source: Garda Press Office, 2014.

Other Personnel with Responsibilities for Communication Activities

In addition to the activities of the Office for Corporate Communications, other members of the senior management team have been assigned responsibilities that encompass communications functions as follows:

- Deputy Commissioner Strategy and Change Management has responsibility for the Communications Centre and stakeholders.
- Deputy Commissioner Operations has responsibility for communications with direct service users, such as victims of crime.
- The Chief Administrative Officer and the Deputy Commissioner Strategy and Change Management also have some responsibilities which cover internal communications.

Public statements about high-profile incidents, serious crimes or corporate matters tend to be made by the Commissioner, local divisional managers (i.e. chief superintendents or superintendents) or the Press Office.

The new communications strategy indicates that the Office of Corporate Communications will be 'set-up along the lines of models in other police services where PR, marketing/public information campaigns, multi-media content and internal communications are centralised.' Nevertheless, some responsibilities for communication activity will remain with other members of senior management, as set out in the bullet points above.

Communications Advisory Council

During fieldwork for this review, the Inspectorate was made aware of an internal proposal to establish a Communications Advisory Council within the Garda Síochána to provide advice and feedback on communication initiatives, particularly in relation to internal communications and the image of the organisation. The Inspectorate was informed by the Garda Síochána that 'the aim of the Council is to provide the Director of Communications and the senior management team with informed viewpoints from inside and outside the organisation that will help the formulation of policy, strategy and initiatives in key communication areas.' The Inspectorate was also told that it is intended that the Council will comprise staff of different ranks and grades from within the organisation and relevant external experts. However, the Council had not been established by the time of completion of this review. The rationale for the

delayed establishment was to await the results from two phases of the public survey, in order to inform the work of the Council.

The Inspectorate supports the concept of the Council and urges its establishment without further delay. Establishing a roundtable discussion forum on the effectiveness of communications with all relevant stakeholders is good practice, which is used in several other police jurisdictions. The London Media Group is a forum for discussion between London's regional media and the Metropolitan Police Service (MPS) Directorate of Media and Communications, which meet eight times per year. The agenda includes discussions of particular high priority cases or topical interest, emerging stories and media issues.

Recommendation 3.21

The Inspectorate recommends that the Garda Síochána establishes and convenes the Communications Advisory Council without further delay. (Short term)

Communications in Other Police Services

The head of every police service sets the tone for the way the organisation communicates with both external and internal audiences. In many police services, the communications function is an adjunct to a Corporate Services department, but to be effective, a communications director must have direct and frequent access to the head of the service. The participation of communications personnel in discussions on issues that may have communication implications for the organisation is an important step in ensuring that people in the police service know that the Commissioner places a great deal of significance on communications.

There are different views on the expertise required in the communications department of a police service. One view is that it is important to have the experience and ability of a police officer which brings knowledge of the organisation and the law. On the other hand, some police services have no police officer presence in the communications unit and function with skilled staff that know and understand the organisation and the law as required. All personnel must be suitably skilled in communications techniques, in how to deal with enquiries, in how to obtain accurate official information quickly within the organisation and how to present and issue responses. Generally, police staff dealing with external communications have different strands of work including:

- Responding to press enquiries.
- A senior press officer who deals with reactive and proactive work.
- Community policing/road safety activity, crime prevention campaigns and raising the profile of the police by providing positive coverage to the public.

The arrangement of communications functions within international police agencies engaged by the Inspectorate is set out below.

The Police Service of Northern Ireland

The aim of the Corporate Communications Department in the Police Service of Northern Ireland (PSNI) is to support operational policing and to improve confidence in the PSNI through the management of communication and engagement both internally and externally.

The department is staffed by 25 civilian employees led by the Head of Corporate Communications and is currently split into five parts:

- Corporate Communications.
- Press Desk.
- District Media Officers.
- Internal Communication and Engagement.
- Digital Hub (four additional posts approved).

While district media teams support each district's internal and external communication work at a local level, the Press Desk manages the flow of information from the organisation and facilitates all engagement. All media enquiries are handled centrally through the PSNI Press Office, which is the first point of contact when information is to be released to the public via the media or to respond to media coverage. All media interviews, briefings and conferences are organised centrally and monitored by members of the Press Office. Officers and staff at senior level may respond directly to the media as necessary, but the Press Office is notified of this engagement and a record is kept. Such contact must comply with the PSNI Media Policy.

On social media the PSNI now has:

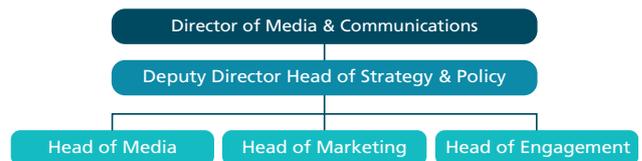
- 36 Facebook sites.
- 30 Twitter accounts covering corporate, departmental and district areas and functions.
- Over 371,000 followers.

- 4,000 downloads following the launch of the PSNI mobile App in December 2013.¹¹

London Metropolitan Police Service

In the London Metropolitan Police Service (MPS), the Director of Media and Communications is an advisor to the MPS management board.

Figure 3.26 Structure of Media and Communications Directorate MPS



Source: www.met.police.uk

The Directorate of Media and Communications provides communications services to support the MPS's aims and sets the communications strategy for the organisation. The Directorate has three branches – Media, Marketing and Engagement, which provide professional communication that supports the MPS work, from police operations and investigations to promoting and protecting the MPS's reputation and keeping the public informed. The objectives of the Communication Strategy are:

- To show how the MPS is cutting crime.
- To talk about how the MPS is cutting costs.
- To play their part in developing the culture of the organisation.

The role of the Director of Media and Communications includes:

- To plan and direct communications activity to ensure that the MPS engages as fully as possible with Londoners.
- To develop strategies and tactics to influence stakeholders to deliver MPS objectives and priorities.
- To direct internal communication activity to inform the MPS workforce of relevant issues and change impacting on the police service.
- To influence and inform the development of relevant policing policy.

¹¹ A mobile app or application software is a computer program designed to run on smartphones and other mobile devices.

- To act as Head of Profession for all communication roles across the MPS, ensuring that standards and training are developed and maintained.

Police Scotland

Police Scotland’s Corporate Strategy 2014 states that they ‘will protect and enhance the organisation’s corporate identity and reputation, and facilitate effective and proactive two-way communication, internally and externally.’ Police Scotland’s communications department delivers the communications function through three business areas: News, Internal Communications and Engagement. Following the amalgamation of the eight Scottish police forces into one, new IT systems were also developed. Some systems were standardised across the new organisation and considerable work was invested in delivering a platform to reduce the old boundaries that affect the exchange of information and the ability to work seamlessly across the country. The technologies and communication channels are being reviewed, a corporate communications plan is being developed and a programme of internal engagement is being devised.

The Head of Corporate Communications leads the news operation, internal communications and the engagement function, with marketing and digital communications teams across the country. They have autonomy in leading the News, Internal Communications and Marketing and Digital Media Departments and for setting, delivering and monitoring communications policy. They are supported by the Head of Engagement, the Head of Internal Communications and the Head of News.

New Zealand Police

In New Zealand, the Deputy Chief Executive Public Affairs (DCE) is the police service’s principal adviser on communication matters internally and externally. This position manages a team of more than twenty communications professionals providing media relations, stakeholder relations, recruitment marketing, print and on-line publishing; as well as overseeing the Police Museum. The DCE has a functional relationship with communication managers in the twelve districts and works closely with district commanders and members of the Police Executive. The local communication managers deal with district-related media enquiries and information during normal business hours.

In summary, the approach to police communications in other police services is generally structured to provide a balance in the attention given to internal communications, external communications, engagement with key external stakeholders and ensuring public understanding of police activities. The communications function is generally devolved to some extent to local levels and communication professionals are strongly represented in the staffing of communications units. There is an increased focus on the value and quality of communications, particularly in the efficiencies in the use of new technologies to facilitate improved communication.

Reforming the Structure of Garda Communications

The Inspectorate notes the intention to centralise responsibility for internal and external communications under the new Office for Corporate Communications. In order to be effective, the office must have a clear budget to facilitate strategic planning, suitable technology and skilled staffing.

Figure 3.27 outlines the recommended structure for the Office for Corporate Communications.

Figure 3.27 Recommended Structure for Office for Corporate Communications



Staffing of the Office for Corporate Communications

International experience shows that public or media services can be delivered by competent skilled staff, not necessarily by sworn police officers. Police services in other jurisdictions often manage the function of the Communications Directorate with suitably trained police staff. While acknowledging this, at this point in time the Inspectorate recognises that there may be advantages to some level of garda member involvement in the communications unit, particularly for the timely acquisition of information from across the organisation and

in-depth knowledge of the relevant law. Nevertheless, as set out in Chapter 4, Part I Workforce Modernisation, the Inspectorate believes that personnel allocation should be based on functional need rather than rank or status.

Approximately one million PULSE incidents are recorded each year, some of which will relate to serious and high profile incidents, generating media interest. Added to this are 30-50 separate media enquiries each day. There are peaks and troughs in the media cycle, some of which can be anticipated. However, police agencies must plan for particular and unexpected events which tend to generate increased demands for police communications such as high profile criminal cases or floods and storms. This must be borne in mind in the determination of staffing levels assigned to the communication function centrally and locally and in the training of staff outside of the communications function that can be called on to assist if the need arises.

Recommendation 3.22

The Inspectorate recommends that the Garda Síochána assigns to the Office for Corporate Communications an appropriate number of staff with the knowledge, skills and abilities necessary for that function. (Short term)

Regionalisation of Communications Staff

While the primary and overarching responsibility for corporate external and general internal communication should be assigned to the Office for Corporate Communications, direct media engagement should be carried out by other members of the organisation, supported by the Office for Corporate Communications.

There may be value in public engagement by garda members in relation to operational appeals and public reassurance. The Commissioner's public profile is important to public confidence in the service and the identification of the local garda management is also reassuring to communities.

During high-profile incidents, local management (e.g. chief superintendents) may make statements or issue appeals. The Inspectorate is of the view that certain communication functions should be devolved to the regions with guidelines and support from the centre. The Inspectorate was informed that the devolution of communications to district level works very well in Northern Ireland, where a district media officer is appointed to cover one to two of the eleven districts. The District Media officer is part of the local senior management team and attends meetings

to gain operational knowledge of activity that may require attention from the communications team. They also connect with the local media and brief the District Commander on stakeholder engagement. Consistency is maintained by a weekly phone call and a monthly meeting with the Head of Communications.

Devolution of communications along these lines to the newly re-structured regions and to certain functional roles at the appropriate level would provide consistency across the country as well as enhancing local communications. It would reflect more accurately the proactive management role to be played by senior officers, as previously advocated by the Inspectorate (GSI, 2007, 2014). Locally based spokespeople offer the prospect of quicker updating of information, police action and buy-in from the public. Consequently, local managers and newly appointed divisional superintendents should be media trained and empowered to conduct appeals and deal with local incidents.

Recommendation 3.23

The Inspectorate recommends that the Garda Síochána assigns staff to regionalise the Office for Corporate Communication's local functions with clear guidelines, training and support from the Office for Corporate Communications. (Medium term)

External Communications in Police Services

General Purpose of External Police Communications

In a modern police service, the purpose of external police communications is to inform, reassure, appeal and reinforce the corporate image in an environment of increasing expectations of public sector transparency and accessibility. Transparency means being honest and open about both good and bad news, with due regard to the sensitivity of police service information. Accessibility means having mechanisms in place to ensure that the media and the public can get responses to their questions in a timely way.

Methods of External Communications

In a survey of 4,000 citizens across eight countries, 68% said they lacked information from the police.¹² External communication mechanisms used by many police services include:

¹² Accenture citizen pulse survey on policing 2014. The 2014 on-line citizen survey included 4,000 respondents, across eight countries, including Australia, France, Germany and Spain.

- Telephone, letter or e-mail.
- Police Service website.
- News media, press releases.
- Press enquiries.
- News conferences.
- Newspaper columns.
- Radio/TV talk shows.
- Social media.
- Collaboration and engagement activities such as community presentations, speeches and meetings.
- Annual reports.
- Statistical reports.
- Newsletters.
- Literature on crime prevention generally or for victims of specific crimes.

82% of respondents in the same survey said digital tools could improve police services; 66% of respondents said they wanted more police interaction with 79% of that group wanting digital communication instead of or additional to face-to-face. 88% of respondents said digital technology can help to beat crime and 72% said that they are more willing to use social media than one year ago.

The Western Australia Police has moved to Short Message Service (SMS) reporting of crime and road traffic incidents reducing the need to attend police stations. Police in England and Wales, Los Angeles, Chicago and Queensland offer on-line crime mapping tools, enabling persons to access data on local crime patterns.

A recent examination of the police response to further legislative reforms in England and Wales, found that good web communications needed to be easy to navigate with good content and configured to be viewed on a range of devices (Grant Thornton, 2014).

Social Media

Social media is an additional means to communicate with people who would not normally communicate with the police and can provide direct connection to members of the public in real-time. Skilful engagement by police can assist these relationships. The challenge of resourcing the monitoring and responding to social media is often underestimated. There is also a requirement for careful balance between the tone of personal and informal engagement and delivering the corporate message. A

further risk is the temptation to publish hastily without sufficient checking of facts. Nevertheless, a report by the European COMPOSITE project (Comparative Police Studies in the EU) said that used in the right way, social media can help to improve trust and understanding between people in an area and their police.

Twitter, the on-line social networking service can be a useful way to increase connection with the community. Short updates can instantly inform, deliver appeals or provide emergency information. Twitter can also be a predictive tool. The Qatar Computing Research Institute has created a Political Polarisation Index to measure tension on Twitter based on hashtags in tweets referring to prominent religious or secular figures. The Institute found that the increasing political polarisation measured on Twitter preceded real-world strife (Weber *et al.*, undated).

Police Service Experience of Social Media

Social media communication provides information of use to the police and delivers information of interest to the public and external audiences (i.e. intelligence receipt and police response). Examples from other jurisdictions include the Guardia Civil in Spain using social media to gather intelligence on paedophile activity, the New York Police Department to isolate local crime intelligence on locations of drug preparation and distribution houses and the French National Police to stream videos about recent incidents and campaigns, such as violence against women, drugs operations and burglary awareness.

One of the most high profile uses of social media by police was the public information delivered by the Boston Police Department through Facebook, another on-line social networking service. Shortly after the bombing there in 2013, the police posted information on the situation, giving instructions and advice and including phone numbers for the public to call for assistance or to provide information to the police. The information was updated regularly on Facebook and Twitter including seeking information on the suspect's whereabouts during the early days of the investigation. The police were able to manage this process as the social media interaction with police was already well established.

In a study of ten European police services, Dutch and U.K. police services were found to be at the forefront of use of social media technology. During the 2011 riots in London and other British cities, social media became a subject of public debate and there was discussion of shutting

down Twitter. However, as police services actively used it to communicate with the public, the police use of social media had entered a new arena. Scientists at the Fraunhofer Institute for Applied Information Technology (FIT), the Rotterdam School of Management and the COT Institute for Safety, Security, and Crisis Management (COT) in the Netherlands analysed 6,672 Twitter messages exchanged between the public and the police in London and Manchester during the 2011 riots. The report concluded that 'the police succeeded in both cities to provide information promptly and directly. They dispelled rumours, corrected false reports and were able to ask the public for help.' (Denef *et al.*, undated).

An interesting example of police use of social media is that used by the Sacramento Police Department, which has launched an iPhone App. This allows users a one-stop shop to access a variety of functions including:

- Contact us (911 link or detailed phone directory).
- Report an issue (non-emergency and anonymously if desired).
- View missing person's pictures.
- View most wanted suspects in a particular area.
- Schools resource officer contact list.
- Social media sites (Facebook, Twitter, etc.).
- Police press releases.
- Web link to traffic court portal, victim resources, safety information, etc.

In a survey of 2,000 British adults, carried out by on-line polling firm YouGov in 2012, 15 % of 18 to 24 year olds said they would use a social media site to contact the police if they witnessed a crime. As social media use grows, police services need to find ways to incorporate it and to use it to prevent and investigate crime.

The Challenges of Social Media

The new challenge to police services and to the media is that any person with a mobile phone, video camera and a computer may report the news. There have been several recent examples in Ireland of positive third-party communication through social media appeals for missing persons and this can assist police work directly. On the other hand, gardaí are rightly conscious that any public interaction can be recorded and broadcast on social media within or out of context. Decisions may then be required as to whether or not to respond to such broadcasts. A further challenge for police services is that interaction or sharing

detailed information with the media has to take account of how it might affect matters in many months time, if and when a case comes to court. There are challenges in hosting social media sites. The Garda Síochána recognises this and has published a detailed policy specifying the management authority required to set up and monitor such sites as well as the conduct of official social media activity. The Inspectorate supports the central position of the Director of Communications in such authorisations.

A Garda HQ Directive has also been issued on the personal use by garda staff of social media sites other than the official Garda Síochána site. It sets out prohibited behaviour including any information concerning Garda Síochána work etc., any photographs taken on or near Garda Síochána property and any comments that may compromise Garda Síochána operations, the corporate image or reputation.

External Communication with Specific Audiences

In addition to interaction with the general public through media or community activities, police services directly engage with the public in their capacity as victims, witnesses and offenders. The mechanisms for this interaction are usually by face-to-face, phone or written communication directly or through representatives, but there are increasing calls for communication through technology, case tracking, text alerts, etc. The U.K. has recently introduced an on-line service that enables victims of crime to find out the latest information about their case, exchange messages with the investigating officers and seek information and advice. Text alerts are used by many police jurisdictions such as for urgent traffic diversions, weather alerts and high-risk missing person appeals.

External Communications by the Garda Síochána

The Garda Síochána employs a range of methods to communicate externally. This part examines the methods used to engage with particular audiences and makes some recommendations to assist further development of Garda Síochána external communications.

Media Engagement

National media engagement by the Garda Síochána is currently dealt with by the Press Office and local media also regularly contact garda stations. While there are many advantages to local interaction with the media, in the absence of clear policy, there is a risk of blurred or inconsistent messages. The new communication strategy

acknowledges this issue. In addition, some difficulties have occurred when garda stations have organised events without contacting the Press Office. On occasions, significant operational matters likely to enter into the public domain have not been notified in advance to the Press Office and the Office has only become aware of the operation following journalists' enquiries during or after operations.

Policy on external public and media communication on operational matters should be clearly defined. This would set out roles for those undertaking such functions as well as providing guidance for those who do not usually do so and those newly assigned to it.

During interviews on field visits, the Inspectorate was told that the Press Office should be involved from the planning phase of major operations to enable proactive rather than reactive engagement with social and broadcast media. It was felt that the advice, assistance and corporate support of the Press Office would enhance delivery of a more professional output and corporate image. The Inspectorate also believes that there are opportunities for further community engagement.

The new Office for Corporate Communications should have a strong guidance role, ensuring that the corporate image is represented professionally in all external communications. The Inspectorate notes that this is intended under the new communications strategy.

Evaluating Media Engagement

Media coverage of the Garda Síochána is not measured and analysed by the organisation. Basic media monitoring is carried out by one member of the Press Office staff. There is no press-cutting service and all articles are clipped by hand. There is no objective or systematic qualitative assessment of the return on investment on media engagement activity. This is a basic function carried out by most communication offices.

Clip counting is only one of a range of ways to measure media coverage and, as it provides no qualitative information, it is of limited value. Other methods of measuring coverage which are available but not yet used by the Garda Síochána include:

- Collecting print circulation figures, broadcast impressions and website visit numbers to indicate the audience reached.

- Calculating the media value by multiplying the coverage (media space or time) by any advertising costs. While this is not qualitative, it has greater informative value than clip counts or audience impressions (Jeffrey, Michaelson and Stacks, 2006).
- Analysing media coverage volume by tone, prominence, key audiences reached, messages, accuracy etc.
- Specific media analysis indices to combine and assess qualitative and quantitative measures.

It is important that the Garda Síochána develops effective systems to measure and evaluate media coverage of items relevant to the work of the organisation.

Perceptions of Media Engagement

During this review, members expressed concern about the potential effect of negative media coverage on the garda relationship with local communities. Staff views on externally-facing communications focused on several themes. A primary and common concern among staff who engaged with the Inspectorate, was that the good news from the organisation was overshadowed by the amount of critical stories. Some saw communications deficiencies within the organisation as being related to or leading to poor public perception of the organisation altogether. Others said they sometimes avoided telling people that they worked for the Garda Síochána or have lost interest in the job as their morale was affected by controversies involving the organisation. It was suggested that the organisation should be more proactive, less defensive and address criticism directly.

As part of stakeholder consultations, the Inspectorate engaged with some journalists who said that they believe that there is a less than effective relationship with the Garda Síochána organisation due to (i) lack of trust by the Garda Síochána; (ii) that the Garda Síochána Act 2005 prohibits direct contact by local gardaí; and (iii) that in training, members are discouraged from talking to journalists. While Section 62 of the 2005 Act prohibits the disclosure of certain information by members or former members, it does not prohibit direct contact by local gardaí. Due to the often very sensitive nature of police work, it is understandable and appropriate that police services must be careful in their interactions with the media. Many police services strongly limit engagement with the media and have strict protocols providing clarity on police/media interaction. The Inspectorate is of the view that structured engagement, guided by clear corporate policy and appropriate protocols, does not run counter to the 2005 Act.

The journalists also spoke of their experience of dealing with the Garda Síochána and believe that there is scope for improved planning of media opportunities and better coverage of good news stories. The suggestion was made that examples of good practice should be particularly highlighted by the Garda Síochána and that the media would be very willing to provide coverage. Some frustration was also expressed at the untapped potential for the Garda Síochána to explain and inform the public regarding actions that have been taken in a proactive and open manner, thereby enhancing trust in the organisation. The strong message to the Inspectorate was that increased planning; knowledge of media methods and improved strategic engagement would improve the breadth of information about the work of the Garda Síochána. The Inspectorate is of the view that this should be addressed by the proposed Communications Advisory Council early in its work agenda.

The Irish public service broadcaster RTÉ carries Crimecall - a programme which shows reconstructions, CCTV footage and studio appeals for help in solving crimes. It also broadcasts safety advice and information on crime trends. The Press Office has no direct role in the development of Crimecall, which is dealt with by the Community Relations Unit, though they are present at planning meetings. Garda-supplied information states that the show has an average audience of just over 405,000 and receives some 100 calls during and after each programme. The Inspectorate is not aware of any evaluation of the Garda Síochána investment in the programme.

Public Engagement

The Inspectorate notes that the Garda Síochána has consistently been favourably viewed by the majority of the Irish public in absolute terms and relative to other public agencies. The last published public attitudes survey showed that satisfaction with overall contact with the Gardaí was 79 %, with divisional satisfaction ranging from 65% to 88%. Satisfaction with overall garda service to the community was 81 % (Browne, 2008).

A Public Attitudes Survey was commissioned by the Garda Síochána in August 2014 to run on a quarterly basis with a sample of 1,500 respondents per quarter. Three surveys have been completed to date with 4,000 people surveyed. The survey is intended to cover:

‘Knowledge of the Garda Síochána communications/campaigns as well as their effectiveness.

- Awareness of the Garda Síochána social media and its usefulness.
- Perceptions of crime as an issue (nationally and locally).
- Priorities the Garda Síochána should give to certain crime types.
- Whether they have been a victim of crime.
- Whether an incident was reported to the Garda Síochána (and if not, why not).
- Satisfaction with the service provided.
- Trust in the Garda Síochána.’

Source: Garda Síochána, December 2014

The survey results should enable the Garda Síochána to pinpoint areas where it can continue to improve public support for how it fulfils its mission.

No further information on the outcome of the three surveys completed was provided to the Inspectorate at the time of completion of this review. The Inspectorate would encourage the posting of results from such surveys on the Garda Síochána website in order to help to build a culture of transparency and openness.

Structured Community Engagement

Garda communication with the public also takes place through a number of structured mechanisms.

Since the foundation of the Garda Síochána, community policing has been an essential part of the Irish police service model. The Community Relations Unit in the Garda Síochána has responsibility for developing and implementing the Garda Síochána National Model of Community Policing. In 2009 a new ‘National Model’ was launched, which defined community policing as ‘a partnership based, proactive, community-oriented style of policing.’

Joint Policing Committees (JPCs) were established under the Garda Síochána Act, 2005 to enable collaboration and improved communication on local policing issues between garda divisions, local authorities, elected members and community representatives. JPCs currently operate in the 28 divisions.

All garda divisions hold a number of meetings throughout the year with local people which include representatives of Neighbourhood Watch and Community Alert schemes.

Social Media use by the Garda

Judging from the level of traffic on the sites, social media initiatives by the Garda Síochána have been well received and suggest potential for expansion. Almost 73,000 people have signed up to the Garda traffic Facebook page. Twitter @gardatraffic has 132,000 followers and @gardainfo has 29,100 (March 2015). The main content covers traffic blockages, road safety advice, lost property and alerts regarding missing persons. The total number of followers (which may include people following more than one garda account) is 234,028. This is a significant increase from 113,151 in March 2014.

The Garda Síochána is also piloting three other Facebook sites:

- The Southern Region.
- Meath Crime Prevention.
- The Garda College.

Lost and stolen property and Garda Síochána events are also published on Flickr, an image and video hosting website.

The Garda Síochána recently won the 'Best Use of Social Media in Public Sector' at the National Social Media Awards and an award for 'Best Use of PR in Public Sector' in the competition for Awards for Excellence in Public Relations 2015.

The Garda Síochána uses text messaging to alert communities to incidents and to reach out to the public in relation to everyday matters such as traffic advice on accessing and leaving large-scale staged events. While this is positive action, the Inspectorate previously recommended that the process for providing information to text alert schemes be reviewed and that options for enhancing the information provided be explored (GSI, 2014).

Good Practice

The Child Rescue Ireland (CRI) Alert has proven to be a highly effective way to distribute urgent messages relating to a child or children at high risk to as wide an audience as possible. As well as an agreement with traditional media to cover CRI Alerts, the Garda Síochána's significant social media following facilitates time-critical information directly to a large audience. For example, a recent CRI alert had a reach of over 380,000 on Facebook with over 6,000 people interacting with the post, and was viewed by nearly 60,000 people on Twitter. When a CRI Alert was launched at 3.11 a.m. recently, it was seen by 7,000 people on Facebook within two hours and 200,000 by 10 a.m.

Good Practice

The growth in use of expensive smartphones has increased opportunities for their theft. In order to educate people about this and how to protect themselves, a campaign was run by the Garda Press Office in conjunction with Community Relations. A briefing was held to provide media with information on the extent of this crime and crime prevention advice. In addition, a poster detailing the 'top ten' key crime prevention tips for this area was distributed via Garda Síochána social media channels. The resulting coverage was significant and included articles in the print editions of the daily newspapers, as well as featuring as a lead item on radio bulletins. Television broadcasters also covered the item on their main evening bulletins, and there was extensive coverage on-line on highly-read sites such as RTE.ie, Independent.ie, Journal.ie, Irishtimes.com and SiliconRepublic.com.

The content was as important as the level of coverage with all media using the key messages and many of them re-producing the 'top tips' in a user-friendly manner. In addition, many publications used the 'smart' tagline with headlines and sub-headlines such as 'Outsmart Phone Thieves' (Daily Mail), 'Be Smart with your Smartphone' (Independent.ie) and 'Get Smart' (The Irish Times).

The Inspectorate was informed by the Garda Síochána that according to independent analysis, the national print coverage was worth approximately €105,000 in equivalent advertising spend. The national newspaper coverage of the campaign had a combined reach of approximately 400,000. One of the tweets on the campaign had a reach of 210,000. The top five places on Google for the terms 'Smartphone theft Ireland' and 'Smartphone theft Ireland advice' were held by stories on the campaign.

The campaign was highly commended at the Awards for Excellence in Public Relations 2014.

Telephone Information Lines

Other methods of Garda Síochána external engagement include Crimestoppers and Garda Confidential. These phone lines offer an opportunity for members of the public to provide information directly and anonymously to the Garda Síochána. Crimestoppers is a joint initiative between the Garda Síochána and the business community that encourages people to report crime by calling a free phone number. Crimestoppers also provide another contact

point for a 'Dial to Stop Drugs' line. The Garda Serious Crime Review Team uses Crimestoppers for appeals to assist with cold case reviews for serious crimes. The value of this system and the Garda Confidential line were examined in the Inspectorate's *Crime Investigation* report and a recommendation was made that the Garda Síochána conducts a review of the use of Crimestoppers and Garda Confidential (GSI, 2014).

Email

Garda email is available to all members of staff who request it. Yet, during interviews on field visits, staff replies suggested that they were not aware of this. External or corporate email is provided through the ICT on-line application system which is applied for by the member and approved by the member's supervisor. Once the application is approved by the superintendent in the IT Operations and Security section, the IT Security Unit then enables the account to send/receive external emails. There are currently 16,460 members of staff and the number of internal/external email accounts are set out below. External or corporate email is the same, in that people can send mail externally and receive email from outside. Other members of staff have internal email only.

Figure 3.28: Number of Personnel With Access to Email

Garda	13,004 (8,922 have external/corporate email)
Garda Staff	2,196 (1,552 have external/corporate email)
Reserves	1,260 (internal email)

Source: Garda Síochána, February 2015

Almost one-third of all employees do not have corporate email. The Inspectorate considers that email access should be automatic for all staff, without the requirement to make an application and seek approval. Governance directives are in place to guide activity and compliance is monitored through supervision.

Recommendation 3.24

The Inspectorate recommends that the Garda Síochána provides internal and external email to all staff without the need for application and specific approval. (Short term)

Communication with the Public

Consistent open communication with the general public is important for any police service. It is particularly important in order to understand the needs and policing priorities of different communities. To tackle crime effectively, police

services need the assistance of the public in preventing crime and coming forward to help with criminal investigations.

This is becoming more important in an ethnically diverse Ireland. On-going development of good quality public engagement can assist in the success of appeals to the public for information and in the public understanding of police action.

The desired outcome of good communications is the building of strong community relationships, a good cross-flow of information and high levels of trust and confidence in the Garda Síochána.

Victim and Witness Communication

The engagement between the Garda Síochána and victims and witnesses was the subject of a specific part of the Inspectorate's *Crime Investigation* report (Part 7). Following consideration of the manner of interaction with victims, the Inspectorate made recommendations covering correspondence with victims, information provided to victims, updates and a standard approach to dealing with victims.

The Inspectorate welcomes the development by the Garda Síochána of Victim Offices which have the potential to provide a valuable facility to enhance communication with victims and witnesses. Chapter 3, Part IV Customer Service contains a recommendation to expand the role of the Victim Offices to provide a single point of contact for all customer service enquiries.

Specific Public Sector Stakeholder Communications

A further external requirement is the need to communicate effectively with stakeholders, such as other public sector bodies and in international co-operation. At a local, national and international level, the Garda Síochána interacts with and has professional dealings with a vast range of organisations, such as the HSE, Customs, Revenue, the Coast Guard, other criminal justice sector bodies and government departments. Due to the broad range of stakeholders with whom the Garda Síochána interacts and the time invested in this work, it is important to review the suitability of the communications methods employed, i.e. is written communication effective or would more informal face-to-face communication be more successful. Moreover, from a value for money and resource investment perspective, the review should cover whether attendance

and participation at inter-agency meetings is producing results or if other methods of communication would be more effective for particular stakeholders.

Evaluation of External Stakeholder Communication

Given competing work pressures, several garda personnel questioned the value of the engagement with some outside entities. Foremost among these were issues of resource commitments already spent by the organisation and the amount of stakeholder buy-in, such as through the JPCs.

Evaluation of stakeholder engagement is challenging, but not impossible. Once organisation priorities are determined and the goal of the interaction is clear, it should be possible to identify if the goals have been achieved and if the activity is producing the outcomes desired by the Garda Síochána.

Communication with Stakeholders

During field visits, the Inspectorate noted that most cooperation and protocols for inter-agency activity were set up at local level and vary in how they operate. Good relationships tend to be developed locally and personally. Some excellent communication work, such as sharing initiatives on juvenile offenders or high-risk sex offenders has been done by the Garda Síochána with other police services and national agencies, such as the Probation Service and the Irish Prison Service. Much of this work is conducted by small committees or working groups, supported by legislation or memoranda of understanding. However, a number of units identified a lack of formal information sharing protocols as hindering their effectiveness in inter-agency work.

Ireland has strong protections in law for personal data through the Data Protection Act, which is overseen by the Data Protection Commissioner. As would be expected, the Garda Síochána must have access to a wide range of information possessed by the myriad of government agencies that are charged with providing services to the public in order to investigate crime and bring offenders to justice. There are many references in the Act that allow for exceptions for the Garda Síochána in the course of criminal investigations, not the least of which is specific court authorisation. However, in the area of inter-agency collaborations, the ability to exchange information is less clear and often very complex. The Inspectorate found that many garda members with collaborative relationships with these agencies do not have the knowledge, training or information protocols in place to define clearly what confidential information can and cannot be passed on. This

is reportedly true for those agencies as well. As a result, the level of information sharing between agencies varies greatly across the country. This matter was raised in the *Crime Investigation* report in 2014.

In order to allow and encourage improved communication and collaboration across all public sector agencies that deal with community safety and public well-being, the Data Protection Act should be reviewed for the purpose of enhancing information sharing between government agencies and the Garda Síochána; not only in the investigation of crime, but in the prevention of crime and while still protecting the rights and well-being of all citizens. Additionally, all operational garda personnel must receive continual professional training on data protection legislation, their obligations under it and their rights to information authorised by it.

Recommendation 3.25

The Inspectorate recommends that the Garda Síochána develops and communicates clear protocols and guidelines, as necessary, to support information sharing with other government agencies. (Medium term)

To achieve the above recommendation, the following key actions need to be taken:

- Identify inter-organisational relationships where protocols or memoranda of understanding are required, and develop such protocols as necessary.
- Work with the Department of Justice and Equality and the Data Protection Commissioner to clarify the broad and specific circumstances where inter-organisational information sharing would prevent crime or facilitate the investigation of crime, while still protecting citizen rights.
- Work with the Department of Justice and Equality and the Data Protection Commissioner to review the effectiveness of the Data Protection Act for the purpose of enhancing information sharing between the Garda Síochána and other government agencies.
- Train all operational garda personnel on data protection legislation, their obligations under it and their rights to information authorised by it.

Training for External Communication

The Garda Press Office provides training to crime prevention and other designated officers covering media trends and key messaging. Promotional training courses include a module on media and interview scenarios.

The Inspectorate understands that a more systematic approach to media training is being developed with the aim of producing spokespeople for regional and specialist areas. This would build communications skills across the organisation and assist in the devolution of communication functions covered earlier in this part.

While the corporate responsibility for communications should be assigned to the Office for Corporate Communications, all staff across the organisation should be trained as required in communication skills (written, spoken, hard copy or on-line). Training should be tailored in line with staff functions, to include as basic elements: information gathering and media handling, on-line resources, risk assessment and victim liaison.

Every interaction internally and externally with the general public, victims, witnesses, offenders, the criminal justice system, other public and private sector bodies, nationally and internationally represents an opportunity to communicate the corporate message. Every member of staff is an ambassador for the Garda Síochána.

Professional effectiveness in police services is supported by robust efficient processes delivered with fairness and transparency and demonstrated through a strong, positive communications strategy. The completion of a training needs analysis would identify the precise needs of the Office for Corporate Communications and assist the Garda Síochána in the development of an appropriate training programme. A broad training programme would also assist in setting expected standards of all staff in delivering the corporate message in any format.

Technology and Equipment Required for Public Engagement

A critical part of the discussion on external communications is consideration of the technological resources required to support this activity.

The Inspectorate was told that 95% of the Press Office's work is carried out electronically, using dated technology with a slow internet connection and no hardware suitable for desk-top publishing. The annual report has been created using a programme which is not designed for such work. There is an office laptop for video editing facilities and work is being carried out to upgrade this. Some 70% of the unit time is spent using a software programme which records media enquiries and provides some data on work

volume. However, the data is not drawn out in a summary workload report which would be very useful management information to assist in planning.

During the visit to the Press Office, the Inspectorate viewed innovations in geographic information systems (GIS) mapping and a related app created by garda staff and the use of infographics to convey complex messages in a simple and useful manner (e.g. burglary risks). Combined, these seem to present clear potential to add further to the on-line police experience of members of the public; domestic and abroad. All staff in the unit have access to Twitter and Facebook. Traffic views from Dublin City are available on screen and a livescreen is used for tweets and RTÉ news. Despite this, some technological challenges were identified during the field visit, such as limitations on image transfers requiring a Gmail account to be in place and the requirement to work off a stand-alone and non-networked computer in order to complete the full suite of tasks.

The Inspectorate considers that a full technological needs assessment is required, using suitably qualified external professional assistance if necessary, to determine the precise technology essential for the delivery of external communications in a modern national police service. This work should be carried out in accordance with the ICT scanning process and governance policy examined in Chapter 5, Part III.

Recommendation 3.26

The Inspectorate recommends that the Garda Síochána provides essential technology in the Office for Corporate Communications, following the completion of a full technological needs assessment, using suitably qualified external professional assistance if necessary. (Short term)

Strategy for External Communications

The plans for external communications are not specified in the new communications strategy. The Inspectorate recommends that the following matters be borne in mind in the implementation of the strategy.

A strategic framework for a clear, corporate approach to communications should align with the Garda Síochána Corporate Strategy. A review of literature on police agency communication policies shows an increasing emphasis on openness, proportionality, structure and continuity as the hallmarks of minimum police agency communications behaviour in all exchanges with the public. As mentioned earlier, every interaction carries the potential to affect

or shape the public perception of the police service. It is therefore important that the strategy is founded on the principle that every contact counts.

The strategy must identify the core message of the Garda Síochána at the beginning of the 21st Century, clearly aligned to the broader corporate strategy. It may well be that the police service brand in Ireland will remain as ‘guardians of the peace’ but the strong and clear articulation of this message would be a decisive act in itself. Communication mechanisms, structures and processes should align with the core corporate message of the Garda Síochána. They should be both proactive and reactive. Once the corporate message and strategy have been developed, training and commitments to implement them must be embedded at all levels.

The strategy should outline the appropriate tools to deliver the message to different audiences, the communications style and tone and the Garda Síochána spokespeople to engage with each audience. Given the need to modernise communications internally and externally, the Garda Síochána must continue to adapt to new methods of providing service: face-to-face; by phone; email; through social networks; and the recognition of front-line policing as a key point of contact. The strategy should take into account the national coverage by internet and mobile phone. It should also provide for increased proactive work in meeting the calls for transparency and accessibility, through an updated website and mobile applications, including relevant reports, statistics, call records (e.g. trackmycrime), crime mapping, breaking news and publishable written policy.

Internal Organisational Communications

The consistent outcome of research into employee productivity from the time of the Hawthorne studies¹³ and on the value of internal communications shows that productivity improves where there is good interaction with employees. This was developed further by demonstrating the fundamental link between employee productivity and informed and communicative supervisors (Pelz, 1952). Effective internal communication is critical to organisational effectiveness, particularly in information-based bodies such as police services.

13 The Hawthorne experiments were groundbreaking studies in human relations.

Methods of Internal Communications

Traditional delivery methods include direct briefings, hard copy communication, directives and brochures to more modern methods including internal intranet, email, and blogs.

Across organisations generally, email is often used for internal communications. It can reach a large number of people in a short time, but unless categorised or filtered properly, it may not be read. Even when a message is read, there is no guarantee of compliance. It is most effective when messages are brief. However, email can be open to misinterpretation and is not always secure or confidential.

A study of four generations of workers revealed that the majority of employees in all generations preferred face-to-face communications with supervisors to other channels of personal and strategic change information (Burton, 2013). For police services, the best form of internal communications is hearing information directly from the police line manager orally at briefings. This provides opportunity for clarification and reduces the potential for misinterpretation. During interviews and workshops with the Inspectorate, all staff viewed meetings and briefings positively. However, feedback from many interviewees highlighted the absence of regular formal briefings and meetings. The Inspectorate previously recommended that the Garda Síochána implement a system that delivers an effective briefing, tasking and de-briefing process to all operational members (GSI, 2014).

Internal Communications in a Time of Change

Internal communications are particularly important in a time of organisational change and reform. Clear and consistent communication has the potential for greatest staff understanding and buy-in. The communicative actions of senior leaders and those in positions of influence at all levels will in turn support or hinder the realisation of reform. Leaders and supervisors play an important role in modelling the behaviour required to build and sustain reform. Management’s attitude to reform through actions and communication will influence staff acceptance or resistance to reform (McKinsey, 2007). This behaviour is demonstrated through formal and informal communications. Modelling and communicating support for reform can address cynicism and obstructive behaviour.

Police services in other jurisdictions have used a variety of ways to demonstrate management's belief in reform, such as the following:

- Change in the PSNI was communicated through briefing events to which a range of staff were invited, where senior staff spoke first followed by an open question and answer session.
- The amalgamation of the eight police forces in Scotland on 1st April 2013 into the new entity Police Scotland necessitated the establishment of the Corporate Communications and Public Affairs section, which was completed by the April commencement date. A subsequent review of the effects of the amalgamation emphasised the positive contribution of communications between management and other ranks in delivering the agency mission (HMICS, 2014).
- The New Zealand Police Service underwent significant change following a very critical inquiry report, the *Report of the Commission of Inquiry into Police Conduct* (March 2007). The reform was led by the Commissioner, who wrote a fortnightly blog to the staff setting out what he was personally doing and his priorities. After visiting districts, the Commissioner wrote letters to staff that were very well received. He focussed on "what good looks like" and went to police stations three days per week to look for good practice. The Commissioner convinced those outside the police (media) to do the same. His view was that people aspire to be noticed and he highlighted where they had done a good job. The Commissioner appointed two people to oversee implementation of the inquiry recommendations. They developed a website for progress reports that were updated every two weeks and a magazine that provided updates on the change programme.
- Another police service visited by the Inspectorate said that change was hindered by the lack of structured communication and more effort is now invested in internal communications. A thematic leader has been assigned for each change project and has responsibility for communication specifically of that project work. The staff associations are invited to the design meetings and a more robust consultation structure has been put in place.

Experience has shown that organisational reform requires strong internal communications. It requires a champion and a structure to assist clear consultations and engagement. A Strategic Transformation Office has

been established by the Garda Síochána to make sure the changes under the transformation programme are being delivered correctly and on schedule and to measure and monitor their impact. This action is supported by the Inspectorate. It is critical that this office has a strong internal communications programme to provide clear guidance and to facilitate engagement on the goals and progress of the organisational reform. The Inspectorate notes that the new communications strategy takes account of this issue.

Internal Communications in the Garda Síochána

The Garda Síochána employs various methods of sharing information and communicating across the organisation. These range from direct engagement to passive engagement through the use of technology.

Commissioner's Communications Programme

The Garda Commissioner plays a key role in demonstrating the importance of internal communications. The communication style displayed by the Commissioner since her appointment has been welcomed by staff. The Inspectorate was informed that the Commissioner has met with a large number of members and garda staff from all ranks and grades throughout the country and that information gathered in this process has informed the organisation's transformation plan.

Internal Survey

A survey of staff views was undertaken in the Garda Síochána in 2014. This was completed by 5% of all garda staff and 11% of all garda members. The survey sought views on:

- The key strengths of the organisation.
- The key issues and challenges to be addressed.
- Improvement opportunities to be prioritised.
- Supports for implementation of improvements.
- Any other feedback or insights.

At workshops conducted by the Inspectorate, some members expressed disappointment that there had been no direct feedback regarding the survey. Similarly, some interviewees expressed a reluctance to speak at outreach meetings as they perceived that their views might not be welcomed.

Such perceptions are not confined to the Garda Síochána. The police inspectorate for England and Wales has found that there was a reluctance to complete staff surveys as the survey results were not communicated effectively, actions to address areas of concern were unclear and staff were not given an opportunity to contribute their views to the change programme (HMIC, 2013). Nevertheless, the Inspectorate believes that as with external surveys, it is important to communicate the results of staff surveys clearly in order to build a culture of transparency and openness.

Garda Portal

The Garda Portal is a web page that allows Garda Síochána personnel to access information relevant to their work. In interviews and workshops with the Inspectorate, staff expressed a positive view of the Garda Portal. The general view was that it is easy to use and is informative. Access to the Portal is open to all staff, but some levels of information are restricted. Currently there is confusion among some staff about the access permitted. They suggested that it would be helpful to have a clear policy, outlining the individual level of access to the Garda Portal and email system. Staff also suggested that the large volume of information distributed on the Garda Portal could be disseminated through more focused methods, such as CPD-type reference material.

HQ Directives

As mentioned in Chapter 3, Part II, Governance and Risk Management, HQ Directives are issued periodically and provide information on matters such as promotion opportunities, vacancies, changes in legislation and new policies or reiteration of previous directives or policies. There are challenges with the volume of directives, the lack of prioritisation and sometimes with the complexity of language used.

A recommendation on improvements to HQ Directives was made earlier in this chapter. The advice of the Office for Corporate Communications should be sought in drafting directives generally and particularly on complex matters.

Lessons Learned

Lessons Learned is a forum facilitated by the Change Management Unit in assessing and mitigating risk in the Garda Síochána organisation. Any member can submit an issue and feedback in relation to directives and court findings are also examined. These are analysed and

solutions to a particular problem or improved procedures are recommended. Focus groups said that this was a useful initiative.

Understanding the Organisation

Cohesion and clarity are important in any organisation, particularly at a time of change. A strong sense of organisational mission and common goals can help to minimise uncertainty.

Some specialist areas told the Inspectorate of their perception that other units did not know about their function and value to other operations units. The Inspectorate has previously recommended that the Garda Síochána provides clarity about the crime investigation role of divisional specialist units, such as drugs, traffic units and community policing units by publishing clear protocols about the types of crimes specialist units investigate (GSI, 2014). Simply knowing the type of work carried out in other units helps to create a sense of identity and community across the organisation and to enhance corporate culture. The Garda Portal is a very useful communications tool to explain the functions and staffing of each unit.

Paper and Email Communication

The Garda Síochána is primarily a paper-driven entity that often requires cumbersome chain-of-command review of documents, often regardless of priority or value added by each review. In interviews conducted by the Inspectorate, the predominant view of garda members on internal communication was that there is too much reliance on paper communication, resulting in information overload through lengthy, non-prioritised and unnecessary email and letters. Emails are sometimes duplicated with hard copy letters. This is a clear example of inefficient communication practice. Many police services used to follow this practice, however, technology now provides for more efficient communication strategies. Use of e-mail, notification groups and direct scan for filing and internal documentation purposes, cuts down on staff time needed to copy, deliver and file documents.

Another strongly reflected view was that there are too many layers of paper and email communication, with no apparent added-value at different stages. An example was provided to the Inspectorate of a basic letter that did not require any corporate action which nonetheless progressed from an assistant commissioner to a clerical officer and

back to the assistant commissioner through all intervening ranks along the way without any obvious value-added at any stage.

During the Inspectorate's visits, many examples were provided by both members and garda staff of the redundancies and inefficiencies in the current paper-based, chain-of-command reporting process. The Inspectorate was provided with a routine information notice which was required to be circulated to everyone. This currently requires a copy of the information notice to be printed for each person in the unit and then hand delivered to all personnel. Similar processes were identified throughout the organisation.

The Inspectorate was also told in many interviews of the difficulties caused by the small email storage capacity, which requires staff to delete emails in order to receive more.

The lack of policies and consistent practices concerning electronic documents generates significant inefficiencies and cost. McCorry, in her article *The Cost of Managing Paper: A Great Incentive to go Paperless*, states that the cost of paper management is increasing and includes not only the cost of purchasing paper, but printing and copying costs, equipment and supplies, distribution of paper, filing and storage space. Within the Garda Síochána, there is inefficiency in the tracking of the voluminous paper communications within the organisation. A corporate correspondence database is being rolled out, but the Inspectorate was informed that it is very slow and there are lots of steps required to process documents. Disparate tracking processes can result in delays for decision and action overall, as parties awaiting decisions are not sure if the document is being reviewed or even that it was received.

There are inconsistent practices as to what documents are properly utilised in email communications. Some supervisors require a paper copy and will not accept e-mail copies on items for decision, even if similar units or ranks use electronic processes. Such disparities can be more expensive as they increase duplication costs and personnel resources for delivery, particularly if the request is forwarded out of the local unit. Inconsistent paper-driven communication practices also create document management issues, as inconsistent practices make it more difficult to file and locate documents in an organisation the size of the Garda Síochána. The application of the

Freedom of Information Act to the Garda Síochána will exacerbate personnel demands, given the existing systemic inefficiencies.

A comprehensive email policy and notice system could easily provide delivery of information in a more cost effective and efficient manner. This would reduce the number of personnel engaged in unnecessary "paper pushing" administrative tasks. It would also address the growing number of emails sent throughout the organisation. Gardaí described receiving numerous email messages for issues not within their area of responsibility. Growing numbers of emails become a challenge for information management without identified priorities attached to the emails received. A comprehensive e-mail policy that addresses when email will be used, a preference for electronic storage rather than printing, establishing proper use, sender/user groupings and priorities, would reduce a significant amount of redundant paper processing. Email provides for transparent and efficient tracking and posting of inquiries and responses, particularly for administrative processes.

The proposed internal communications strategy should include action to ensure that communications are not duplicated and that the transmission of communications across the organisation is done with maximum efficiency and provide added value at each level of contact.

Recommendation 3.27

The Inspectorate recommends that the Garda Síochána implements an electronic document policy that supports the use of email for official internal administrative communications. (Short term)

To achieve the above recommendation, the following key actions need to be taken:

- Identify appropriate standards for use and retention of emails and other electronic documents.
- Identify user groups for email messages to limit duplication and unnecessary volume.

Perceptions on Internal Communications

Both the Guerin Report and the Inspectorate's *Crime Investigation* report highlighted issues in terms of the management of internal communication within and across units and stations and between ranks. During the course of conducting focus groups, workshops and one-to-one interviews, garda staff also highlighted similar

weaknesses. Garda staff identified this as not being a matter solely of distance from the organisation's headquarters, but as occurring between ranks immediately above and below one another locally. These gaps presented themselves on a daily basis in the form of lack of guidance and clarity about the precise roles of members, garda reserves and garda staff.

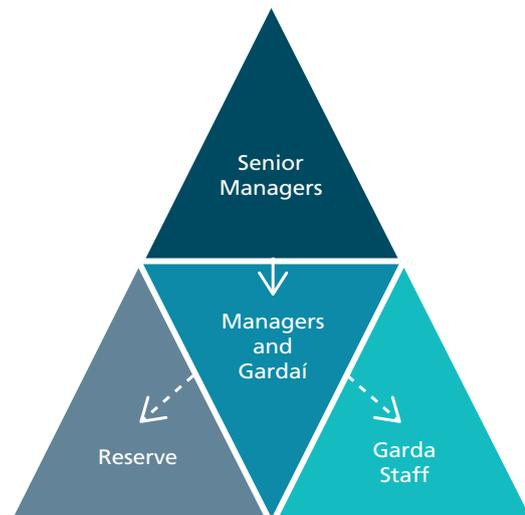
Overall communication within and between individual units was considered good, with open communications in some areas. However, the general feedback in field visits regarding internal corporate communication ranged from satisfactory to poor.

Poor communication of decisions and lack of feedback were also raised in focus groups and interviews. Other views, which were presented to the Inspectorate in every region, spoke of a disconnect between senior managers and other ranks, while senior managers spoke of the desire to communicate more frequently, but being unable to do so due to other pressures. This feedback reflects findings in studies of employee motivation and management efforts generally in organisations, including police services.

Many garda staff interviewed characterised the organisation's mode of communication generally as insufficient, downward only and fire-fighting rather than proactive. One senior manager offered that front-line garda staff were generally voiceless. An acute example arose where some station closures had not been signalled to the relevant sections in advance and news of the closures was first heard on public media sites rather than having been communicated internally with reasonable notice. A frequent theme among garda staff was of a perception of distrust of them by sworn staff and of a slowness to communicate relevant information.

Looked at across lower organisational levels, good practice was presented as being dependent upon individual managers. In interviews and focus groups conducted by the Inspectorate, internal communications were described as weak, with garda staff and garda reserves often receiving less effective communication. The perception of the flow of communication is displayed in Figure 3.28.

Figure 3.28 Perceptions of Communication Flows



In addition to the perceived disconnect, staff raised practical issues hindering internal communications, such as poor technology, the need for increased use of video conferencing, some telephones are only configured for local calls, lack of daily briefings and the unavailability of members due to the pilot roster. Some suggestions were made to address these challenges, such as appropriate use of text messaging to make staff aware of short-term needs and changes.

Staff also identified a need for production of an up-to-date list of all unit heads and accompanying contact details so that communication lines could be improved upon.

As regards internal communications, all staff must have appropriate access to corporate communications e.g. the Portal. The strategy for internal communications should aim to enhance the value of communications, reduce duplication and antiquated communication methods and include policy development on the use of e-mail.

The Inspectorate notes that the recent communications strategy mentions the development of an internal communications strategy. The Inspectorate would urge that this includes action to:

- Identify, set and implement clear measurements for the effective realisation and any required adjustment of the communications strategy.
- Communicate the strategy internally.

Implementation Outcomes

While there has been some progress in the development of the communications function in the Garda Síochána, there is a need for the organisation to fully address how it views, frames and delivers its organisational mission.

The effectiveness of communication can never be assumed or underestimated. It is one of the most important tools for effectiveness in any organisation. Used well, it increases productivity and efficiency. Used poorly or ignored, it damages morale and undermines good work effort. A focused approach to communications is an essential pillar in the maximisation of efficiency and effectiveness in the Garda Síochána.

Implementation of the recommendations will result in:

- A fully functioning OCC with an appropriate number of staff with the necessary knowledge, skills and abilities.
- Assignment of OCC staff on a regional basis.
- The publication of clear guidelines and training for local media engagement.
- Improved engagement between the Garda Síochána and the public.
- A more informed and engaged public.
- The provision of internal and external email to all staff.
- Implementation of an electronic document policy that supports the use of email for official internal communications.
- Enhanced information sharing between the Garda Síochána and other agencies.
- A functioning Communications Advisory Council.

The impact of these actions will be an increased level of respect and trust in the Garda Síochána, which underpins legitimacy, particularly in a complex and changing society.



CHAPTER 4

Making the Most Effective use of Human Resources

CHAPTER 4: PART I

WORKFORCE MODERNISATION

This part of the review will examine workforce modernisation options, including divestiture, outsourcing and civilianisation through increased use of garda staff.¹ The review includes the current workforce composition of the Garda Síochána, allocation of positions and utilisation of members, garda staff and garda reserves. It also looks at the experience of other police services in managing their human resources. Some changes are considered with a view to enhancing effectiveness and efficiency. The key goal is to re-balance staffing to provide opportunities to release members to front-line duties.

With the goal of maximising efficiency, organisations are exploring new ways of operating and configuring their workforce. Workforce modernisation is the term used to describe a process of examining, evaluating and changing the structure and mix of staffing, in order to maximise the value of the people who work in an organisation; the human resources. All police services are striving to deliver increased front-line visibility and organisational performance. The workforce must be resilient, dynamic and responsive to changing service needs. A police service can make the most effective use of sworn officers by releasing them from administrative and other positions that can be performed by professional skilled staff (OECD, 2008).

The Garda Síochána has essentially been a closed organisation, with minimal recruitment of managers or direct entry of staff from outside of the organisation. There have been some changes to the workforce mix of the Garda Síochána in recent years, including administrative positions which have been filled by garda staff, rather than by garda members. Qualified garda staff have been recruited for crime analysis posts and skilled, experienced professionals have been recruited for some senior management positions. The purpose of this part is to assess if there are further opportunities to adjust the composition of the Garda Síochána workforce to enhance the effectiveness of the organisation in meeting the policing needs of Ireland today and into the future.

Workforce Planning

While workforce modernisation is a human resource concept, the practical implementation is carried out through a workforce plan. Workforce planning is the process used to examine the roles and positions within an organisation to assess the required skills and gaps existing within the workforce. A formal planning process supports management in identifying skills deficits, as well as staff

surpluses as part of a consistent and structured resourcing policy (Labour Relations Commission, 2013). Workforce planning is also an essential tool for anticipating possible future developments and maintaining a well-structured workforce of an appropriate size, capable of meeting the changing needs of the public service in a cost-efficient manner (OECD, 2011).

A workforce plan is a set of processes that an organisation can implement to create and maintain the most efficient employee-management team possible. It is both strategic and operational. Strategically, it highlights broad-based issues which evolve over the long-term. It can forecast a knowledge drain as people leave, as well as future talent needs. Operationally, it optimises rosters and the distribution of talent; identifying functional needs and consequent recruitment requirements. It can also identify gaps in the short, medium and long-term as well as obsolete functions and where to re-assign workers.

Workforce planning, by its nature, is tied to recruitment of personnel and from 2009 to 2014, recruitment of personnel effectively ceased within the Garda Síochána. However, it now has the opportunity to engage in modern workforce planning practices, as the restrictions on recruitment ease across the Irish public sector. To date, the appointment of garda staff has primarily been facilitated through redeployment from other public sector agencies or through specific recruitment of executive positions. While gardaí are an essential component of the personnel portfolio, little evidence-based data drives recruitment decisions. The number of gardaí recruited is determined by the budget sanction of government, rather than by the Garda Síochána.

An effective, evidence-based workforce planning process requires quality human resource data to drive management decisions. In 1999, the Garda Síochána introduced the Garda Establishment Redistribution Model (GERM), which remains the primary resource allocation decision model. This model was expected to quantify the levels of demand for police services, which would then guide senior management decisions for personnel allocation. The

¹ For the purpose of this report, members with full policing powers are referred to as members, members with limited policing powers are referred to as Garda Reserve and non-sworn staff employed in the Garda Síochána are referred to as garda staff.

Garda Síochána identifies that the functional success of the model is dependent upon the accuracy and timeliness of the data provided. However, the Garda Síochána has not significantly advanced its use of HR data within the GERM model. Because of this, and as the system does not provide HR data for garda staff, GERM has limited value.

As policing becomes more complex, a workforce plan needs to account for all of the competencies required to support the Garda Síochána's core functions. In 2008, the OECD noted an absence of a clear needs assessment and strategy in the recruiting decisions or determination of overall staffing numbers within the Garda Síochána. This observation is still relevant today. In the absence of a needs assessment and a strategic plan, the Garda Síochána continues to fill many support positions, such as crime scene examiners, crime prevention officers and dispatchers, with garda members. In many other police services, professional and skilled police staff fill these positions. A recruitment plan that prioritises gardaí, independent of a workforce planning analysis, will not address the persistent and emerging needs within the organisation. The Inspectorate has previously recommended garda staff recruitment for specific positions in order to bring key professional skills into the Garda Síochána. The Executive Director Human Resources and People Development is critical to advancing modern workforce practices.

Succession Planning

A robust workforce planning process not only maximises current resources, but it also helps identify and plan for future needs. Identification of the current competencies present in the workforce provides the opportunity to forecast the future needs for skills and abilities to allow the Garda Síochána to remain an agile professional policing service. A variety of factors affect succession planning needs for the future, including retirement schemes, selection processes, incentivised retirement schemes, evolving crime demands, and increased technical requirements within policing. This requires identification of potential gaps in numbers and/or skills, taking into account the lead-in period for recruitment, training and up-skilling in advance of in advance of new positions being created.

As the Garda Síochána embarks upon a workforce planning process, it will inevitably identify a need for more garda staff, given the focus on identifying the skills needed for a position. Succession planning, that provides for the appropriate development of garda staff in order to fill future positions, needs to be included in the workforce plan.

There will also be a need to conduct a training needs analysis (TNA) to ensure the policing skills of members being deployed from non-operational roles to full operational duties are up-to-date.

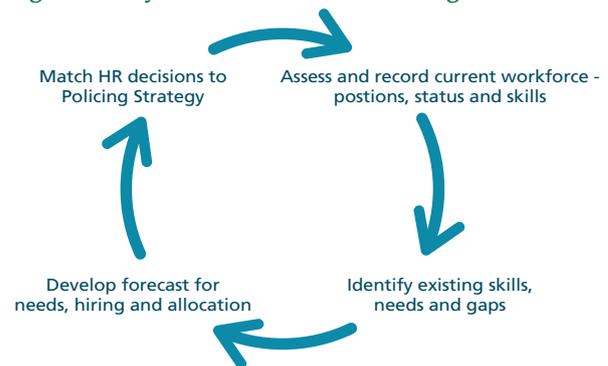
Developing a Workforce Plan

Various methodologies for workforce planning exist. The Department of Public Expenditure and Reform (DPER) developed *A Workforce Planning Framework for the Civil Service and Non-Commercial State Bodies* to guide public sector agencies engaged in workforce planning. A dynamic workforce planning strategy starts with the identification of skills and competencies required to support corporate goals.

Figure 4.1 provides an example of the proposed workforce planning process. The Inspectorate was informed that the last formal review of member competencies occurred in 1999 and that an organisational review of staffing is planned. It is now time to engage in an updated formal review of the competencies required for members and garda staff within the Garda Síochána.

Identifying positions that are necessary for effective organisational functions includes a review of all positions throughout the organisation, both sworn and garda staff. A workforce catalogue that records the position, its function and the skills needed for all of the positions within the Garda Síochána will result from the initial review and is the first step in developing a strategic workforce plan.

Figure 4.1 Dynamic Workforce Planning Model



Source: Adapted from Department of Public Expenditure and Reform's Workforce Planning Framework Guidelines

Once the functions and skills for all positions are identified, they should be assessed for the following:

- Functionality - to identify what the position actually does.
- Criticality - to determine whether the position is necessary to the success of the policing plan or supports some other required organisational function.

- Sufficiency - to analyse the organisational needs that attach to the positions; whether current staff are appropriately skilled; and whether there are any gaps in necessary skills.

This action generates the workforce catalogue, containing all positions within the Garda Síochána graded according to criticality and function, rather than just role type and whether it is carried out by a member or by garda staff. A continual review loop, as envisaged under Figure 4.1, will ensure assessment of all positions and whether the personnel performing in those positions have the necessary skills and whether their placement in the position supports the organisation's goals. Over time, ongoing review of positions and those performing in them will result in greater efficiencies and effectiveness by placing the right person with the right skills in positions that provide critical support for the organisational goals. An organisational framework that continually assesses the functional requirements and capacity of each position should be developed within the Garda Síochána.

Workforce Modernisation in Police Organisations

The most efficient workforce plan ensures that the corporate goals are advanced through the right combination of personnel with the right skills, carrying out the right functions. This often requires an examination of the use of sworn and police staff within an organisation, traditionally known as civilianisation. The policy of civilianisation in many police services has developed from the assignment of clerical and ancillary work to non-sworn staff, to the creation and filling of posts to meet advances in technology and police methods. Many of these roles do not require police powers and are filled by skilled non-sworn professional personnel. Civilianisation is discussed in detail later in this part.

Many policing services have now expanded beyond an internal staffing review and are looking to a range of options, including divestiture and outsourcing. These reviews often centre on whether the specific function or position serves to advance corporate goals. If not, the secondary analysis considers whether the function rightfully rests with another body (divestiture) or whether the function could be more efficiently performed through contracted services (outsourcing).

Divestiture and outsourcing of non-core functions are some of the more innovative options to resource constraints.

Divestiture

The Garda Síochána must ensure that its resources are directed at supporting its strategic vision and core functions. As the Garda Síochána provides a 24/7 365 service, duties that may be the primary responsibility of other agencies have sometimes fallen to the Garda Síochána to manage. Invariably, a workforce planning process should identify functions which may be more appropriate to another organisation. Once it is identified that there is a function performed by the Garda Síochána that is not part of its core functions and mission, it should then be determined whether it is more effective and efficient to have this function performed by the Garda Síochána or by another agency. Reassigning those services not in alignment with the Garda Síochána's core functions is part of a process known as divestiture. A good example of divestiture is the transfer of the front-line immigration control service from the Garda Síochána to the Irish Naturalisation and Immigration Service (INIS) of the Department of Justice and Equality as detailed below.

Good Practice

In February 2012, a pilot project was initiated in Dublin Airport for the delivery of immigration services at ports of entry to the State that included INIS staff in addition to members of the Garda Síochána who traditionally have performed the service. The pilot involved INIS assigning personnel (immigration control officers - ICOs) who undertook administrative tasks in accordance with the Immigration Acts and Orders.

In September 2014, the Minister for Justice and Equality announced the intention to introduce a fully civilianised front-line immigration control service in Dublin Airport. The recruitment process resulted in forty-two staff beginning training in February 2015 who are now on duty. In total, 80 staff will be assigned to the airport (10 immigration control supervisors at executive officer level and 70 immigration control officers at clerical officer level). Under the first phase of the programme, INIS will assume responsibility for delivering a 24/7 service in Terminal 1, with planned completion by summer 2015. It is anticipated that Terminal 2, as the second phase of the programme, will be completed by December 2015. The workforce modernisation process at Dublin Airport has the objective of releasing approximately 75 gardaí from immigration duties in Dublin Airport for operational

policing. It also anticipates savings of over €4 million per annum, by establishing a more cost-effective way of providing immigration services.

Potential Areas for Divestiture

The Inspectorate believes that a robust workforce planning process will identify areas where there are opportunities for divestiture of non-core functions. A full review of the multitude of functions carried out by the Garda Síochána should be undertaken.

On a daily basis, gardaí are engaged in activity not always conducted in other police services. This includes summons service and collecting court fines. Sworn powers are not required to perform these functions. In their submission to the Inspectorate as part of this review, the Garda Representative Association (GRA) also suggested that licensing of public houses, restaurants and hotels could be performed by other state agencies. The Association of Garda Sergeants and Inspectors (AGSI) suggested additional matters for divestiture including summons serving and warrant execution in certain cases, child and other social service matters outside business hours and weekends as well as bail management.

During field visits, the Inspectorate observed that some garda stations have responsibility for safeguarding state exam papers for schools. While not a source of complaint from gardaí or garda management, using gardaí to provide exam security demonstrates that the organisation has become the default response agency for some functions.

Aside from the ongoing process within the immigration area, the Inspectorate identified other areas that may be suitable for divestiture:

- District court prosecution and security.
- Remand prisoner transport.
- Garda forensic services.
- Passport stamping.

As noted in previous inspection reports, many district superintendents and inspectors spend a significant amount of time on case preparation and prosecuting cases in the District Court. In some cases, superintendents have delegated this responsibility to an inspector, in order to spend more time leading and managing their district. In the DMR, the prosecuting function is performed by a number of different ranks including sergeants and gardaí.

In more serious or complex cases in the District Court, the Director of Public Prosecutions (DPP) may be asked to conduct the prosecution.

The Inspectorate was informed by senior gardaí that conducting prosecutions allows superintendents to assess crime in their areas and to monitor the work of personnel within the district. The Inspectorate does not believe that a superintendent needs to attend court to determine those types of issues.

During field work, research and international visits to police services, the Inspectorate found that most jurisdictions have a prosecuting authority independent of the police service. As the police are the body that initially arrests and conducts investigations, it should be the responsibility of an independent prosecuting authority to decide on the case disposal and any subsequent prosecution. In England and Wales and Northern Ireland, all criminal prosecutions are now handled by the Crown Prosecution Service. In Scotland, prosecution at this level is handled by the Procurator Fiscal. In Norway, the Director General of Public Prosecutions has responsibility for all criminal prosecutions. Each police district has a prosecution authority unit mostly staffed by lawyers, headed up by a Deputy Chief of Police in the district, which reports to the public prosecutor. The public prosecutor supervises the activities of the units through practice directives and inspections. A similar system operates in Denmark.

As part of the *Crime Investigation* inspection, the Inspectorate met with senior management in the Office of the DPP and raised the issue of prosecution of district court cases. The DPP stated that the current system was reviewed and endorsed some ten years previously. It was also described as a cost efficient system and that the DPP has confidence in the current arrangements.

In the long term, the Inspectorate believes that the prosecution function should be divested to the DPP as the prosecuting authority for cases investigated by the Garda Síochána. It should be acknowledged that this would be a significant change to the way that cases are prosecuted. Divestiture supports the process of workforce modernisation by using professionally qualified prosecutors rather than members of the Garda Síochána. This is not a reflection on the quality of members prosecuting cases, but the current process removes members of all ranks from their core duties. Given the significance of this recommended change, the key stakeholder agencies must be fully engaged and consulted.

Pending any change in the prosecuting authority, Chapter 2 includes a recommendation on managing criminal prosecution cases under a new functionality model.

Divestiture of any of the functions identified would eliminate the requirement for the Garda Síochána to provide resources for these duties. The identified areas have distinct service boundaries that could be divested without significant impact on the Garda Síochána's organisational function. Budget allocation issues would arise out of the divestiture process, as the functions divested would require resourcing by the receiving agency. For example, if prisoner transport was divested, the need for personnel and vehicles still exist, regardless of who performs the function.

In their submissions to this review, both the GRA and AGSI raised the issue of garda engagement with people who have mental health issues. Sometimes people in immediate need of care and attention are taken to garda stations for their own safety or the safety of others. On occasion, people need to be taken by gardaí to hospital, where they are required to wait for medical assessment and a decision to be made on admission. This can take several hours and ties up garda resources for extended periods. A review of such practices would determine the appropriate responsible agency or minimally, should lead to the development of clear protocols that release officers back to the front line quickly.

Divestiture also applies to functions that might be more properly performed within the private sector. Depending upon the criticality of the service being transferred, there may be a need for a negotiated process or sequenced divestiture. In late 2014, it was publicly announced that the Garda Síochána and the Irish Army would no longer provide armed escorts for cash-in-transit deliveries, which averaged about 1,900 escorts annually. As a result, either the banking industry will recruit private security or they will develop other means to transport/deliver cash. While this was a new decision in Ireland, this divestiture is consistent with the service profile in many U.K. and U.S. police services, where cash-in-transit security operations are privatised.

Case Study: Divestiture Possibility - The Garda Public Service Vehicle Inspectors

The Garda Public Service Vehicle (PSV) Inspection Unit is a good example of a function which could be considered for possible divestiture. The Inspectorate acknowledges the commitment of the PSV unit, but questions whether this responsibility is appropriately placed entirely within the

Garda Síochána. The PSV is staffed by the Garda Síochána, which is responsible for all personnel and equipment associated with the service.

The PSV unit, in addition to serving the needs of the organisation, has responsibilities for:

- Providing a technical support service for the benefit of the Road Safety Authority, the Health and Safety Authority, the National Transport Authority, the Taxi Regulator and other state and semi-state agencies on matters relating to vehicles and checkpoints, traffic collisions, industrial accidents as well as criminal investigations (stolen vehicles, parts etc).
- Working with the Department of Social Protection regarding employment regulation.
- Supporting investigations into vehicle duty and fuel offences with Customs and Revenue.
- Dealing with the inspection and licensing of large public service vehicles, route licensing, school transportation, PSV drivers.
- Providing out of hours repairs and routine inspection of official transport, recovery of identification numbers on stolen vehicles or plant, supervision of the destruction of end-of-life vehicles and enforce requirements of Section 41 Road Traffic Act, 1961 vehicles.

The unit is staffed with four sergeants and 19 gardaí.² PSV inspectors are fully qualified mechanics and possess a Senior Trade Certificate. Each inspector receives an additional PSV allowance per annum. Members drive their own vehicles on duty, for which they are reimbursed, and the Garda Síochána is responsible for issuing the following equipment:

- Clothing.
- Complete kit of mechanics tools.
- Electric hand lamp.
- Hydraulic jack.

A variety of government agencies are serviced by the PSV inspectors, not just the Garda Síochána. Under the workforce planning process, the Garda Síochána should first determine if the function of the PSV Unit is consistent with the core functions and overall strategic values of the organisation. Trained mechanics are equally capable of performing in this position. If it is decided that full divestiture is not the best option, then assigning skilled

² Source: GRACE specialisation review

garda staff would allow the release of the assigned members currently acting in these positions to other operational duties.

In regard to the PSV Unit, statutory responsibility for the function remains with the Garda Síochána, despite the existence of other authorities that might deliver the service more efficiently and effectively. The Road Safety Authority, the National Transport Authority, the Taxi Regulator and some responsibilities now assumed by local councils, all have potential overlap and capacity to provide the functions now carried out by the PSV Unit.

Legislative amendments may well be required to provide sanction for other divestitures within the Garda Síochána. This decision does not rest solely with the Garda Síochána. Additionally, in assessing whether responsibilities are best placed with the Garda Síochána, legislative directive alone should not guide decisions regarding whether the organisation should pursue divestiture of certain functions.

Outsourcing

Outsourcing is a means of contracting or transferring the costs of certain services to another entity that may deliver the services more efficiently and for less cost. It may also allow for more effective use of the resources currently performing the function. In a time when additional resources are not readily available, outsourcing is an option that is often prioritised by many police services, as a means of driving greater returns for investment and to support frontline police services. In Chapter 5, Part 1 Financial Management, the Inspectorate addresses the financial aspects of outsourcing. Workforce planning can be used to identify areas suitable for outsourcing and can inform management decisions.

Outsourcing is not a panacea and must be approached with a strategic vision and clear outline of expected goals and achievements. However, if managed correctly, particularly for certain functional areas or administrative services, outsourcing may provide financial savings and better overall delivery of services. In its report *Road's Policing Review and Recommendations*, the Inspectorate made a recommendation that the Garda Síochána extend the outsourcing of vehicle seizure. This recommendation was implemented and a private sector contractor now removes and stores seized vehicles, allowing for members to be redirected to other operational duties and providing more effective usage of garda station parking sites.

Outsourcing Options

In some police services, alternate service models are adopted, such as using short-term contracting for expert services that are not routinely required, such as certain legal services. Long-term outsourcing is usually used for those services that are administrative in nature or necessary, but not deemed as essential to core functions. These outsourcing decisions often have the goal of reducing the administration and investment in non-core staff in order to gain more front-line capacity.

Outsourcing can include the use of part-time or contracted staff. Generally, contracted staff provide the flexibility and the ability to recruit for specific time frames and skills. Some of the duties which outsourced, contract employees perform in other police services include:

- Traffic duties.
- Delivery of summons or warrants.
- Review and investigation of cold case files or other investigative tasks by retired members.
- Staff training.

In Ireland, the provision of roadside safety traffic monitoring devices is a good example of outsourcing. Gardaí have been released from roadside detection duties to perform other operational functions as a result of a private contractor now assuming those duties.

The Garda Síochána has undertaken a variety of efficiency programmes using divestiture, outsourcing and shared government action. In partnership with the Office of Government Procurement, many contracts are now being tendered centrally, thereby allowing for greater purchasing power and consistency in services received across the public sector. The majority of the Garda Síochána cleaning services have been outsourced. Within the Transport Section, maintenance of vehicles has also been outsourced. Some additional areas that are worthy of exploration for greater outsourcing include:

- Certain ICT services.
- Financial services.
- Custody services.
- Health care for persons in custody.
- Service of summonses, which could be divested in the long term or outsourced in the interim.

Outsourcing in Other Police Services

Many international police services also face significant budget constraints. Police agencies have explored and implemented various methods to achieve savings, but all focus on trying to maintain essential front-line services.

Large-scale outsourcing of public sector services has made the U.K. public sector the biggest outsourcing market outside of the U.S. The Lincolnshire Police Authority has engaged in significant outsourcing and has contracted for IT, HR, finance, support services, control room functions, custody, fleet management, criminal justice unit operations, firearms licensing and ticket office services. After an internal review, the Metropolitan Police Service (MPS) announced it was outsourcing up to £500 million (€700 million) worth of key services, including HR and finance, in a bid to cut costs. The MPS is seeking to retain an ‘irreducible core’ of policing services, including patrolling, emergency response and investigations. The PSNI is seeking to outsource the health care of those in custody to the National Health Service, thereby reducing the risk to detained persons and removing the need for recruitment of internal medical personnel.

Outsourcing of non-core services is a growing resource savings option within policing. The end goal of such programmes is the generation of more organisational capacity to direct resources to front-line services. The Inspectorate believes that there is capacity to develop more outsourcing opportunities within the Garda Síochána. A robust workforce planning process will help to identify those areas in which critical resources are abstracted from operational duties and are being directed to non-core and administrative functions.

Recommendation 4.1

The Inspectorate recommends that the Department of Justice and Equality convenes a key stakeholder group to develop divestiture and outsourcing plans for functions which a body other than the Garda Síochána could perform. (Long term)

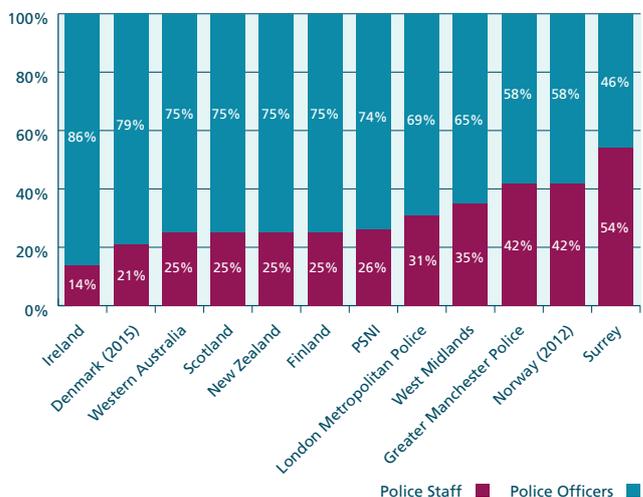
Non-Sworn Staff in Other Police Services

Recruitment of non-sworn police staff has been increasing within police services for decades. As mentioned earlier, initially, police staff were recruited with the goal of redeploying members from administrative and specialist functions to operational duties, a process known as civilianisation. As representation of police staff has

expanded and the need for professionally skilled personnel has advanced in policing, the recruitment of police staff becomes an important part of workforce modernisation.

In comparison to the other police services in Figure 4.2, the Garda Síochána has the lowest proportion of garda staff as an overall percentage of employees at 14%. In Police Scotland, a unitary national police service, 25% of the total workforce are police staff. In the PSNI, a police service smaller than the Garda Síochána, there are a greater number of police staff and a higher overall proportion of 26% of the workforce.

Figure 4.2 Workforce Composition in Selected Police Services 2014



Source: Selected police service websites

Within North America, the use of police staff continues to expand, driven by goals of efficiency. In Canada, there is ongoing discussion about the traditional officer-based service delivery model and whether it is sustainable in light of ever escalating policing costs and new policing demands (McKenna, 2014). Public Safety Canada has found that using police staff strategically supports effective crime reduction and provides for cost savings. Within the United States, the use of skilled, trained police staff continues to grow along with the increasing complexity of police investigations, which require more expert skills and knowledge of IT and science based forensics.

Police organisations in the U.K. have embarked upon significant efficiency programmes with a view to reducing personnel costs. They continue to expand the roles of police staff, while seeking to integrate better practices between sworn and police staff. Some, like Surrey, are reducing the proportion of police staff, realising that while they had

reached a 1 to 1 ratio of police staff to sworn, it generated consequences for policing resilience. Others, like the MPS, are faced with declining numbers of police staff as a result of significant outsourcing and budget cuts. Police Scotland has a government mandate to maintain a baseline level of sworn officers. In some police services, innovative police staff programmes, such as investigative units with police staff assigned, have recently been disbanded due to budget constraints. However, focus remains on generating the benefit of effective use of police staff, as demonstrated to the Inspectorate during its visits.

Examination of the ratio of police staff to sworn staff provides one basis for general comparison of civilian staffing practices in diverse police services. Based upon prevailing practices at the time, ratios were an early benchmark in modern recruiting practices. However, over time, it is seen that the roles for police staff personnel vary amongst police services, in part because of the greater use of divestiture and outsourcing. A greater level of divestiture and outsourcing will remove police staff numbers from the workforce. In the U.S., functions such as emergency management and dispatch centres are outsourced. This can distort the ratio of police officers to police staff. However, in Ireland, very few of the types of positions that would cause distortion, such as outsourced call centres, exist.

Police Staff Assignments in Other Police Services

In the U.S., areas such as police detention services, forensics, call taking and dispatch, station reception, evidence and property management have increasingly become roles performed by police staff. In the U.K., traditional policing functions such as front office/public enquiry, custody functions, scientific support/scenes of crime/fingerprints and intelligence units have been at least partially civilianised. Within the PSNI, police staff roles include those listed for the U.K. as well as crime prevention officers, assistant investigators, and firearm enquiry assistants. Consistent with these practices is the development of a role and the support for police staff to perform duties that support the delivery of front-line services. As a result, the investment in training and development of sworn officers can be more fully directed at the front-line services which impact crime and public safety.

As part of its review of civilianisation of police services in Scotland in 2008, the representative association for police staff, UNISON Scotland identified a significant variety of functions that were performed by police staff. These

functions include a variety of positions such as custody and detention and summons servers. Many of the positions identified as being performed by police staff within Scotland continue to be carried out by members within the Garda Síochána.

Other police services examined as part of this review have a higher proportion of police staff in their workforce who are performing a variety of roles, previously carried out by police officers. The advancement of police staff recruitment in other police services contrasts significantly with the pace of change in the workforce mix within the Garda Síochána. In addition to releasing police officers to the front line, the recruitment of skilled garda staff has the potential to bring a diverse range of professional expertise from the private and public sector and new perspectives on policing to the organisation.

Workforce Mix in the Garda Síochána

The Garda Síochána is a national, multi-dimensional police service and is one of the largest employers in Ireland. Yet, its employee recruitment and staffing goals are driven by a primary focus on recruitment of gardaí. To meet the increasing demands and complexities attached to the delivery of policing services, it is important to review the skills required to meet corporate goals in an effective and efficient manner. As a result, clear role competencies should drive the staffing and recruiting decisions of the organisation.

The perception of crime drives many community concerns over safety. As a result, community safety is often linked to the number of police officers rather than the overall level of service and outcomes for the community. This creates a challenge for effective workforce planning, as governments sometimes seek to allay public safety concerns through increased recruitment of officers. As in other countries, there is greater focus by the Irish people and media on the number of gardaí working and recruited into the Garda Síochána, rather than the overall staffing needs of the organisation. Most positions within the Garda Síochána are staffed by members, regardless of the requirements of the position or whether there is a need for sworn powers in that post.

An important part of workforce modernisation is achieving the most effective mix of staffing. While many police services are often restricted to the actual numbers of police officers and police staff that they can have, there are opportunities to decide how many of each rank and

grade are required through a workforce planning process. For example, the Garda Síochána could change the mix of members to provide more gardaí, sergeants and inspectors to reduce the number of senior officers and back-office support staff. This protects the delivery of front-line services and would also greatly reduce the overall cost of the workforce.

The Garda Commissioner does not have the authority to decide on the maximum numbers in any rank and is obliged, under current legislation, to seek a government decision to increase the rank levels. However, once the maximum levels are not breached, the Commissioner has the authority to decide the numbers within authorised rank levels. Changing the rank mix provides good opportunities for better operational supervision by replacing senior officers with more front-line supervisors.

Achieving the right balance of members and garda staff is an important aspect for workforce modernisation. Also, ensuring the right mix of ranks and grades is vital to providing an efficient police service.

Under the National Recovery Programme, Employment Control Frameworks (ECFs) were introduced for each government department in 2012. This provides staff ceilings for each Department and strict payroll expenditure allocations. The *Public Sector Reform Plan 2014-2016* has since introduced revised ECFs. The challenge of this policy for the functioning of front-line services was acknowledged in the *Comprehensive Review of Expenditure, 2012-2014*. While the Inspectorate recognises that prudent fiscal policy requires careful monitoring of staffing expenditure, the needs of front-line services must be strongly factored into the process. The Inspectorate believes that a framework for close monitoring and authorisation of the Garda Síochána workforce must be reconsidered in the context of workforce modernisation. The goal of the process is to support the optimum rank and grade mix to deliver the most effective level of front-line services. This would be a significant step in the empowering of the Garda Commissioner to decide how many of each rank and grade are required, through a workforce planning process. This will require consultation with and, the approval of, the Department of Justice and Equality, the Department of Public Expenditure and Reform and the impending Police Authority.

Recommendation 4.2

The Inspectorate recommends that the Department of Justice and Equality convenes a Working Group comprising the Garda Síochána, the Department of Public Expenditure and Reform and the impending Policing Authority to work together to develop a new employment framework that provides flexibility to achieve the optimum composition of the workforce. (Medium term)

To achieve the above recommendation, the following key actions need to be taken:

- Assess the range of options available to the Garda Síochána to adjust the workforce mix.
- Identify any legislative or procedural challenges causing rigidity in workforce composition.

History of Civilianisation in the Garda Síochána

Garda staff were first introduced into the organisation in the 1970s following recommendations from the *Report on Remuneration and Conditions of Service (Conroy Report 1970)* and the *Report of the Garda Síochána Committee of Inquiry (Ryan Report 1979)*. Successive government reports, including the 1995 *Comptroller and Auditor General Annual Report* as well as the *Second Report on the Select Committee on Crime (1992)* recommended further civilianisation.

In 1996, a new round of reviews focused on recruiting garda staff took place, driven in part, by the Strategic Management Initiative (SMI). During 1996, ongoing negotiations occurred with the garda representative bodies concerning civilianisation. While various actions were undertaken in this period, the SMI produced the *Civilianisation Study Report 2001*, which provided a framework for assigning garda staff within specific positions and continues to drive some of the placement of staff even now.

The SMI Report recommended that 556 positions be created for garda staff throughout the Garda Síochána, including units in Headquarters, divisions and districts, the Garda College, Technical Bureau, Transport Section and the Telecommunications Unit. A sequenced process was proposed for the increase in garda staff over a period of years as follows:

- 174 posts in 2001 - 2003.
- 27 posts in 2004 - 2006.
- 355 posts starting in 2007.

The overall programme goal was to release gardaí from non-operational positions for operational duties, thereby using skilled gardaí for front-line operations rather than clerical duties. It was estimated that by filling identified positions with garda staff, cost savings of £5.6 million (€7.3 million) could be realised. The report further recommended that in only exceptional cases, should garda members be assigned to administrative functions.

The original recommendation to civilianise all 556 positions was not achieved, although the number of garda staff increased. In relation to the specific positions identified in the report, the Garda Síochána did not engage in a one-for-one exchange and did not release all of the gardaí to other operational duties as garda staff were recruited to the positions. The failure to do so was attributed to a number of reasons, inclusive of industrial relations issues. As a result, some of the goals arising out of the report, particularly that of increasing the number of gardaí assigned to operational duties were not realised.

During the timeframe 2006 to 2009, the recruitment of garda staff increased within the Garda Síochána. Professional, skilled civilian senior managers were recruited into the Garda Síochána, following the Inspectorate's recommendations in its report *Senior Management Structure* (2006). These positions included the Chief Administrative Officer, Executive Director of ICT, Executive Director of Finance and Services, Director of Communications and Head of Legal Services who were directly recruited into the Garda Síochána. During this period, approximately 170 additional garda staff supervisory positions were created and recruited throughout the organisation for higher executive officers, executive officers and staff officers. In addition, approximately 600 clerical officers were assigned to positions in garda divisions, Garda Headquarters and various specialised units, including the Garda Central Vetting Unit (GCVU) and the Garda Information Services Centre (GISC). Civilian professionals took up roles in areas such as training in the Garda College and crime analysis in the Garda Síochána Analysis Service (GSAS) during these years.

This expansion of garda staff within the Garda Síochána was not supported by a robust workforce planning process and, with the exception of garda analysts, the organisation's overall needs for skills and competencies were not assessed prior to recruitment. Garda staff were not assessed under a workforce plan or placed into positions that matched skills to positions. Units such as the GCVU and the GISC

were established. While garda staff were recruited, the functions and the skills needed to be performed were not fully identified. Some staff interviewed by the Inspectorate for this review were assigned to positions where they did not always have the required skills for the post and did not always know what was expected of them. Senior managers informed the Inspectorate that during this period, while they most often needed typists, a number of the garda staff recruited could not type. In addition, little if any induction training was provided resulting in significant on the job learning, often driven by individuals.

With any change management process, communication is key to successful implementation and workforce modernisation demands a particular communication programme. Senior management must be committed to the programme. Supervisors must understand their role and the role of new staff. Serving staff must understand the need for change and the organisational goal to be achieved by the change. New staff must be clear about what is expected of them, their reporting structure, their terms and conditions of service and where they fit within the organisation. The history of civilianisation in the Garda Síochána highlights serious gaps in this part of the process, which affected the success of the programme. This is covered further in Part II Human Resource Management.

In 2009, the Government announced a moratorium on recruitment and promotion for the civil and public service, under the employment control framework. The moratorium impacted severely on the civilianisation programme for the Garda Síochána. In the absence of garda staff recruitment, gardaí continued to be deployed to administrative positions. Additionally, the recruitment restraints were seen as limiting the opportunities for advancement and promotion of existing garda staff.

The Inspectorate welcomes the Government commitment, as reported in the *Public Sector Reform Plan 2014-2016* and the *Justice Integrated Reform Delivery Plan 2014*, to further expand the recruitment of garda staff in order to release gardaí for other operational duties. The Inspectorate has consistently supported a structured programme for increasing the number of professional, skilled garda staff in the Garda Síochána as a means of supporting front-line visibility and of generating efficiencies.

Civilianisation is more than filling necessary clerical positions; it is about recruiting skilled people for roles that do not require the use of sworn powers.

Recruitment of garda staff was not always accompanied by an equivalent number of gardaí released from administrative roles to operational duties. The *Annual Report of the Comptroller and Auditor General 2008* commented that despite government sanction for the recruitment of 900 garda staff, only 144 members were released from administrative duties. This was considerably less than the number envisaged.

There is a need for greater governance over workforce modernisation practices, with emphasis on establishing targets for the return of members to operational duties as the desired outcome of garda staff recruiting. Targets need to include the impact of the changes on the service and not just focus on the numbers recruited. Evidence-based need should drive personnel decisions, including allocation of staff, as a function of workforce planning.

Current Position with Garda Staff Levels

Garda staff are not part of the civilian workforce within the Department of Justice and Equality. As part of the reforms generated under the Garda Síochána Act, 2005, the Garda Commissioner assumed corporate authority for garda staff in October 2006.

Overall, the Garda Síochána has increased its garda staffing. The numbers of full-time equivalent (FTE) garda staff working in the Garda Síochána for the period December 2005 to December 2014 is set out in Figure 4.3. As a proportion of total personnel, garda staff increased from 8.7% in 2005 to 13.8% of total personnel in 2014. Both the number of garda staff and garda members peaked in 2009, at 2,105 and 14,548 respectively. However, as of 2014, the total number of garda staff has decreased by only 2.4% in comparison to the total number of gardaí, which has decreased by 12%.

Figure 4.3 Workforce mix in the Garda Síochána 2005 to end of 2014

Date	Garda Strength	Garda Staff Strength (FTE)	Total Strength	Garda Staff as % of Total Strength
31/12/2005	12,264	1,166	13,430	8.7%
31/12/2006	12,954	1,282	14,236	9.0%
31/12/2007	13,755	1,688	15,443	10.9%
31/12/2008	14,412	2,099	16,511	12.7%
31/12/2009	14,548	2,105	16,653	12.6%
31/12/2010	14,377	2,098	16,475	12.7%
31/12/2011	13,894	2,074	15,968	13.0%
31/12/2012	13,424	2,028	15,452	13.1%
31/12/2013	13,093	2,071	15,164	13.7%
31/12/2014	12,799	2,054	14,853	13.8%

Source: Garda Síochána, January 2015

Despite increases in the number of garda staff, the numbers recruited fall short of prior established goals. As of the end December 2014, there were 2,054 FTE garda staff in the Garda Síochána.

In 2010, in its *Resource Allocation* report, the Inspectorate recommended an initial minimum hiring ratio of one garda staff to every three serving members hired, which was accepted by the Garda Síochána. While the Garda Síochána *Human Resource Strategy 2011-2013* acknowledged the need to adjust the balance in the combination of staff, the ratio committed to in 2010 was reduced from 1:3 garda staff to members to 1:4 and with the caveat of ‘as resources allow’.

Although these commitments have been made and sanction has been received from DPER to fill approximately 37 garda staff positions and 400 new members, the recruitment and proportion of garda staff within the Garda Síochána remains low, particularly in comparison with other police services.

Under the previously agreed recommendation, 300 new members would have been recruited and 100 garda staff hired, which would have immediately released 100 fully trained members to front line duties and realised significant long term cost savings at the same time.

Assignment of Garda Staff

87% of all garda staff are assigned to administrative roles with the majority working in clerical positions. Clerical officers account for two-thirds of the overall garda staff, as identified in Figure 4.4. The professional and technical

Figure 4.4 Garda Staff Employment Categories in the Garda Síochána January 2015

Professional/Technical		Administrative		Industrial	
Head of Training and Development	0	Chief Administrative Officer	1	General Operative	8
Teacher	17.6	Executive Director of HR and People Development	1	Electrician	1
Researcher	2	Executive Director of Finance	1	Store Keeper	1
Professional Accountant Grade I	4	Executive Director of IT	1	Carpenter	1
Professional Accountant Grade II	3	Director	1	Charge hand	1
Chief Medical Officer (CMO)	1	Principal Officer	5	Plumber	1
Assistant CMO	1	Assistant Principal Officer	14	Traffic Warden	12
Occupational Health Physician	1	Higher Executive Officer	79.7	Coffee Shop Attendant	0
Nurse	3.8	Executive Officer	83.4	Driver	19.1
Photographer	3	Staff Officer/District Finance Officer	185.2	Store man	5
Cartographer	3	Clerical Officer	1357.6	Store Officer	2
Telecoms Technician	21.6	Supt. of Cleaners	1.8	Groom	2
Examiner of Maps	1	Cleaner	154.7		
Head of Legal Affairs	1	Service Attendant	31.9		
Accident Damage Co-ordinator	1	Seasonal Cleaner /Service Attendant	10.2		
		Service Officer	5		
Total	64		1933.5		53.1

Source: Table supplied by the Garda Síochána, February 2015

category, which includes professional accountants, teachers, researchers and photographers, accounts for less than 4% of overall garda staff.

Impact of Legislation on Garda Staff in the Garda Síochána

The Inspectorate notes that there are legislative standards for some Garda Síochána functions which mandate a specific sworn rank. For example, Section 24(1) of the Garda Síochána Act, 2005, states that the Garda Commissioner shall establish a Professional Standards Unit to be headed by an officer not below the rank of chief superintendent. By legislatively establishing positions to be those held by specific sworn ranks, garda staff professionals become ineligible to serve in such positions, notwithstanding individual skills or organisational efficiency.

Many other police services have legislation that is more general or inclusive and such language provides for appropriate management flexibility. Effective workforce planning is precluded when the rank is legislatively mandated, as that becomes the decision for staffing rather than the skills and competencies needed to perform the role or position. Legislation that directs the use of a specific rank also requires the Oireachtas to act in order to effectuate any proposed changes arising from internal management decisions of the Commissioner. Consideration for any unintended consequence should be given when defining functions to a specific rank within legislation.

Otherwise, the advancement of professional garda staff will continue to face unnecessary challenges within the organisation.

The Garda Commissioner should have authority to decide on the rank or grade appropriate for a particular function and to make changes for the purposes of organisational efficiency and effectiveness, without the requirement for legislative amendment.

Regulation 7 & Regulation 14 Positions

The Garda Síochána has previously recruited members with specialised skills to perform in positions based upon the use of statutory powers conferred upon the Commissioner. These members were recruited to what is known as Regulation 7 and Regulation 14 positions.

Initially, the appointment of members with special technical qualifications occurred under Regulation 7 of the Garda Síochána (Appointments) Regulations 1945 (S.I. No 173/1945) but has since been revoked, and the last recruitment under Regulation 7 occurred in 1990. Regulation 14 of the Garda Síochána (Admissions and Appointments) Regulations 1988 (S.I. No 164/1988) provides that the Garda Commissioner may, with the approval of the Minister, appoint a member with special technical qualifications.

Unlike skilled garda staff, both Regulation 7 and Regulation 14 members serve in the Garda Síochána with full powers and benefits accorded any member of the Garda Síochána. Members recruited under Regulation 7 received full garda training and upon completion were allocated to their respective specialist posts. However, Regulation 14 members did not receive the same training programme, with some only receiving a few weeks of training. Despite the lack of the traditional garda foundation training programme, Regulation 14 members are conferred with full sworn powers. The Inspectorate is not aware of similar appointments in other police services.

As of July 2014, there were 45 members designated as Regulation 7 positions and 59 members designated as Regulation 14 positions in the Garda Síochána (Garda Síochána, 2014). Included in these positions were one superintendent, six inspectors and eighteen sergeants. The remainder of the positions were at garda rank. The majority of the Regulation 7 and 14 positions are in the organisation's Telecommunications Section and in the Garda Band.

The Inspectorate believes there is a level of corporate risk in designating personnel with less than full training as a member of the Garda Síochána. These specialist members could be placed in a challenging position given their lack of full training and ongoing assignments that limit the development of policing skills. Many of these members are skilled and valued professionals in their specialisms, but are not readily deployable for the full range of policing duties in the event of an emergency. The Inspectorate notes that some of these members have been operationally deployed for certain large events, albeit in less than critical placements. Some members recruited under Regulation 7 and 14 expressed concern to the Inspectorate about operational deployments, given their limited training and policing experience.

The positions currently staffed by Regulation 7 and Regulation 14 personnel should be evaluated under the workforce planning process. Conferring sworn powers to non-operational staff with specialist skills which are available in the civilian population is inefficient. It is also expensive given the ongoing training and overhead costs for members and the other benefits that accrue to members of the Garda Síochána.

In line with the workforce planning process, the Inspectorate recommends a review of Regulation 7 and 14 positions to determine if sworn members are needed to fill

certain positions within the Garda Síochána. Following this review a strategy needs to be put in place to provide for the replacement of these members and for their re-assignment.

Members serving in these positions have developed some important skills to support organisational goals, which may or may not readily transfer to other operational assignments. The workforce planning process should address the training needs, which includes skills updating, arising from any decision to move Regulation 7 and 14 members into operational positions. The Inspectorate recognises the functions performed by these personnel have value for the organisation, and as such, any strategy to replace members with garda staff should be supported by a succession plan that allows for the maintenance of necessary skills and knowledge within the units affected.

Garda Band

The Garda Band is staffed with Regulation 7 and Regulation 14 personnel. The band is a cultural institution that holds a significant place in the history of the Garda Síochána and Ireland. In 2012, staffing costs for the Garda Band were approximately €1.2 million. Whether the Garda Síochána should place up to 26 full-time sworn members to perform in the band is a decision for garda management that should be analysed under a workforce planning process. Other police organisations have similar groups that volunteer their services or are assigned part-time to musical duties, while the remainder of their time is used for operational purposes. As it applies to the Garda Band, the use of volunteers and part-time staffing with garda staff and/or retired garda members should be considered. However, this decision should be made in the overall context of the policing requirements of the Garda Síochána.

A strong workforce planning process will enable identification of the skills needed by the organisation, along with the most efficient recruitment strategy to obtain them. The staffing of positions that require specialised skills, now and in the future, should be evaluated within the context of the overall workforce plan. The Inspectorate believes that under a modern workforce staffing plan, using Regulation 7 and Regulation 14 to confer sworn powers to persons appointed to non-operational specialised positions is not efficient or effective and should cease.

Case Study: Assignment of Garda Personnel to ICT Branch

This case study specifically looks at the deployment of members, garda staff and consultants in the Garda Síochána IT Section and looks at practices used in other police services.

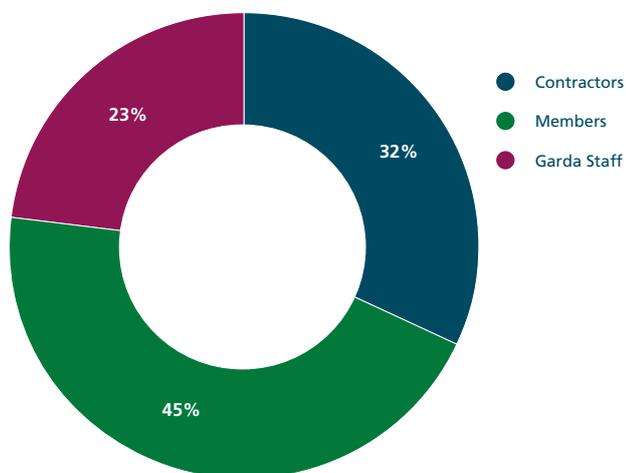
Garda ICT HR Strategy

The Garda ICT Section completed a Human Resources Strategy in 2014. This strategy envisions an ICT unit that is structured to provide strong project management and ensure the most effective delivery of services to the organisation. The Executive Director of ICT believes that new automation processes and standardisation of services will enhance overall management of projects. The strategy sets out that ICT personnel staffing decisions should be made with an awareness of total cost and should have regard to organisational needs. It is focused on developing greater agility through the use of outsourcing and better internal management. As with any unit level strategy, it needs to be defined within the larger context of Garda Síochána priorities.

Garda ICT Staffing

The ICT budget has significantly decreased over the last number of years and in the period 2008-2013, the ICT Section saw a 36% reduction in permanent and contract staff. The ICT Section currently operates under a mixed model of staffing and in May 2014, there was a total of 230 staff. Of these, 104 were members, 73 were contractors and 53 were garda staff. Figure 4.5 shows a breakdown of the proportions of staff across those three areas.

Figure 4.5 ICT Section Staffing, May 2014



Source: The Garda Síochána, May 2014

Role of Members

Although the number of members in ICT Section has reduced from a high of 130 in 2009, there are still a significant number deployed into this non-operational role. As discussed earlier, there are a number of members in ICT that were recruited because of specialist technical qualifications under Regulations 7 and 14. Of the total number of members in ICT, 56 were recruited under these two regulations. While they have full sworn powers, they are not routinely deployed into operational policing duties that use sworn powers.

The breakdown of members in ICT includes two superintendents, seven inspectors, 23 sergeants and 72 gardaí. Most other police organisations have moved to staffing models that limit the use of police officers in such roles. *The Human Resources Strategy for Information and Communications Technology* specifically states that 'It is not necessary for staff working in ICT to be fully trained police officers.' The deployment of members is an expensive option and one that keeps these officers from operational police duties.

Role of Consultants and Contractors

Consultants perform an expert role with knowledge of specific IT systems and provide high level support beyond an organisation's capacity. By using consultants, there are no training needs or long term fixed resource costs for a police service. However, consultants are an expensive option and must be appropriately tasked to ensure that they positively contribute to the organisation's goals. Police services, including the PSNI are overcoming many of these challenges by including performance measures in technology tenders, to ensure that suppliers of technology deliver the system applications that were promised. These management practices serve to limit the costs of IT project revisions and hold consultants to account for delivering project outcomes. The Garda ICT Branch is seeking to use service-level agreements more effectively to ensure adherence to goals and penalties for non-performance.

While the overall cost of using consultants has decreased within the Garda Síochána, consultants still account for 32% of all ICT staff and approximately 61% of the total ICT staffing budget.

Role of Garda Staff

Overall, the total number of garda staff in the ICT Branch has decreased from 68 in 2009 to 52 in 2014 and only accounts for 23% of all ICT personnel. As employees of the Garda Síochána, garda staff are part of the fixed employee costs and must be supported in terms of training to keep pace with developments in technology. Retaining skilled garda staff requires providing opportunities for advancement that are consistent with a highly skilled industry. Garda staff can provide the legacy knowledge of systems previously provided by members and the Inspectorate believes that they should account for a far greater proportion of overall ICT staff.

Developing ICT Staff

The Department of Public Expenditure and Reform's *Public Service ICT Strategy 2015* identifies a plan to develop career streams for IT staff and to facilitate advancement within the IT service units of government. This strategy is seeking to develop skilled staff throughout the public sector and the Inspectorate believes that garda ICT staff should be included in this process. This would create a public sector pool of IT staff and create clear career streams that would assist the Garda Síochána in attracting and retaining skilled IT staff.

IT Staffing Practices in Other Police Services

All police services recognise the importance of having modern technology to assist with growing demands on services. However, with reductions in policing budgets, many police services are now struggling to invest in the development of new IT systems and are instead focusing on maintenance of the existing IT infrastructure.

Traditionally, police services used sworn officers to develop and test IT systems and often have then retained those officers in IT sections to provide on-going maintenance of the system, training and support to service users. Many police services then moved to using skilled professional police staff and consultants to support their technology systems. These types of decisions were often driven by a desire to deliver cost savings and efficiencies, while maintaining police officers on front-line operational duties. Some police services, particularly those within the U.K., are now outsourcing IT services. This includes the Metropolitan Police Service (MPS) which has outsourced its core IT functions and is moving towards outsourcing other business support areas, such as finance and HR, which rely heavily upon IT services.

Making decisions on staffing of IT sections should take into account the skills that are required for developing new technologies or for implementing major upgrades to existing systems. These present significant challenges, as major IT developments require strong project management skills to ensure that systems are implemented on schedule, within budget and, most importantly, deliver the applications that were envisaged when the project was initially approved.

Most police services rely upon a mix of personnel within their IT sections. For those IT sections not outsourced, there is usually a combination of personnel including police officers, police staff and consultants. Police officers generally provide good information on the policing requirements of a new system and can help to translate operational needs into IT programmes. As the use of police staff increased internationally, many IT sections recruited their own professionally skilled IT police staff. To support new IT systems, many police services also use consultants and private companies to support the implementation and maintenance of new technology. Many private contractors have recognised the growing importance of technology in policing and have developed an expertise in policing practices and the technology required to deliver modern policing services.

The mix of staff will vary depending upon the IT strategy and technology portfolio of the organisation, but it is important to maximise the individual value of all resources to provide the best outcomes in terms of efficiency and effectiveness. To protect the delivery of front-line policing, most police services are moving away from staffing IT sections with police officers.

Summary

The optimal staffing mix in the Garda ICT Branch should reflect the level of IT development and the overall IT strategy. The need for contractors may be required by an organisation investing in new technology and embarking on major upgrades of existing systems. According to the *Human Resources Strategy for Information and Communications Technology*, the best possible staffing mix within the ICT Branch is one that represents the most flexible use of personnel in terms of overall costs, service delivery, ICT development and risk management. The strategy was approved by the Commissioner, but has not yet been significantly advanced as of finalisation of this report.

A recent Garda Síochána specialist unit review of the ICT Branch recommended a reduction in the number of supervisory members and consultant staff. The Inspectorate supports this recommendation and believes that there is an opportunity to greatly reduce the number of members and consultants used. The Inspectorate is aware that there are a number of vacancies in the ICT Branch. If these positions need to be filled, then priority should be given to recruiting skilled garda staff where possible, instead of using consultants or diverting garda members into these posts. The *Human Resources Strategy for Information and Communications Technology* sets out that ‘the preferred approach for recruitment is to run open competitions through the Public Appointments Service as this will provide the widest field to source potential candidates.’ It also states that ‘new staff coming into ICT within An Garda Síochána will be hired as civil servants.’ The Inspectorate encourages action to implement this strategy to provide a more effective use of resources and to release members to operational duties.

The ICT HR strategy notes that the last detailed review of skills was conducted in 2009 and that there is a need to conduct an updated skills assessment in line with the current ICT strategies. The Inspectorate recommends a review of the ICT Section staffing requirements and in particular, whether to retain members and contractors in posts that could be performed by professionally-skilled garda staff. This process should not be interpreted as a criticism of the current individual staff who are dedicated and committed to their work, but is an appropriate exercise to ensure the most effective assignment of personnel.

Other Areas for Expanded Use of Garda Staff

During field visits, the Inspectorate spoke with many Garda Síochána personnel, both members and garda staff, who identified what they believed to be potential for further use of garda staff in a variety of units. Their views were often coupled with the premise that such staffing would provide for more gardaí on the front line. Areas identified by Garda Síochána personnel as being suitable for garda staff duties are listed in Figure 4.6.

Figure 4.6 Units Identified by Garda Personnel with Potential for Garda Staffing

• Garda Press Office	• Garda Central Vetting Unit
• Commissioner’s Office	• ICT – Telecoms
• Human Resource Management	• Technical Bureau
• Internal Audit	• Garda National Immigration Bureau
• Finance Section	• Garda College
• Legal Affairs and Human Rights	• Change Management Section
• Housing	• Professional Standards Unit
• Transport	• Procurement
• Garda National Traffic Bureau	

Source: Garda Inspectorate Field Visit Notes

The primary function for most of the units identified is one of corporate support. Total staffing within the units identified in Figure 4.6 account for over 468 members.³

Unions representing garda staff also identified opportunities where garda staff could be assigned. The Public Services Executive Union (PSEU) also suggested many of the posts in Figure 4.6 could be assigned to garda staff, which would release sworn staff to front-line duties.

The Garda Inspectorate has consistently commented on the high number of members performing administrative duties throughout the organisation. While not identifying all gardaí performing clerical or administrative duties, one method of ascertaining members in administrative positions is the payment of the clerical allowance. Figure 4.7 identifies that there has been a decrease in the clerical/ex-gratia allowance payments from 404 members in 2011 to 310 members in 2014, at a cost saving of approximately €0.4m. As part of the overall goal to reduce the number of members performing in administrative posts and to allow for them to be redeployed into operational positions, this reduction is welcome, but the Inspectorate believes that more should be done.

Figure 4.7 Total Members Receiving Clerical Ex-Gratia Allowances

Year ending	Members in Receipt of allowance
31/12/2011	404
31/12/2012	381
31/12/2013	346
31/12/2014	310

Source: Department of Justice and Equality, February 2015.

³ Based on data supplied by Garda Síochána, December 2014.

Certain administrative and clerical positions, that do not require sworn powers as a primary skill set, could more efficiently and effectively be assigned to garda staff. The use of members in administrative positions is inefficient and costly given the two-year investment in developing highly trained members and the ongoing uniform, equipment and training costs. In some instances, members are posted to administrative positions for unique individual skills or reasons such as ill-health or injury. During focus groups, the Inspectorate was informed on many occasions, that the reason for the assignment of members to administration roles was that they understood the garda way or that they could be trusted.

In 2014, the Inspectorate made a recommendation in the *Crime Investigation* report on the development of a single divisional administration unit and to re-deploy any additional resources to crime investigation or front-line policing. The report also recommended that the Garda Síochána seek all opportunities to utilise garda staff to release members for operational roles. The Inspectorate is not aware of any progress in the implementation of this recommendation.

The large numbers of members in administrative positions fails to support organisational goals for the provision of a visible and responsive police service. Use of skilled trained members to perform operational police duties and skilled trained professional garda staff to perform corporate support functions results in the most efficient and effective use of resources. This must become a priority in organisational reform.

Recruitment of garda staff within the Garda Síochána has not focused on the professional skill sets needed to advance corporate goals. During this review, the Inspectorate identified over 1,000 positions that are either technical or administrative in nature, which do not appear to require sworn powers and that may provide good opportunities to increase the use of garda staff and release members for front-line roles (See Figure 4.8).

Figure 4.8 Technical and Administrative Posts That May Be Suitable For Assignment To Garda Staff

Position	Number of Sworn
Analysts	5
Change Management	12
Clerical posts	310
Collators/Criminal Intelligence Officers	54
Community Relations/Crime Prevention	84
Experts such as in Technical Bureau	74
Immigration officers	122
Instructors/all ranks	251
Pool Drivers	34
Motor Technician posts	2
Private Secretary	1
Public Service Vehicle (PSV) Inspectors	23
Radio Technicians	68
Safety Advisors	6
Scenes of Crime Examiners	154
Welfare Officers	11
Total	1,211

These positions include titles, such as ‘private secretary’ and ‘motor technician’ which have no requirements for sworn powers, do not require special member skills and may be more efficiently performed by trained, skilled garda staff. The Inspectorate believes that job descriptions within the Garda Síochána are not sufficiently detailed and must be prioritised for review. Where the workforce process confirms that garda staff will be more suitable to the position, provision should be made to recruit garda staff as expeditiously as possible and release members for front-line deployment.

The workforce review should assess the efficiency and effectiveness of filling any positions with garda staff independent of allowances that may be attached to the positions identified in Figure 4.8. It may serve corporate priorities to assign members to operational duties, even where allowances are assigned to individuals currently in these positions. The Association of Higher Civil and Public Servants (AHCPS) and IMPACT, two unions representing garda staff, raised the negative consequences of the granting of allowances to members for duties also carried out by their garda staff peers. It was submitted that the non-granting of similar expert allowances to garda staff is a deterrent to bringing valuable expertise into the workplace. The payment of allowances is an industrial relations issue not under the remit of the Inspectorate. However, these allowances have been identified as a challenge to increasing the numbers of garda staff.

The Inspectorate believes that the staffing of these positions should be examined under a workforce planning process that prioritises staffing administrative positions with skilled garda staff and not to be determined by whether an incumbent is in receipt of an allowance. The workforce planning process must also account for the re-deployment of personnel from those positions filled by garda staff. Any identification and placement of garda staff into positions assigned to members should be tracked and accounted for, with an equal number of gardaí released to operational duties.

Finally, the workforce planning process should take account of future succession planning to ensure the proper sequencing, placement and development of garda staff and any identified training needs for the re-deployed garda members. The review should also include all members serving in positions that do not require sworn powers to perform the primary functions.

Summary

Many police services regularly review the composition of their workforce to ensure that the organisation is managing their resources to deliver the optimum level of front-line services. The first step is to consider all options for divestiture or outsourcing of functions and ensure the maximum level of resources are directed to the core functions of the organisation. The second step is to consider what types of skills are required to carry out those core functions. For police services, a staffing balance is required, with sworn officers assigned to core policing functions and skilled non-sworn staff carrying out essential corporate or police support functions. The Garda Síochána must examine the range of functions expected of the organisation and concentrate on the essential services to be delivered. It must ensure that properly trained staff are carrying out the essential functions. This process should be done through a workforce planning process.

Recommendation 4.3

The Inspectorate recommends that the Garda Síochána develops and implements a workforce planning process for all positions within the organisation to release garda members for front-line deployment. (Medium term)

To achieve the above recommendation, the following key actions need to be taken:

- Work with the Department of Justice and Equality, the impending Policing Authority and other appropriate partners to assess the priorities for the functions of the Garda Síochána.
- Assess each staff position for functionality, criticality and sufficiency.
- Establish a competencies catalogue identifying all positions, the required skills and their role in supporting organisational goals.
- Conduct an immediate review of all sergeant, inspector and superintendent posts in non-operational duties to release supervisors from administrative and back-office support functions to front-line operational duties.
- Review the Regulation 7 and Regulation 14 positions to determine their functional requirements and whether they serve a core function in support of the Garda Síochána's goals.
- Provide annual status implementation updates by number, type and assignment of garda staff recruited and assignment of members released to operational duties.
- Prepare a business case report as justification for any rejection of garda staffing of administrative positions.

Extending the Garda Workforce Base

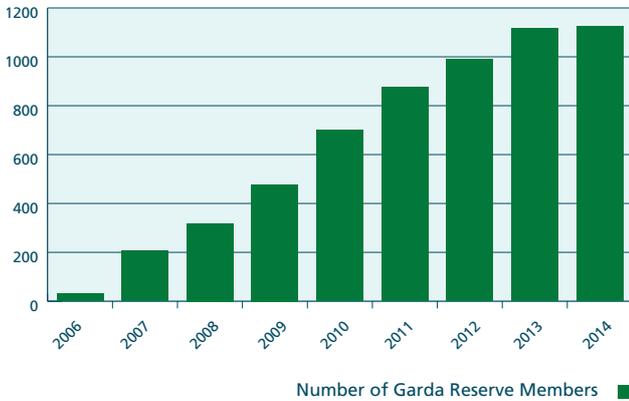
Many police services have broadened their workforce base through a variety of volunteer initiatives. The Garda Síochána family has already been extended through the use of the Reserve. The effective utilisation of this resource is considered in this part, along with some initiatives that other police services operate.

Garda Reserve

Garda reserves are volunteer members and come from all walks of life. These volunteers serve their communities in a variety of ways as trained uniformed support for the Garda Síochána. Section 15 of the Garda Síochána Act, 2005, provides that the Garda Commissioner may appoint persons as reserve members of the Garda Síochána to assist it in performing its functions. Under the law, while on duty, a reserve member has many of the same immunities, privileges and duties as a person appointed to the rank of garda under Section 14 of the Garda Síochána Act, 2005. Reserves are required to complete a minimum of 208 hours of service annually, and they receive an allowance if these hours are met.

Since its establishment in 2006, the number of Garda Reserve (Reserve) members has continued to rise annually, as demonstrated in Figure 4.9.

Figure 4.9 Number of Garda Reserve Members



Source: Department of Justice and Equality, February 2015

Mission and Duties of the Garda Reserve

The mission of the Garda Reserve is to provide an efficient response and a quality service at all times and to enhance partnership between the Garda Síochána and local communities. Pursuant to the Garda Síochána Act, 2005, Section 15 (5), the *Reserve Member Policy and Procedure Manual* states that ‘the Garda Commissioner may determine the range of powers to be exercised and duties to be carried out by Garda Reserve members.’

The range of reserve duties, as authorised by the Commissioner, have expanded since the programme’s inception. In 2011, the Garda Commissioner conducted a review of the Reserve and extended their powers and functions to a range of areas including domestic violence, child protection, conflict resolution, garda policy on harassment, out of vehicle safety training and basic first aid training. Training in these new areas commenced in 2012 and almost all reserves have been trained in the new powers and skills.

In accordance with the *Reserve Member Policy and Procedure Manual* published in June 2015, a member, not lower than the rank of inspector, should be assigned to act as a Divisional Liaison Officer in each garda division. A reserve may only be assigned duties by, or on behalf of, the relevant district officer (the superintendent for the district where the reserve is stationed). The Policy and Procedure Manual sets out the roles and responsibilities of the superintendent, inspector, divisional trainers and accompanying gardaí (Garda Síochána, June 2015).

As Figure 4.10 identifies, the reserves have a range of functions that makes them particularly useful in assisting with daily policing functions within the Garda Síochána.

Figure 4.10 Garda Reserve Duties as Conferred by the Commissioner

- Station duty, other than the care and custody of prisoners.
- Assistant to the Station Orderly.
- Communications room duty, to include monitoring CCTV.
- Foot patrol, accompanied by a member of the permanent Garda Service.
- Static security duty.
- Road traffic checkpoint duties, accompanied by a full-time member.
- Duty at the outer cordon of major events such as festivals and major sporting events.
- Assisting in the event of accidents, fires and major emergencies.
- Giving evidence in court.
- Community/Neighbourhood Policing.
- Issue of FCPS notices where offences have been detected.
- Serving summonses.

Source: *Reserve Member Policy and Procedures Manual*

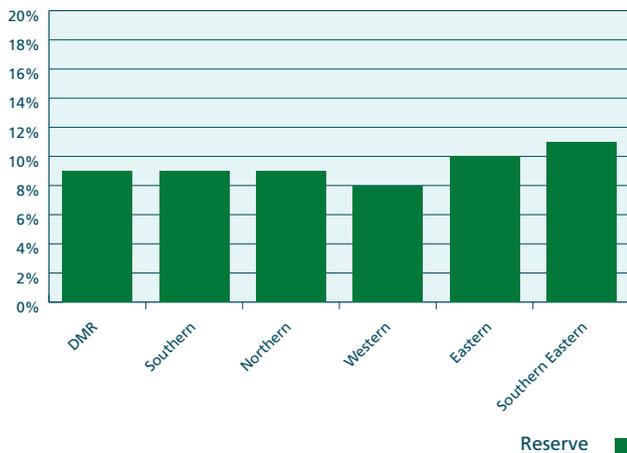
In January 2014, it was reported to the Oireachtas that there were now additional powers for members of the Reserve which included the issuance of fixed charged penalty notices and summonses. Additionally, all Garda Reserve members were to be issued with Tetra radios when reporting for duty. The same was reported in January 2015. However, despite the increase in powers, the Inspectorate found inconsistent use of reserves and little evidence that the increased authority as listed in Figure 4.10 translated into enhanced reserve operational deployment.

Staffing of Garda Members and Reserves

As of 31 December 2014, the Garda Síochána had 1,124 Reserve members which account for approximately 8% of the total number of members which includes both full-time and reserve gardaí.⁴ The number of reserves varies by region, as identified within Figure 4.11. The South Eastern Region has the highest proportion of reserves within its overall number of members at 11%, while the Western Region has the lowest proportion of reserves at 8%.

⁴ Information received from the Department of Justice and Equality.

Figure 4.11 Garda Reserves as a Proportion of all Sworn Members - by Region



Source: Data provided by the Department of Justice and Equality February 2015

Analysis of reserve allocations shows that the DMR Divisions have the highest overall number of reserves at 343. Not unexpectedly, the other large cities, including Cork, Galway and Limerick, also have higher numbers of reserves than other divisions.

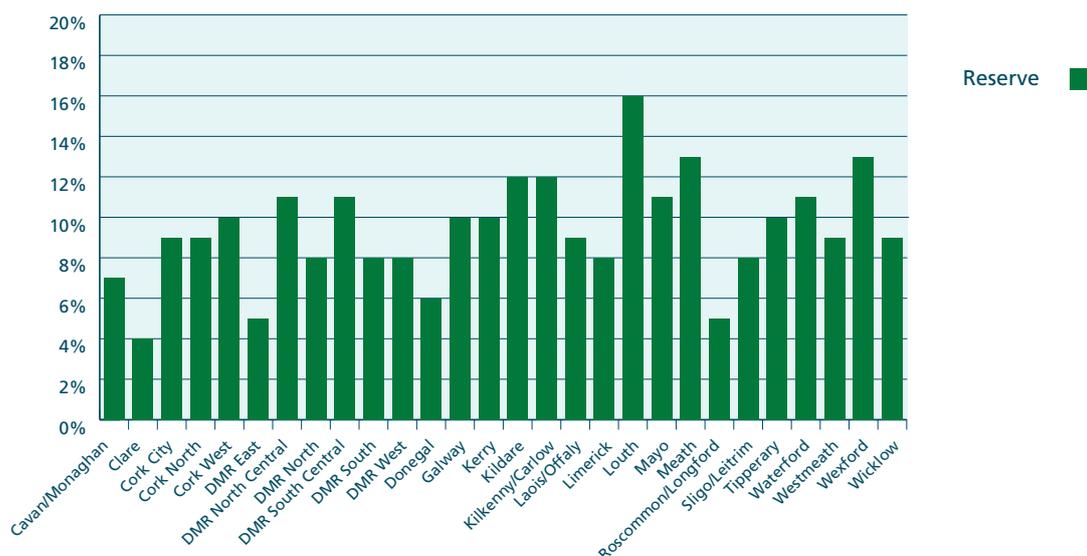
Figure 4.12 shows garda reserves as a proportion of the total number of members. This shows that the Clare Division has the lowest proportion of reserves comprising only 4% of the total members assigned. Louth, Wexford and Meath Divisions have much higher proportions of reserves with 16% for Louth and 13% for Wexford and Meath respectively.

Garda Reserve Programme Support

Reserves are an important asset for the Garda Síochána, as they provide additional support for operational service delivery and provide a direct inroad to many of Ireland’s communities. Despite the significant growth in the number of reserves since 2006, the institutional support for the programme has been limited. While the overall management of the reserve programme continues to rest with Human Resource Management Section in Headquarters, there was no identified champion for the programme at the time of the Inspectorate’s review. This resulted in local management having limited centralised guidance for the appropriate assignment and use of reserves. It also resulted in the loss of a Headquarters champion and central point of contact for Reserve members regarding issues they face.

The Inspectorate met with focus groups of reserves and found them to be very committed individuals. Some reserve members expressed concerns that they have not been fully accepted within the organisation. The Inspectorate notes that when the Garda Reserve was instituted, there were some industrial relation issues and internal challenges raised in relation to the government’s authority and right to appoint reserves. The internal review of the Reserve in 2011 found that acceptance and integration of reserves was progressing amongst full-time members. The Inspectorate found that some reserves agreed that relations were improving, but most felt that more needed to be done.

Figure 4.12 Garda Reserves as a Proportion of all Sworn Members by Division⁵



Source: Department of Justice and Equality, February 2015

⁵ A breakdown of the proportion of members compared to the proportion of garda reserves assigned to divisions is at Appendix 17.

A centralised oversight office to direct policy and provide support for reserves would allow for a more strategic and structured management programme for the Garda Reserve.

Organisationally controlled issues, such as the lack of access to computers, lockers, radios and minimal ongoing training were also raised by reserves in workshops held by the Inspectorate. Many of these same issues were raised within the Inspectorate report, *Policing in Ireland - Looking Forward*, (2007). The fact that these issues remain largely unresolved indicates a need for stronger programme guidance and management for the Garda Reserve programme. The Inspectorate believes that the Garda Síochána can derive greater value from the use of the reserves currently serving.

Utilisation of Garda Reserve

Based on the Reserve levels as at December 2014, the Reserve provides a potential 233,792 hours of support to the Garda Síochána, which is the equivalent of 124 FTE garda.⁶ As a trained, uniformed resource, the reserves present a significant opportunity to improve the overall visibility of the Garda Síochána and to provide a better service where demand surpasses capacity. The Inspectorate was informed that despite being authorised under law and having received considerable training, reserves are not consistently or strategically utilised for operational purposes. The reserves provide an option available to the Garda Síochána to generate greater operational efficiencies.

Addendum 'A' in Chapter 2 highlighted what the Inspectorate believes is the under-utilisation of the Reserve in the survey results. Supervisors interviewed by the Inspectorate generally found that garda reserves are a valuable resource, but both supervisors and reserves identified an inconsistent use of the reserves to be an ongoing challenge. Some of the issues identified by the reserves include waiting for hours at a garda station before being deployed, of seemingly disinterested supervisors and members and being deployed as the third person with two other gardaí. Some supervisors identified challenges in working with reserves that included an inability to coordinate schedules and not knowing when and if reserves would report for duty. Furthermore, some supervisors raised the volunteer status of the reserves and felt that they could not hold them to account for their performance. As discussed further, strong management

of the Garda Reserve programme with reporting and assignment standards would alleviate some of the existing challenges for efficiency in the deployment of the Reserve.

Internal Reviews of the Garda Reserve

In its 2010 report on resource allocation, the Inspectorate recommended 'a review of the operation of the garda reserve for the purpose of better defining its role taking into account practical experience of its first three years in existence.' Over the years, the Garda Síochána has conducted various reviews of the Reserves. The 2011 *Garda Reserve Review* covered three main areas:

- Training.
- Development.
- Deployment/tasking.

A work audit of 30 randomly selected members of the Reserve was conducted, and focus groups were held with reserve members.

Key Findings of the Garda Reserve Review

- A more structured and uniform system for the management of reserves would be beneficial both to the Garda Reserve and garda management.
- Garda reserves are mainly involved in duties which are high visibility orientated.
- Powers under the Criminal Justice (Public Order) Acts 1994 to 2011 should be devolved to Garda Reserve members in order to allow them to deal with incidents of public disorder and anti-social behaviour.
- No provision exists for the discharge of reserves during training (prior to attestation as a probationer) should they not successfully complete the prescribed training programme or come to unfavourable notice.
- Many garda reserves have joined in order to gain experience to assist them in their applications for the full-time service.
- There is a need for further communication to Garda members, supervisors and managers in relation to the role of the Garda Reserve.

Many of these findings were confirmed during the Inspectorate's work for this review. Following interviews with reserves, the Inspectorate identified a lack of connectivity with garda processes, little effective information sharing and minimal clarity as to their role within the organisation. In some divisions, the Reserve member's skills were linked to a role. For example, a reserve

6 208 hours x 1,124

that had good verbal and empathy skills was tasked with a victim support initiative in one division. In other divisions, reserves were not always tasked and felt they were not fully utilised. It was reported to the Inspectorate that some garda managers were more engaged with reserves than others, resulting in a lack of role definition and consistency for deployment of reserves. These viewpoints show that communication regarding the reserves and their role could be improved.

There is room to expand the strategic use of the Reserve. Enhanced use of the Reserve, to include supporting victims of crime or providing resources for a variety of planned events, such as Halloween bonfires or attendance at community events, not only provides a good service, but can deliver greater operational efficiencies in allowing full-time members to be assigned to other front-line duties. Other options, such as high visibility patrols within local town areas or school ambassador programmes would all support public safety goals. It would also serve to engage and optimise the value that the Reserve brings to the Garda Síochána. To maximise use of the Reserve, the Garda Síochána should identify ways to encourage and retain volunteers, including the introduction of Reserve command structures, the ability to develop further skills, performance review and recognition for good work. Only by fully embracing the Reserve will the Garda Síochána derive true value from this investment.

The Garda Síochána needs to strategically engage the wide range of experience and knowledge present in its Reserve to advance policing priorities. The Reserve members interviewed by the Inspectorate possessed skills that included technical, languages, legal and teaching skills. As with the full-time personnel, a skills assessment should be conducted for the existing Reserve and instituted into the recruitment process going forward. Cataloguing the skills of the Reserve to better enable strategic use of this resource will maximise their overall contribution to the police service and public safety.

Utilisation of Volunteer Police in Other Police Services

Like the Garda Síochána, many police services are faced with increasing demands and limited or decreasing resources. Police services, including those in Canada, Denmark and New South Wales, have optimised the use of volunteers and statutorily enabled these resources to help meet growing public demands. The U.K. has the special constabulary, while the PSNI has a reserve programme.

Throughout the U.S., most police services have a reserve programme and many have a cadet programme as discussed in Chapter 3 Part IV Customer Service. In the Los Angeles Police Department, reserve officers receive the same training as full-time officers and work alongside them in every aspect of department operations.

While the actual structures and requirements of these programmes differ, they all share a common thread in the use of part-time, vetted, trained personnel; often volunteers, to aid and support in the delivery of police services. There is an organisational investment in these positions as most police services provide some type of uniform and training to their volunteers. Some of these programmes are staffed by volunteers; others provide a level of payment. The special constables in the U.K. are issued with full equipment, including radios, rigid handcuffs, batons and CS (Pepper) spray. Some agencies also allow their volunteers to drive official vehicles, patrol on bicycles and to serve on specialist units as a means to enhance visibility and to further develop and advance the skills of the volunteers. Most police services have structured programmes for their volunteers, as they seek to maximise the benefit of a supportive resource while maintaining service levels on the front line.

Innovative Use of Police Volunteers in Other Police Services

The Bedfordshire Police Service established the Special's Tasking and Rural Crime Team (STaRC). This is a volunteer police team that tackles crime in rural parts of the county and provides resources for initiatives identified by the key stakeholder agencies and by other teams within the police service. The volunteer officers receive specialist training in executing warrants and gathering and retaining evidence. During one ten-month period, the team provided more than 14,600 hours of policing, made close to 200 arrests and issued hundreds of fixed penalty notices. The team also provides high visibility patrols to reassure residents and helps to spearhead and support crime prevention initiatives, particularly those associated with problem locations and anti-social behaviour. The team is engaged in advance for key times of the year such as Halloween and Bonfire night. A career path exists for long-serving volunteers, along with a command structure and the opportunity to link skills to operational service roles. The Inspectorate was informed that the STaRC Programme has been successful in addressing crime and disorder and is routinely requested to provide assistance across the county.

Recommendation 4.4

The Inspectorate recommends that the Garda Síochána develops a strategic plan for maximising the operational effectiveness and contribution of the Garda Reserve. (Short term)

To achieve the above recommendation, the following key actions need to be taken:

- Re-establish the Reserve Management Unit to provide a central point of contact and coordination.
- Provide training for all staff on the role, responsibility and use of the Reserve. (Medium term)
- Establish a Reserve command structure with consistent reporting and assignment frameworks for all Reserve members.
- Create a skills inventory for all reserves.
- Provide PALF performance reviews for reserves and opportunities for development through the same programmes provided to full-time members. (Medium term)

Implementation Outcomes

The Garda Síochána now needs to engage in a modern workforce planning process, as the restrictions on recruitment ease across the Irish public sector. Workforce planning should include a review of functions to assess opportunities for divestiture and outsourcing. Where responsibilities are retained, the process must identify functions which must be carried out by sworn officers and those not requiring sworn powers, which should be assigned to skilled garda staff. The workforce must be resilient, dynamic and responsive to changing service needs.

Implementation of the recommendations will result in:

- Clarification of the core functions of the Garda Síochána and divestiture and outsourcing of functions that could be performed by another agency.
- A new employment framework that provides flexibility to achieve the optimum composition of the workforce.
- A workforce planning process for all positions within the organisation.
- Release of garda members from administrative posts for front-line deployment, under a workforce planning process assessing each position for functionality, criticality and sufficiency.

- Redeployment of supervisors from non-operational roles as part of the workforce planning process.
- A strategic plan maximising the effectiveness and contribution of the Garda Reserve.

These changes will achieve the right mix of staff and provide best value for money. They will also maximise and enhance the delivery of front-line services through utilising people in the right place, at the right time, doing the right job.

CHAPTER 4: PART II

HUMAN RESOURCE MANAGEMENT

This part examines the Human Resource Management (HRM) structures in the Garda Síochána and the integration of members and garda staff. It builds on some concepts covered in the Workforce Modernisation part and it specifically reviews the Garda Síochána's HRM practices including:

- Recruitment, promotion and selection practices.
- Career development practices.
- Flexible working practices.
- Attendance management.
- Performance management.

HRM is the management process for the recruitment, development, retention and assignment of personnel. In the Garda Síochána, the workforce is its most important resource. Police services need to ensure that all personnel resources are managed effectively, particularly in times of austerity.

The Inspectorate makes recommendations for advancing the HRM processes of the Garda Síochána to make them consistent with international police practice.

Human Resource Management Role in Change Programmes

Police services that have embarked upon transformation programmes have all encountered internal challenges. Successful police reform programmes have addressed both institutional and operational challenges to change in equal measure. This ensures that change is driven by the overall corporate vision rather than by focus on individual operational areas of control and responsibility. The most common challenges facing transformation programmes are constraints on staffing and budgets, despite growing demand for services. In light of recruitment and budget constraints, personnel within policing services become all the more important in ensuring the organisational capacity to deliver a quality police service.

As a result of change programmes, austerity and increases in demand amidst the growing complexity of policing, the role of HRM has changed. In many policing organisations, HRM has become a strategic driver in achieving overall organisational goals, rather than being limited to the administrative processing of day-to-day employment matters (Becker and Gerhart, 1996). As a result, HRM is increasingly recognised as critical to the achievement of organisational goals in many police services.

During this review, the Inspectorate met with several police services undergoing major reform to discuss how their HRM works in a change environment. People, technology, finances and corporate strategy were identified as key drivers for the transformation plans of these other police services. Most of the police services consulted by the Inspectorate developed and published detailed documents about their current organisational structures and how they tie in to personnel assignment, development and future goals of the police service. HRM plays a critical role in ensuring that the development of all personnel is directed at supporting the goals and vision of the leadership team. Essentially, change requires people to implement it. Police services, such as the PSNI and the Greater Manchester Police, have identified that there must be ongoing linkage between HRM practices and operational requirements to realise the overall organisational reform goals.

At the time of the Inspectorate's visits, all of the police services were undergoing a change programme. Police Scotland had amalgamated eight legacy police forces into a single police service. The Greater Manchester Police was pushing forward with a modernisation plan that called for the integration of sworn and police staff in planning and operational matters to provide a better overall service. The PSNI was observing an austerity management programme that demanded innovation to maintain core service delivery. The HRM function in all of these organisations was critical in identifying the right people for the key roles and in facilitating the engagement of existing personnel in the change vision, while addressing the impact upon employees and issues of job security.

Consistent with all of these police services was the use of multi-year projection planning, which included partnerships, succession planning and organisational goals in establishing their path forward. The ability to link detailed data with HR, crime and other variables allowed these organisations

to make informed HRM decisions that supported the policing goals. As part of its shift to decrease personnel costs while maintaining services, the Greater Manchester Police developed a plan for the integration of all HRM services under one command to facilitate personnel development practices. Police Scotland utilised various HR forecasting models to develop its amalgamation plan and to identify current and future skills gaps. HRM has a key role to play in training and developing its workforce.

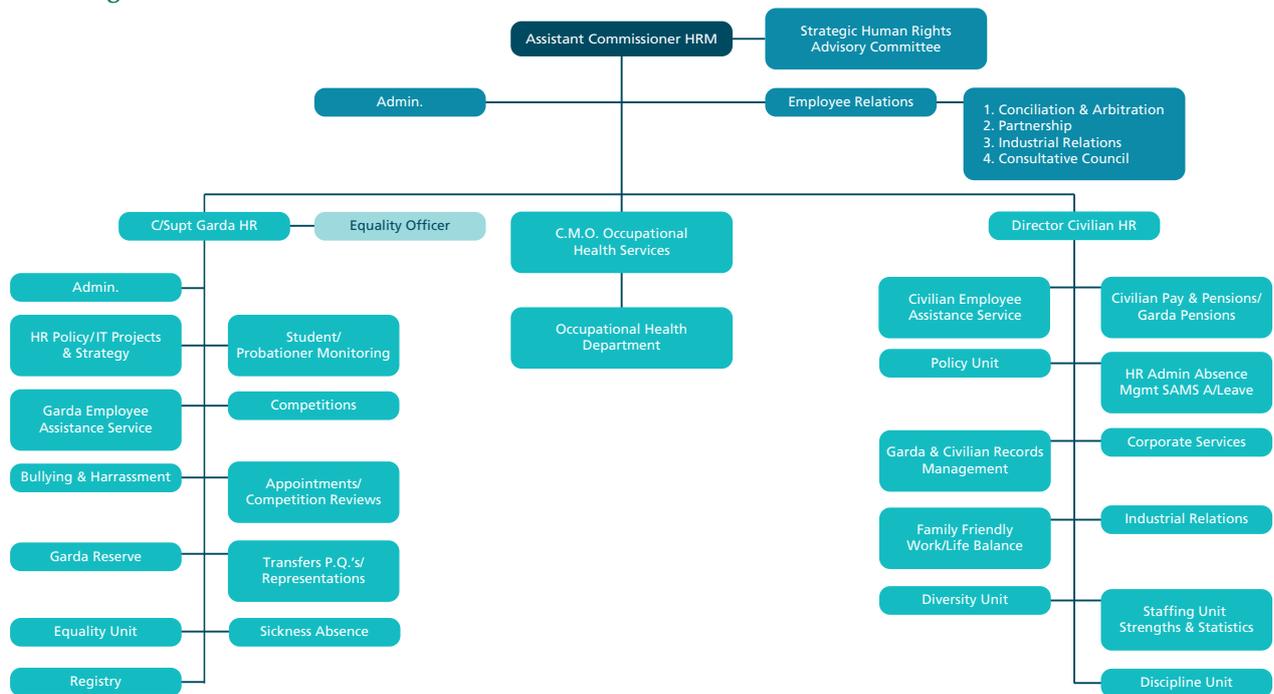
The PSNI has advanced its HR forecasting for use in operational projections and cost containment. Estimating the cost of policing large events is always a challenge because of the potential risks and the staffing requirements. Lessons learned within the PSNI have generated institutional support for the value of using a HR planning model to review staff placement for major operations. These plans have even included sequencing the recruitment and training of new officers to be ready in time for a planned event. HR forecasting results in evidence-based decisions for recruitment and staffing. HR forecasting can be used for major event planning, including the identification of potential Industrial Relations (IR) issues and their resolution and overall cost projections. HRM practices such as these contribute to overall efficiency and effectiveness in the use of personnel resources.

Garda Síochána Human Resource Management Structures

The Garda Síochána employs over 15,000 people, has over 1,000 reserve volunteers and manages an annual budget of over €1.3billion. Historically, HRM has operated as individual processes that were devolved and generally focused upon individual, specific functions, such as recruitment, training, placement of personnel, discipline and industrial negotiations.

Figure 4.13 shows the official organisational structure for HRM within the Garda Síochána. However, close to the finalisation of this review, the Inspectorate was informed that some of the functions in the figure have been amalgamated and cover both garda staff and members. The Inspectorate is aware that the Assistant Commissioner Human Resource Management position is currently staffed by a senior assistant commissioner-level garda staff holding the title of Executive Director HR and People Development. The official reporting structure, as contained in the *Garda Síochána Human Resources Strategy 2011-2013*, is the one that guides this review. It is the structure that has contributed to the existing culture and HR issues that the Garda Síochána faces and therefore, remains informative for the themes that guide this review.

Figure 4.13 Organisational Chart of Garda HRM



Source: Garda Síochána Human Resources Strategy 2011- 2013

The new Executive Director HR and People Development has a wide-ranging and significant portfolio of responsibilities. The HRM remit also covers the following business areas:⁷

- Garda professional standards.
- Training and continuous professional development.
- Internal affairs.
- Recruitment, deployment, and career development/progression.
- People-related policies and programmes.
- Performance and talent management.
- Occupational health and employee assistance services.
- Employee services.
- Industrial relations and engagement with representative associations and trade unions.

The Garda Síochána's HRM system essentially operates under two distinct reporting structures. Garda member HRM units report to the Executive Director through a chief superintendent and garda staff, based in HRM Navan processes reports to the Executive Director through a senior garda staff Director. The Inspectorate does not see any reason for a chief superintendent or any sworn member to lead and manage the HR function.

These distinct HRM reporting structures for garda staff and members are evidenced by the organisation chart depicted in Figure 4.13 and in the distinct operating locations for garda member HR and garda staff HR. Most of the central HRM services are located at the Garda Headquarters in the Phoenix Park, which serves as the primary HRM source for members. The garda staff HR service centre is located in Navan, thereby distanced from the HRM command at Garda Headquarters.

The Garda Civilian Human Resources Directorate was established in 2006, after the Commissioner's assignment of responsibility for garda staff under the Garda Síochána Act, 2005. This Directorate has responsibility for all aspects of garda staff HRM, including:

- Recruitment, transfers and deployment.
- Pay and pensions.
- Performance management.
- Discipline.
- Other general HRM administrative functions.

⁷ Source: The Public Appointment Service recruitment advertisement for Executive Director HR and People Development.

In addition, Navan also processes much of the administrative HRM data for the entire organisation, including garda pensions, salary, discipline fines, corporate services and general statistical information. Beyond the administrative HR processing conducted by Navan, there is little evidence of shared HR practices between the two structures.

The Navan HRM unit, which is fully resourced by garda staff, is viewed as providing a good service by garda management. For the most part, this assessment was based upon personal interaction between garda supervisors and Navan. However during field visits, garda staff at various grades spoke to the Inspectorate of dissatisfaction with the support received from Navan. Some outlined the infrequent interaction with Navan as a concern, perceiving that Navan should provide a conduit of information to garda staff on behalf of Garda Síochána management. Repeatedly, the Inspectorate was informed by many garda staff that they felt their concerns were not always represented in organisational decisions.

The Inspectorate notes that similar issues about the need for support and representation were not raised by members in relation to the garda member HR function. This may be because institutional practice, the law and the *Garda Code* direct the roles and responsibilities of members. Furthermore, the majority of members belong to a garda representative body and often continue such membership as they advance in management roles. As a result, they have a good knowledge of the role of the member representative bodies and their function within the Garda Síochána. While garda staff may belong to civil and public service unions, these are not specific to the Garda Síochána and garda staff comprise a small component of the overall membership of the civil service unions that represent them. Given that the role of the Commissioner as the Accounting Officer was only established in 2006, the Garda Síochána has been a relatively uncharted environment for the industrial relations practices for these garda staff unions.

Garda staff do not have the same history of HR practices and policies within the organisation. They are not referred to in the *Garda Code* beyond two categories, one being for 'Health, Safety and Welfare standards'. The other is the section on 'Clerical Staffing', which references some standards for higher executive officers (HEOs) and other administrative grades. Other than this part, there are very few references to garda staff in a document that runs to 1,000 pages.

These combined factors may be the basis for the desire among some garda staff for Navan to provide greater support and information. The Inspectorate believes that better garda staff policies, communication and clarity of roles for all employees would help to alleviate some of the issues raised during this review.

Impact of HRM Split Structure on HR Functioning

Garda staff in Navan identified various challenges to maximising their efficiency, primarily the result of burgeoning paper processes and the lack of access to necessary information. Garda staff said that they have to use the chain of command in order to get information that they needed to perform their role. Under this structure, an enquiry that arises in Navan HRM is processed through several staff in Navan HRM, and then sent to HRM at Garda HQ where it is processed by more staff before passing it on to an operational unit. The response is returned through the same process with no value added at any point along the way. The person generating the enquiry should be allowed to make direct contact with the relevant member. The key problem here is the archaic process, which is unnecessarily hierarchical and is highly wasteful of resources.

Some garda staff reported that they could not always access systems that would provide information they needed and as a result, they had to track down information throughout the organisation to perform their assignment. Often they did not receive the information in a timely manner, despite it being available electronically. The garda staff who raised the issue felt that these constraints arose out of a lack of trust.

Analysis of the HRM organisational structure contained in Figure 4.13 identified further HR administrative and operational inefficiencies. For example, there are separate policies for garda staff and members, as well as separate processes for transferring personnel. Both the Garda Equality Unit and the Navan Diversity Unit serve to address workforce equality and diversity issues, which have a shared genesis and risk despite the differing employee functions. The current HR management recognise the inefficiencies in a dual structure such as this and are seeking to develop a single unit to address all personnel issues on workforce equality and diversity.

The employee relations unit, which consists of various industrial relations processes, is a stand-alone unit. There is also an Industrial Relations unit and a Discipline unit under the Director, Civilian HRM. Finally, each branch

of the HRM structure has various administrative support functions that would be duplicative under an integrated HRM structure. Amalgamation of duplicate functions would release members and garda staff to perform other needed functions. Not only is this overall HRM structure inefficient, it continues to reinforce unnecessary separations in the HRM practices for members and garda staff. The HRM systems in the Garda Síochána would be more effective and efficient if they operated as a single entity.

The Inspectorate has previously recommended that the Garda Síochána develops a comprehensive HRM strategy with a fully integrated HRM function for all staff. This recommendation was accepted and subsequently reported as implemented by the Garda Síochána (GSI, 2007). The Inspectorate has determined that, while the Garda Síochána accepted the 2007 recommendation, it has not fully advanced integrated HR practices for both members and garda staff. Apportioning clerical work to Navan does not serve to advance HRM integration. Rather, two distinct HRM systems for garda staff and members remain, each reporting separately to the Executive Director.

Achievement of the Garda Síochána's goals requires the support of an integrated and strategic HRM structure that engages all staff. The head of HRM is now staffed for the first time by a HR professional. The Executive Director should be given full authority to engage and execute decisions for those business areas assigned to this responsibility. Empowering the Executive Director will provide the authority that is needed to drive the change programme to deliver modern HR practices.

Decentralisation of HR Responsibility

Currently, most HRM decisions are controlled by and emanate from Garda Headquarters. Consistent with the Inspectorate's recommendations on organisational structure within this review, HRM functions should be decentralised across the organisation. HR policy, oversight and governance should be guided centrally, as with other core functions, but the responsibility for managing and resolving personnel issues should be decentralised to a local level. The Inspectorate was informed by various personnel across the organisation that even low-level HR matters often require the engagement of headquarters and there is a routine need to defer to and wait for headquarters to make decisions for many issues.

The role of Headquarters in HRM should be one of corporate support, providing the consistent vision and guidance that allows for proper HRM and employee support. Governance, by way of audit and oversight, is needed to ensure effective and efficient HRM practices. However, retaining decision-making authority at the headquarters level diminishes the role, responsibility and authority of local managers.

The Inspectorate continues to support decentralisation of HRM functions and a headquarter's role that provides strategic direction, policy support and oversight rather than management control. The Garda Síochána accepted with modification the Inspectorate's 2007 recommendation for devolved autonomy to the regions. The Inspectorate has determined that, while the Garda Síochána has accepted this recommendation, it has not significantly advanced it.

HR Data in the Garda Síochána

As established in this and prior Inspectorate reports, the Garda Síochána has limited data capacity to support robust evidence-based workforce planning processes. The ability to interrogate personnel and operational data to inform HRM decisions is challenging given the lack of readily available data. Attendance management, which is examined later in this part, is one area that would benefit from good data to enable the organisation to plan more effectively, particularly through the examination of trends and key findings.

As part of this review, the Inspectorate requested a survey of real time operational deployment data. Prior notice and a template were forwarded to the Garda Síochána for two dates in August 2014. The outcome, as analysed in Addendum A to Chapter 2, demonstrates that the Garda Síochána has significant difficulty in capturing resource data, even in real time. It took some weeks for the Garda Síochána to return the data and despite attempts to reconcile the data, there are still minor inaccuracies. If the actual real time staffing of the organisation cannot be readily identified, this severely limits the value of HR projections and future resource planning for the organisation.

Consistent with good HRM practice is the ability to develop workforce forecasts that address current and future organisational needs. As discussed previously, workforce planning is an essential tool for anticipating future developments and maintaining a properly sized and structured workforce that is able to meet the changing

needs of the public service in a cost-efficient manner (OECD, 2011). However, workforce planning that supports HRM decisions on recruitment, deployment and other operational needs has been less than robust within the Garda Síochána. Most garda HR planning is focused on operational need, as day-to-day demands often take precedence.

In the *Garda Síochána Annual Policing Plan 2015*, the Commissioner sets out the policing goals and commits to engaging and working closely with its most valuable asset, its staff. The absence of good HR information has meant that little formal engagement occurs around succession and workforce planning. To meet its corporate vision for policing excellence, the Garda Síochána needs to expand its HR planning processes to include resource allocation, workforce planning and HR projections.

The Executive Director has recently undertaken actions to develop better HRM data for personnel forecasting. The Inspectorate considers this process to be a first step towards the establishment of a HRM system. Using an evidence-based HR planning process also supports the Department of Public Expenditure and Reform's (DPER) requirement that government bodies should be engaged in a robust workforce planning process as part of the *Public Service Reform Plan 2014-2016*. The Executive Director is examining its existing data to begin to develop the framework for strategic workforce planning. Ideally, technology solutions would ensure this type of data is available consistently and is able to be interrogated to support robust HR forecasting, as detailed in Chapter 5, Part III Information Technology.

Recommendation 4.5

The Inspectorate recommends that the Garda Síochána creates a single HRM Directorate. (Short term)

To support the above recommendation, the following key actions need to be taken:

- Empower the Executive Director with the authority to drive the change programme to deliver modern HR practices.
- Amalgamate the garda staff and garda member HRM functions.
- Co-locate HRM personnel where possible.
- Release the Chief Superintendent HRM to operational duties.
- Devolve HR decision-making to the lowest appropriate level.

- Establish clear policies delineating the specific roles and responsibilities of devolved HRM units.
- Provide HR business support at the most appropriate level.

HR and Integration across the Organisation

HRM Support for Garda Staff Integration

Effective and efficient use of personnel requires more than staffing positions with a particular type of employee. Articulating a HR strategy that is tied to organisational goals is a necessary step in establishing the framework for an effective workforce planning process (O’Riordan, 2004).

The *Garda Síochána Human Resources Strategy 2011-2013* establishes goals of enhancing employee relations and enhancing employee development through a corporate vision that supports and integrates garda staff. However, a specific plan for accomplishing the goal of garda staff integration has not been articulated. Integration and the support of garda staff are important from a HR perspective, particularly in retaining skilled staff. Personnel working in administrative units, where both members and garda staff perform essentially the same functions, face some disparate work practices. Garda staff, on average, are required to work approximately two additional hours weekly under the *Haddington Road Agreement* and generally do so on a daily basis. Gardaí are required to work three extra days (30 additional hours) annually under the agreement and are afforded the opportunity to select when they will work their Haddington Road hours.⁸ Moreover, fifteen of those hours are returned by the end of the year in time off, which was also part of the *Haddington Road Agreement*. For those units that have mixed staff working an administrative schedule, gardaí may continue to end their working day at the normal time, while garda staff are required to work an additional 24 minutes a day. For some garda staff working in the same unit, this has given rise to disaffection and is perceived as unfair.

Garda staff are being tasked with additional functions that require work and access to systems from which they were previously excluded. In most cases the expanded roles occurred because the member who was performing the function had left the unit for reasons such as promotion or career breaks and was not replaced. The role, function and utilisation of garda staff are not consistent across the Garda

Síochána. In some units, the Inspectorate was informed that only gardaí can access certain IT systems or perform certain functions, while in other places, garda staff were performing similar functions and roles as gardaí with full access. There is no clear organisational policy supporting such decisions.

In some units, the Inspectorate was informed that garda staff are required to sign in and out, while gardaí, again performing essentially the same duties, do not. The *Garda Code* states that a member of the service must not be reprimanded in the presence or hearing of a civilian. However, no such requirement exists for garda staff. There may well be industrial relations issues that drive some of the different practices. However, without an organisational focus on equality amongst staff, the perceived inequalities will remain unaddressed and serve to unnecessarily create division. Disparate HRM practices do not advance the corporate need for effective and efficient delivery of police services.

An integrated police service working towards unified, established goals is the outcome of an effective HRM strategy. Personnel generally work well together in those units where mixed teams of members and garda staff are allocated.

Overall, the Inspectorate met with a significant number of garda staff who said that they felt under-valued and they were not part of the organisation. The majority of garda staff considered that their prospects for advancement were remote. Some of these beliefs may be the result of poor communication practices identified elsewhere in this report. Some of the issues identified to the Inspectorate by garda staff that reflect upon HRM practices include:

- The *Garda Code* does not address garda staff roles and responsibilities.
- There are very few HR policies and practices in place for garda staff.
- Provisions of the *Haddington Road Agreement* affect garda staff and members differently, even where performing a similar assignment.
- Performance measurement systems are not integrated and there are separate systems planned, one for members and one for garda staff.
- Garda staff are required to sign in and out, while members are not.

⁸ As a point of reference only, this equates to approximately 7 extra minutes daily for members – but the extra hours are not utilised in this manner.

- Two distinct sick leave systems exist, one for members and one for garda staff.
- Lack of opportunities for development and advancement for garda staff.
- There is no clarity as to scope of responsibility, authority and functions for garda staff titles.

Many garda staff informed the Inspectorate that they would not have taken their current position had they known what their future within the Garda Síochána held for them professionally. One garda staff representative body stated that garda staff are not well-integrated within the Garda Síochána, that this affects morale and means that the Garda Síochána is not a desirable place of work for civil servants transferring from other government departments. If this belief is shared amongst the larger external public sector workforce, the inability to recruit talented garda staff will present challenges for effective HRM workforce modernisation.

The Inspectorate believes that consideration should be given to the direct recruitment of garda staff by the Garda Síochána rather than by assignment from the wider civil service pool of staff. This would support integration and the assignment of those with specific interest in working in the area of policing support.

Police Staff Integration in Other Police Services

Most police services examined by the inspectorate have inclusive HRM practices and policies directed at both the sworn and police staff populations. Internationally, police agencies have worked to advance integration amongst sworn and police staff and have instituted structures to facilitate an integrated HR service environment.

Many police organisations have benefited from the application of the skills and experience of professional police staff, particularly in advancing change projects. A mixed team brings differing perspectives and while implementing change within the organisation, these teams also model integrated work practices between sworn and police staff. In 1996, an integrated team of police staff and sworn officers developed the Chicago Police Department's operational community policing model that became a best practice model. The Greater Manchester Police informed the Inspectorate that they selected a team of sworn and police staff to reconfigure organisational structures to increase front-line services and police visibility. The Inspectorate noted that, in Manchester, both the sworn and

police staff demonstrated integrated work practices, acting as equal partners in describing project goals as well as contributing to questions by the Inspectorate. Integration of police staff and sworn personnel through supportive HRM policies also supports more efficient and effective front line services.

Reporting Structures for Members and Garda Staff

The *Garda Síochána Human Resource Strategy 2011-2013* identified as priorities performance management, competitions and assessments. In some units, garda staff supervisors dealt only with garda staff and supervisory members dealt only with members. In most administrative units where there were both members and garda staff, there was an accepted view that the member was in overall charge. However, sworn supervisors did not display a consistent understanding of the industrial relations issues in managing garda staff in relation to what work they could be assigned, what their specific job requirements were and, in some cases, even their leave entitlements.

The lack of defined reporting structures for all staff within the Garda Síochána's chain of command hierarchy affects its overall efficiency and effectiveness. Garda staff association representatives informed the Inspectorate that, initially, when the staff officers, executive officers and higher executive officers roles were created in the Garda Síochána, senior garda management were unsure of what duties should be assigned to these grades and who operated as their direct report. Subsequently, a working group comprising members of garda management, the Department of Justice and Equality and the garda staff unions was established. The remit of the group was to agree the conditions of the transfer of authority from the Department of Justice and Equality to the Garda Síochána for garda staff. This group reached agreement consistent with the reporting structure recommendations contained in the *Garda SMI Report of 2001*.

In 2008, garda associations requested a review of reporting structures to clarify issues of concern. In 2011, the Garda Commissioner stated that reporting structures will not be established until agreement had been reached with garda management, garda associations and the unions which represent garda staff. Development of an integrated reporting structure is part of the terms of the *Public Service Pay and Reform (Croke Park) Agreement 2010-2014* and the

garda transformation agenda. The Inspectorate has been informed that the issue of reporting structures has still not been agreed.

While primarily seen as an industrial relations issue, the delay and manner in which this process has been managed has contributed to a division between members and garda staff. The Inspectorate notes that many police services have more effectively integrated police staff within their organisations and they work within identified policies and command structures that support an integrated working environment. Finally, the lack of resolution over reporting lines further contributes to perceptions by garda staff that they are not viewed as a valued part of the organisation.

Recommendation 4.6

The Inspectorate recommends that the Garda Síochána finalises the integration of member and garda staff reporting structures as required under the terms of the *Public Service Pay and Reform (Croke Park) Agreement 2010-2014* and the Garda Transformation Agenda, as a matter of priority. (Short term)

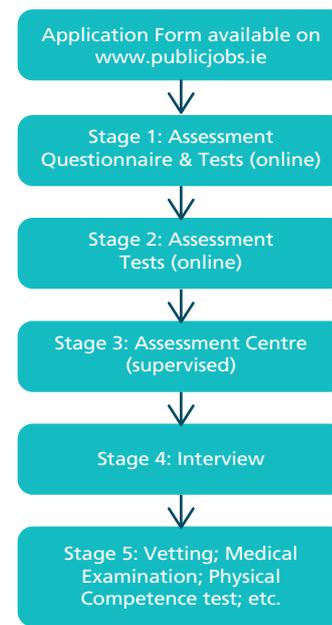
The Garda Síochána's Recruitment Practices

The Garda Síochána relies upon the Public Appointments Service (PAS) to manage the recruitment process for members, garda staff and reserves. While the PAS run the general process of recruitment, it is important for the leaders of the Garda Síochána to engage with the public to generate interest in the Garda Síochána as a career. Ongoing outreach and engagement from the Garda Síochána demonstrates a commitment to ensuring it recruits the best possible candidates by drawing from a wide pool of informed applicants.

Garda Member Recruitment

The Garda Síochána has engaged with the PAS to conduct its recruitment process for new members. Essentially, it is a static process, wherein candidates can register their interest on the PAS website to be informed when any recruitment campaign is initiated and can apply for the position on the website as soon as the campaign becomes live. The weblink for finding out more information redirects an applicant to the PAS internet homepage. As identified in Figure 4.14, the application process is sequenced and becomes more intrusive as the applicant advances.

Figure 4.14 The Garda Members' Application Process



Source: PAS Website, Garda Application

It would be more efficient to allow for rolling applications ahead of future recruitment processes. The last application process ended in January 2014. Allowing for an ongoing application process would ensure that there is always a pool of candidates ready for testing and this would be a way to maintain interest in the Garda Síochána as an employer. Once applicants are registered, a variety of initiatives and contacts could be used to maintain interest and further develop the candidate pool.

Very little in the way of public engagement has occurred for recruitment campaigns. Social media and marketing campaigns could generate interest and inform applicants of the range of employment opportunities within the Garda Síochána. Applicants who are eligible for recruitment could also be engaged with the Garda Síochána in a more positive way, with ongoing updates, information about the organisation and even tips about preparing to enter the Garda College.

Garda managers informed the Inspectorate that due to the period of time that passes between testing and joining the organisation, many candidates have lost interest or have taken up other employment opportunities. In part, they felt that it was due to the lack of contact as there is no continued engagement with applicants until a recruit intake is sanctioned. This process can take months and, in the case of the current applicants, almost two years. It would be more

effective and efficient to contact these candidates regularly from the time of their initial application until they join the organisation or receive a start date.

The Garda Síochána should work with its public sector partners and review its current recruitment strategies. The 2014 test to become a member generated 24,000 applications. The Garda Síochána is fortunate, as many other police services sometimes struggle with recruiting qualified personnel. However, only 300 new members were recruited as of February 2015, a rate of slightly more than 1% of the applicant pool. It is a highly inefficient recruitment process as the vast majority of applications will not result in recruitment to the Garda Síochána.

The advantage of the large applicant pool is the ability to be highly selective in the recruitment of incoming gardaí. However, it is not known at this time whether the applicants are the optimal candidates given the broad application standards. While the application process has been automated, the eligibility criteria for trainee gardaí have not changed significantly for many years. Unlike other police services, the Garda Síochána does not require that applicants possess a driving licence, first aid skills or higher academic education. The Garda Síochána requires that applicants should:

- Be of good character.
- Be certified by a Registered Medical Practitioner to be of good health, of sound constitution and fitted physically and mentally to perform the duties of a member of the Service.
- Have passed a Physical Competence Test.
- Be 18 years of age but not yet 35 years of age.
- Be a national of a European Union Member State; of a European Economic Area State or the Swiss Confederation; or be a Refugee under the Refugee Act, 1996.
- Meet certain educational and language requirements.⁹

Later in this part of the report, reference is made to encouraging those who are interested in becoming a member to join the organisation in a garda staff or garda reserve capacity prior to submitting an application to join.

⁹ Certain specifications and exemptions to this requirement are listed on the Garda Síochána Website.

Garda Staff Recruitment

As highlighted in the previous part on Workforce Modernisation, garda staff were first introduced into the organisation in 1970. Garda staff are generally recruited through the PAS in addition to a level of redeployment from other civil service departments and offices. The vast majority of people recruited are at clerical officer grade; however there has been some targeted recruitment of people with specialist skills and for more senior positions.

The Inspectorate is recommending a major increase in the recruitment of garda staff to assist the modernisation programme. This will require a review of the existing recruitment practices to ensure that the candidates who are selected best meet the needs of the organisation.

Garda Reserve Recruitment

The Inspectorate believes there is room to develop a more strategic process for recruiting Garda Reserve members. Reserves can be a force multiplier and are a means by which to engage diverse communities in policing issues to generate better understanding between the Garda Síochána and the public.

Reserve recruitment is currently passive. The application and a description of the recruitment process are available on the PAS website. The public is informed that reserve applications are open ended, with no set recruiting or sunset date for the application. Little detailed information is provided and those seeking more information are directed to the garda website. After entering a search on the garda website, general information regarding the Reserve is provided. The website is not interactive and does not appear to have been recently updated. The Inspectorate believes that the recruiting processes for garda reserves needs to be energised through better communication strategies, inclusive of direct community contact and social media.

Other police services engage in a range of activities to recruit volunteers for their programmes. Many hold public meetings and provide recruitment ambassadors or other persons with information regarding their programmes for community and school events. Some police services link the more interesting aspects of policing to their recruitment materials and engage internally to ensure that personnel advocate for community outreach in support of their programmes.

During its review, the Inspectorate visited many stations and did not observe evidence of any active recruitment of reserves, even through the use of posters. Serving reserves could be encouraged to recruit others for the organisation. An interactive website, targeted local recruitment by servicing members and reserves as well as active community outreach would generate additional support and volunteers for the Reserve. As a function of leadership and legitimacy, engaging the diverse communities of Ireland to provide volunteer reserves should be visibly championed by garda management. Gardaí need to be active ambassadors for the Reserve programme, both through their daily actions and within the communities which they serve.

Recruiting for Diversity

Modern police services work to embrace diversity and to reflect the communities they serve. Community engagement can lead to a greater sense of trust in and respect for the police service by citizens, while strengthening the organisation's ability to identify and attract quality staff (Pearsall and Kohlepp, 2014).

According to the Irish Census of Population 2011, 12% of the population in Ireland are non-Irish nationals. The ability to interact effectively with these new communities is an issue of concern raised by garda staff and members during the Inspectorate's operational visits. In addition, as part of its recruitment process, the Garda Síochána should ensure that its selection processes do not create unintended challenges for applicants from diverse backgrounds.

Given the lack of recruitment within the Garda Síochána in recent years, diversity has not been significantly advanced. The Inspectorate recommends that the Garda Síochána reviews its recruitment policies and identifies ways to become more inclusive for newly arriving communities. Other police services found that recruiting volunteers into policing and the expanded use of police staff resulted in higher levels of diversity in those roles. Increased recruitment of garda staff and reserves provides an excellent opportunity to bring people into the Garda Síochána from the broader community. Many of these people may later decide to apply to become a garda member.

Recruitment Strategies of Other Police Services

Most other police agencies have expanded the requirements for new recruits in response to the complexity of modern policing. Some agencies prioritise recruitment for certain skills or other issues, such as diversity, as established by

government polices or organisational goals. Many U.S. agencies require a minimum level of college education. Some, like the Federal Bureau of Investigation, recruit specifically from those with advanced degrees including engineering and accountancy, to address complex areas of criminal conduct. Some U.S. police agencies provide preferences for military experience or membership in cadet and volunteer programmes. The U.K. is moving towards a programme of pre-certification for newly recruited constables, which requires completion of certain programmes in advance of recruitment. This ensures that motivated candidates apply for positions and ensures that they have a good level of knowledge and competencies. In many agencies, drug and alcohol testing is part of the recruitment process as a means to ensure the integrity of the candidate pool. Overall, targeting an applicant with the skills prioritised by the police service is a growing trend internationally. This is also a means to ensure that candidates are suitable and fully qualified to serve as a sworn officer.

Police services continue to review and refine their recruitment practices to ensure they are the most effective and efficient in attracting quality recruits. Most engage in significant analysis of workforce needs and competition for candidates, and engage in recruitment strategies based upon those needs.

As induction training is a significant investment for an organisation, many police services are reviewing recruitment and training of their officers. Some are relying upon pre-induction programmes, in addition to heightened recruitment criteria, as a means to ensure motivated candidates while reducing the training time and cost for new recruits. Some police services are expanding their use of direct entry as a means to reduce training time and costs, as they are able to recruit police officers who are already trained. More efficient practices in recruiting lead to better candidates and efficiencies in training and development.

Direct Entry to the Police Service

Several police services are participating in an initiative to directly recruit people to the rank of superintendent. The Direct Entry (Superintendent) Programme in the U.K. is designed to attract highly talented leaders from outside of the policing environment to come into the police service at a senior rank, bringing fresh perspectives and new ideas. Candidates are trained over eighteen months, and provided with coaching and mentoring, to equip

them with the skills to excel as superintendents. The first intake of candidates has completed their initial training course and nine police services have asked to participate in the second round of recruitment. This scheme awaits a full evaluation. Currently there is no direct entry scheme to the Garda Síochána for applicants without policing experience to become members above the rank of garda. There are processes for garda staff that allow the selection of people with the skills and experience to manage at the highest level such as the Chief Administrative Officer and the appointment of the Executive Director HR and People Development. Garda analysts are good examples of the direct recruitment of garda staff with role-specific skills.

Workforce Planning Review for Applicants

Analysis of the applicant pool and recruits to the Garda Síochána could provide for evidence-based recruitment and training strategies in the future. It could also help to inform future recruitment programmes to identify those skills present in the applicant pool which are a priority of the organisation. Sufficient diversity in the applicant pool to fit organisational goals should also be explored. For these applicants, a review would inform what differentiates the successful applicant from others. Qualifications may also be readily present in the applicant pool, such as driving and computer skills. As the Garda Síochána refines its application and training development practices, it will be able to match skills needs more efficiently to the organisation and tailor training to match the skills gaps in the application pool.

Recommendation 4.7

The Inspectorate recommends that the Garda Síochána works with the Public Appointments Service to develop a strategic plan for ensuring efficient and effective recruitment practices to attract a diverse range of high quality candidates. (Medium term)

To achieve the above recommendation, the following key actions need to be taken:

- Review the member applicant pool to identify the education, skills and abilities that contribute to successful entry and completion of the foundation training programme.
- Develop a more efficient member application process, including rolling applications.
- Review the current process for recruitment of garda staff.

- Develop a retention strategy for those selected and awaiting a start date, in order to reduce the attrition rate.
- Develop a proactive recruitment process for Reserve members, particularly those from diverse communities.

Recruitment of Police Volunteers in Other Police Services

Other police services engage in a range of activities to recruit volunteers for their programmes. Many hold public meetings and provide recruitment ambassadors or other persons with information regarding their programmes for community and school events. Some police services link the more interesting aspects of policing to their recruitment materials and engage internally to ensure that personnel advocate for community outreach in support of their programmes.

Transfer Entry and Other Recruitment Processes

Most police services have recognised the value of recruiting fully-trained police officers from other parts of the world. Police services in Australia, New Zealand and Canada are specifically targeting police officers from Ireland and the U.K. This type of recruitment brings high skill levels, provides fully trained officers and brings added diversity to these police services. Other benefits include a much shorter training course, rather than requiring those officers to complete the full foundation training. There is also an operational advantage to such transfers by rapidly filling critical gaps in front-line services.

All of the U.K. police forces, and many police departments in the U.S., allow for expedited or transfer entry for police officers. Many police services also provide entry level transfer opportunities for those in supervisory and executive roles. Police Scotland openly recruits for direct transfers via its website, identifying the precursor requirements for consideration. This includes a two and a half week training requirement and no probationary period for those who transfer. In this case, trained officers are able to be deployed to operational duties quickly.

Ireland has a disadvantage for transfer entry given it is a national police service and does not have the same number of police services as other countries. However, a significant number of Irish citizens and some ex-gardaí have emigrated and joined other police services. These officers should be able to transfer directly into the Garda Síochána, without the need for full training or to enter as a

probationer garda. A transfer entry plan could also address particular organisational skills gaps such as targeting those with investigation, firearms or driving skills.

There are also opportunities to provide transfer opportunities at the highest ranks of the Garda Síochána. In most of the police services engaged as part of this review, the Inspectorate found a much greater diversity, mix of skills and experience in the senior management teams where people have worked in different police services. All of the gardaí in the senior management team joined the Garda Síochána as student gardaí and have not served in other police services at senior levels. There are clear advantages in experiencing policing in different areas and bringing that learning to another organisation. Within the senior garda staff, there are members of the top team who have entered the Garda Síochána at senior positions and have experience of working in other private and public sector organisations.

The Inspectorate welcomes recent developments that support transfer entry. This includes the recruitment of a superintendent on promotion from the PSNI as well as the open recruitment for the Garda Commissioner and the Deputy Commissioner posts. However, there is no established process that allows a fully trained police officer from another police service to enter at garda or supervisory levels, without fully completing the foundation training course.

Entry Levels for Garda Staff and Garda Reserves

Many police services in the U.K. have prioritised the recruitment of existing police staff and special constables (reserves) for entry as police officers. There are a number of important benefits with this approach, including an incentive scheme for people to join the special constabulary or to become a member of police staff in the interim of an application process to become a regular police officer.

As a result, many police services have seen an increase in applicants to become special constables. Joining as a member of police staff or special constable allows an individual to experience many aspects of policing and provides an excellent opportunity for a person to decide if policing is the right career choice for them. It also allows the organisation to assess individuals against the competencies required for a police officer and to determine if they have the rights skills, abilities and values to become an effective

police officer. This type of recruitment programme will greatly reduce attrition rates of applicants who are selected but are waiting for a date to commence training.

As the Garda Síochána has recently experienced, a large proportion of the people who apply to join the police are lost through the various recruitment stages. The longer the time intervals between stages, the greater the likelihood that people will change their mind or find other employment.

People who are already members of a police service have a good knowledge of many aspects of policing and of how a police organisation operates. With garda reserves, there is an added benefit that they are already attested and trained in many of the powers and skills that are required to be an effective member. Recruiting people from within the Garda Síochána provides an opportunity to greatly reduce training costs through the introduction of an abridged training programme and more importantly, it delivers a member more quickly from the Garda College into operational training at garda divisions.

The prioritisation of recruiting garda staff and garda reserves provides an excellent opportunity to encourage those interested in becoming a member to join the Garda Síochána in another capacity, prior to submitting an application to join as a garda.

Recommendation 4.8

The Inspectorate recommends that the Garda Síochána considers establishing an entry and training scheme for officers from other police services, garda staff and reserves as full-time garda members. (Medium term)

To achieve the above recommendation, the following key actions need to be taken:

- Assess the benefits of appointing Irish nationals and other EU Member State nationals, serving in other police services that have standards similar to those of the Garda Síochána.
- Develop a suitable, abridged training course to take into account the skills of successful candidates.

Employee Career Development

Career development for all staff within the Garda Síochána must become an organisational priority. Career development addresses both the traditional vertical advancement, such as promotions and lateral job movement within the organisation. While advancement within most

police organisations has traditionally been measured by promotion, not all employees are motivated by promotion. An effective career development process recognises and furthers the goals of employees in accordance with the goals of the organisation.

Austerity has limited some of the traditional means of staff development within the Garda Síochána. The Inspectorate was advised that in recent years, internal employee development and training opportunities were severely restricted. Consistently across the units visited, the Inspectorate was informed that there were minimal development opportunities for personnel. As demonstrated in Chapter 4, Part 1 Workforce Modernisation, there are even fewer development opportunities for garda staff given their lower numbers within the organisation. However, development opportunities should be expanded beyond traditional training, even when training budgets are insufficient.

HRM practices must be able to innovate and provide HR support that meets organisational requirements for its staff. The Inspectorate is not aware of any significant internal analysis conducted by the Garda Síochána on how to optimise and develop the skill sets within the existing workforce to advance organisational goals within the HR development framework. Engaging in the workforce planning process, as recommended in this review, will allow for the organisation to become more strategic in identifying and assessing its workforce needs.

Employee development programmes often use HR development practices to identify the long-term career goals of employees. One option is to develop career advancement profiles which allow the organisation and employee to focus on the larger context of the employee's career development (Reynolds, 2014). Unlike traditional performance reviews, the career advancement profiles focus on the long-term career development of the employee rather than a fixed time period for review. It is also a way to develop staff to meet organisational goals and needs by means other than promotions.

As part of the reform programme underway, consideration should be given to utilising an array of staff to support planning and change initiatives. Engaging both sworn and police staff of various ranks and assignments in corporate and change projects in other police organisations has also helped personnel develop strategic policy implementation and project management skills while educating them on

organisational goals and processes. To provide personnel with support and to develop and advance change projects and new programmes, the Garda Síochána should develop HRM practices that recruit talented garda staff and members to project teams. Assigning personnel to corporate initiatives provides training and development opportunities while at the same time helping the organisation meet its goals in a cost-effective manner. Such assignments can be of limited tenure, aligning with the time allocated to the identified project plan, and thereby providing for personnel to return to their primary assignment with expanded skills and competencies. This should however, be weighed against the consequences of abstraction from their core duties which must always take priority.

Training Records

The complete training records of garda personnel are not accessible at the Garda College, but rather are recorded in a variety of locations, including the College, on the Garda Regional Integrated Personnel System (GRIPS) and in local units. Complete training records are critical in ensuring that an organisation has appropriately trained staff and records are sometimes requested in connection with civil actions and criminal prosecutions. However, as currently maintained, they are not always easily or fully accessible. While HRM should maintain the central record of all training, providing access to the College training records will facilitate the oversight of the documentation of training for all staff in a consistent manner. Such a practice will serve to reduce risk to the organisation and ensure that there is constant assessment of skills within the Garda Síochána. This is subject to a recommendation in the following part of this chapter.

Garda Member Advancement

Selection processes within policing often involve transfer into a specialised assignment or promotion to another rank. Selection processes should provide all qualified personnel with an opportunity to compete and advance through the organisation. During this review, the Inspectorate met with numerous members and garda staff who considered that the selection processes within the Garda Síochána were unfair, lacked transparency and did not always ensure that the best candidates were selected. These concerns were raised about organisation-wide promotion and local selection processes, such as assignment to detective and specialist units.

A strategic HR development plan invests in quality assurance programmes that ensure that only qualified staff members are advanced for selection processes. One of the primary responsibilities of police management is the development of future leaders and this occurs by ensuring that all aspects of the organisation, inclusive of organisational operations, support the strategic direction and professional development of qualified personnel (Putney and Holmes 2008). This in turn results in well-trained, mentored staff who are ready to advance corporate goals and strategies. From an efficiency and effectiveness perspective, the more an organisation is able to progress its qualified personnel into positions that develop their talents, the more the organisation benefits. This was further examined in Chapter 3, Part III Leadership and Supervision.

The Garda Síochána has worked with the PAS to improve its selection processes and the Inspectorate commends this partnership. As part of this review, the Inspectorate met with representatives of the PAS in regard to Garda Síochána promotion processes. The PAS was conducting an audit of the promotion process for the Garda Síochána and encountered what they felt to be surprisingly high numbers of garda members who did not believe that the promotional processes were fair. A perception of unfairness has an impact on employee morale and the Garda Síochána must ensure its employees view the selection processes and their opportunities to advance within the organisation as fair.

All selection processes must be open and transparent, with equal opportunities for all applicants. This is a simple, yet fundamental premise. While the Garda Síochána has a unique challenge given the size of its personnel pool, this should not affect the intrinsic fairness of the process, only its management. A HR strategy that is centred on fairness and transparency should drive the selection processes and advancement of all staff.

Various solutions exist to address the perceptions held by personnel that promotions are unfair. The following list is illustrative of the options which could be considered to improve the selection processes of the Garda Síochána. Some of these processes include:

- Standards, such as professional development course completion, for each promotional rank.
- Development tracks which require service in a variety of positions to be eligible for promotion or employee development courses.

- Skills and qualifications submission which requires the candidate to identify what qualifies them to be a supervisor.
- Local managerial input to assess and prioritise those going forward for selection.

There are challenges for the Garda Síochána in updating its selection processes. Currently, the Garda Síochána requires three years' service for sergeant eligibility and two years' service at the rank of sergeant for inspector competition eligibility. There is no pre-interview selection, only the requirement that the member pass the relevant written test at some point in his or her career. In most other police services a knowledge examination is only valid for a set number of years (four to five). Any educational requirements for promotion, including the existing requirement of a degree or suitable third-level educational qualification, are waived if there is three years' service within the organisation. Disciplinary and sick leave records may also factor in selection processes.

The pre-selection standards are very broad and contribute to an inefficient selection process. These issues were also raised in the Inspectorate's discussions with the PAS, who identified that the last update of the competencies for garda ranks was in 1999. To support an open and fair selection system, the Garda Síochána needs to review and improve the following areas:

- Specific criteria for positions, as they relate to knowledge, skills and abilities.
- Establishing a performance management system.
- Postings for lateral and specialised unit movement that develops employee interview and performance skills.
- Career path development practices.
- Tenure standards to encourage rotation and development of staff.

Most of these issues have been raised with appropriate recommendations to address them in this review and in prior Inspectorate reports. To ensure transparent and fair selection processes, the Garda Síochána must seek to develop its personnel, assign them to positions that reinforce their leadership and decision capacity and provide them with open opportunities for advancement. Fair selection processes must be supported through clear, modern HRM practices within the Garda Síochána.

As identified in Chapter 3, Part III Leadership and Supervision, some individuals are promoted within a non-operational unit instead of a posting to operational duties. In most police services examined by the inspectorate, a person would only be considered for promotion upon evidence of leadership in the current rank and in an operational environment.

Member Promotion Processes

An extraordinary amount of garda resources are engaged in the various promotion processes. The *Garda Code* provides that all eligible candidates seeking position as sergeant or inspector are entitled to interview at a Regional Interview Board followed by interviews with successful candidates at a Central Interview Board. This results in high numbers of candidates moving from application stage to formal interview boards. This approach can result in candidates that are not yet ready for promotion moving on to a selection panel stage. In some cases, these individuals may well be promoted without the experience or skills to be effective in the next rank. In many other police services examined by the Inspectorate, filter systems are in place at a local level to ensure that only candidates that are ready for promotion are supported to the next level. This is usually managed at a divisional level and a panel is convened with senior representation from all of the main functions such as crime and operations. To ensure transparency, the panels are managed by a senior police staff HR manager and a staff association representative is invited to attend as an observer. Only those suitable for promotion, who meet all of the competencies of the next rank are supported to the next stage. It is important to provide feedback to all candidates and to ensure development opportunities are provided for those who are not supported at that time. During promotion processes, potential candidates can be distracted from their work due to preparation for promotion panels. Reducing the numbers supported for the various stages of promotions, decreases the risk of an impact on organisational performance.

With current garda promotion panels, the PAS identified that over 200 hours of chief superintendents' time and 1,000 hours of garda time were devoted to a recent promotional process, which resulted in the selection of 57 candidates. The use of a chief superintendent to conduct interviews for garda to sergeant promotions is not consistent with most international practice, which provides for the next rank above to conduct review panels for promotions. In the case of sergeants, this would be inspectors. There is currently no external

assessment of interview panels. In other policing services, promotions are managed through the organisation's HR Department. To ensure that interview panels are consistent, senior HR personnel will observe and assess a small number of the interviews conducted by each panel to ensure that they are assessing individuals correctly and consistently. The current Garda Síochána promotion system is an expensive and highly resource intensive process.

The promotion process is directed at identifying a specific number of candidates, linked to the number of positions sanctioned to be recruited. Many police agencies, particularly large ones, rely upon eligibility lists. This saves resources, provides for transparency and allows for focused development of personnel who will be eligible for promotion in the future. In utilising an eligibility list, the organisation has a listing of qualified candidates who can act up in a position as needed. If a long-term vacancy is expected, assignment of a pending candidate allows for development of the member and provides objective assurance to management that this member has the capacity to serve as a supervisor.

Organisations benefit from a mobility or tenure policy under which staff are assigned to a particular area for a specific period of time and are then rotated to a new position to extend their experience and skills. Such policies are sometimes resisted on the basis of loss of skills from the original unit assignment and a lack of skills for the new role. However, internal mobility can enable organisations to promptly fill vacancies in critical areas, develop employee's skills and increase corporate knowledge.

Interviewers and interviewees must be clear on the knowledge, skill, competencies and abilities required for each position. In addition to enhancing transparency, such clarity ensures that the candidates and selection panel are focused on the precise and essential requirements.

Very little is done internally to ensure candidates are properly developed or informed of the expectations of a garda selection process. Other police services provide handbooks and information sources for selection processes, fully describing expectations and the required knowledge, skills and abilities. Ongoing feedback from panels and past testing are used to help develop and inform candidates for current panels. One senior supervisor recommended use of the Garda Portal or distance-based learning as a pre-development requirement for members who seek to undertake an interview for promotion. It would allow

them to become familiar with the process, develop their knowledge and leadership skills and provide equal opportunity and access for all members.

Finally, in order to address the consistently reported perceptions of unfairness, the Garda Síochána should adopt the practice of many other police services and large organisations which require a declaration by both candidates and members of selection boards as to the lack of personal associations or any conflicts with those being assessed.

Recommendation 4.9

The Inspectorate recommends that the Garda Síochána establishes new promotion and selection processes that are perceived as fair and transparent. (Medium term)

To achieve the above recommendation, the following key actions need to be taken:

- Implement a tenure policy to encourage rotation and development of staff.
- Establish specific knowledge, skills and abilities criteria for positions.
- Improve information about the selection processes, key skills and competencies being sought for the position and how the testing process assesses these.
- Provide training and skills development for potential candidates in key competencies as well as in test preparation and study practices.
- Institute pre-interview filtering to ensure that interviewees are skilled, talented personnel suitable to the position.
- Assessment boards should be comprised of members who are no more than two grades or ranks above the competition level.
- Introduce a declaration process for both candidates and members of selection boards to identify personal associations or any conflicts with those being assessed.
- Introduce an organisational review of the testing outcomes to ensure that performance development and training are addressed.
- Ensure that the default position for promotion assignment is an operational post.

Garda Staff Advancement

All staff need to feel valued and have an opportunity for advancement should they choose to develop further in their career. During the austerity constraints of recent years, the development and promotion of members has continued to some extent, but the same does not hold true for garda staff. Between 2009 and 2014, a total of eighteen promotion competition opportunities were held for members, resulting in 526 promotions to various garda ranks. This compares to the single garda staff promotion competition for HEO grade out of which ten promotions were made.

The Inspectorate notes the fact that a number of high-level positions have been filled by garda staff managers, some of which are included in the Executive Team of the Garda Síochána. Garda staff management positions within the Garda Síochána now include the Chief Administrative Officer, Executive Director ICT, Executive Director Human Resources and People Development, Executive Director Finance and Services, Director of Communications and Head of Legal Services. These recruitments are a welcome start to the overall workforce modernisation programme, but there is significant room for improvement in the advancement of garda staff throughout the Garda Síochána.

The lack of opportunities for advancement, particularly in light of the fact that garda staff are no longer part of the larger Department of Justice and Equality workforce, is a significant challenge for establishing resilience within the professional garda staff of the Garda Síochána. Senior garda staff managers spoke of the challenges in retaining and developing garda staff given the limitations they face in regards to workforce mobility. The inability to establish clear reporting structures, as referenced earlier in this part, contributes to ongoing perceptions that garda staff and garda staff managers are not supported by or integrated with the goals of the organisation. The Inspectorate was consistently informed by senior garda managers that the low numbers of garda staff and garda staff managers were attributable to the moratoriums on recruitment and that sanction had been sought for garda staff positions without success. Unit level managers identified a need and tried to improve professional opportunities for garda staff, however, they informed the Inspectorate that these efforts were limited. The Inspectorate was not made aware of any specific organisational workforce plan that seeks to develop and advance professional garda staff within the Garda Síochána.

During this review, the Inspectorate was informed that skilled garda staff, such as the crime analysts, are increasingly being recruited by the private sector. In accepting private sector employment, skilled garda staff, who often develop significant skills as a result of on-the-job experience, obtain enhanced working conditions including salaries, support and career advancement. There is potential for subsequent impact on organisational efficiency, because when skilled personnel resign, a gap is created for the function they were performing. This in turn increases the workload for remaining staff or, given the recruitment moratorium, requires replacement with members. Even if sanction is obtained for replacement of skilled staff, they are often replaced by new staff, who must still learn the specifics of their position and the unique aspects of working within the Garda Síochána.

An increase in the overall numbers of garda staff will provide consequential opportunities for advancement and reduce the need for staff to leave the organisation for promotion. The development of career opportunities for garda staff is an area that requires improvement if the Garda Síochána seeks to continue to provide a professional police service.

Employee Support Practices

Retaining experienced and skilled staff is vital to ensuring effective police operations. While supportive employment practices can encourage staff to remain in an organisation, retirements are part of any organisation and often compulsory because of an age limit. However, public policy can affect the rate at which retirements occur, which in turn can affect organisational resilience and retention of institutional knowledge. From a HRM perspective, the reality is that apart from recruitment, the officers who remain in service become a more valuable commodity. The overall figure for departures of members from the Garda Síochána since the imposition of the 2009 moratorium on recruitment is outlined in Figure 4.15 (Department of Justice and Equality, February 2015).¹⁰ While the numbers vary from year to year, retirements are always an issue that require HR forecasting.

Figure 4.15 Annual Departures of Members from the Garda Síochána

2009	2010	2011	2012	2013	2014
776	407	480	462	335	291

Source: Department of Justice and Equality, February 2015

¹⁰ Includes voluntary and compulsory retirements, medical discharge, dismissal, resignation and death of serving members.

While the organisation cannot control the fact that the workforce is ageing and progressing towards retirement, staff will otherwise stay with the organisation if they are supported and engaged. Developing greater employee engagement in decision-making, recognising good performance and providing evaluation and feedback mechanisms has proven successful in retaining skilled personnel (Werber and Wilson, 2011). HRM practices become all the more important in ensuring that skills and capacity exist within the personnel pool.

Good HRM practices require the Garda Síochána to assess and mitigate, where possible, those quality-of-life issues that detrimentally affect its personnel. The mental, physical and financial well-being of its employees directly influence the overall performance of the organisation. A variety of work practices have been developed, in part as a response to providing employee support. Various modified workforce arrangements, such as flexible working, are driven by austerity and government support as a means to provide cost savings (Labour Relations Commission, 2013). However, analysis of the impact and outcome of such practices and why employees avail of them should be further advanced within the Garda Síochána.

Alternative Working Arrangements

In order to attract and retain the best quality personnel, many employers are developing innovative practices from work-sharing to telecommuting. Arising out of the negotiations leading to the *Haddington Road Agreement*, revised work practices were identified as a means to achieve greater efficiency in the delivery of public service. The Labour Relations Commission, (LRC), identified that: ‘In order to sustain the delivery of excellent public services alongside the targeted reduction in public service numbers over the coming years, the Parties accept that efficiencies will need to be maximised and productivity in the use of resources greatly increased through revised work practices and other initiatives. The Parties will work together to implement this Agreement to deliver an ongoing reduction in the cost of delivery of public services along with excellent services to the public’.

Flexible Working Practices

Incorporating flexible working practices into the regimented world of policing, which requires a 24/7 service delivery approach, is not without challenge. Within the Garda Síochána, the pilot roster and working hour adjustments that resulted from the *Haddington Road*

Agreement have demanded a significant level of attention from management. Many police services engage in some form of flexible working, which provide options in attracting and retaining competent and dedicated employees. These types of staffing options provide for greater workforce empowerment and may support organisational need, if it allows better recruitment for the necessary skills and abilities.

Flexible working practices have benefits for both the organisation and employees. Given the constraints of a 24/7 service and industrial relations practices, there are challenges to altering work schedules to enhance flexible working, particularly for police operations. Workforce planning can be used to assess how to perform a function more efficiently and whether it is viable for flexible working.

Other organisations that provide the facility for flexible working practices have identified the need for clear guidelines. Employees who have availed of such practices in other police services have identified a need to keep up-to-date with training and legal changes. Some, such as the West Yorkshire Police, provide guidelines for applications for part-time hours and changes to working schedules. In other police services, alternative work practices are used for operational deployment to address peaks in service demand. Additionally, organisations can utilise flexible working as a way to provide for succession ahead of retirement, wherein a job-sharing arrangement provides an opportunity to up-skill individuals to perform in the position.

Flexible working practices also help to maintain diversity in the workforce. The College of Policing in the U.K. identified that of the 6% of officers on a flexible schedule, 93% were female and of the 24% of police staff on a flexible schedule, 85% were female. Alternative working options allow for skilled personnel to continue contributing to the organisation in accordance with work/life balance needs.

Some positions within the Garda Síochána, mostly administrative in nature, are performed under work-sharing arrangements. Both members and garda staff perform in such arrangements. Flexible working arrangements should support and enhance the efficient operation of the Garda Síochána and ensure proper staffing to meet their public service obligations. (LRC, 2013). As of June 2015, 88 gardaí were engaged in work-sharing arrangements while 323 garda staff were similarly employed (Garda Síochána, June 2015).

The Garda Síochána offers career break options to its personnel. The current incentivised career break programme allows for a three-year absence from work. The career break must be taken for three continuous years. Successful applicants for the scheme are paid an incentive payment of a third of gross basic pay and rent allowance to a maximum of €12,000 per year. A second option provides for a once-off payment of 75% of gross basic pay and rent allowance to a maximum of €30,000. As of December 2014, a total of 98 members were on a career break. A further 110 members will avail of the scheme in 2015. While these 208 employees are on career break, a staffing gap in the organisation results, as they are not present for duty and the organisation cannot hire to replace them. The Inspectorate was not advised of any internal review of the impact of career breaks on the organisation. Such information would be helpful from a HR planning perspective in identifying whether there are actions that the organisation could undertake to ensure that these members return to the organisation. The organisational impact is more than operational, as a member who has been absent for three years will need refresher training upon return.

Flexible alternative working practices may support retention of staff, thereby allowing people to continue to work rather than generate a vacancy through a career break. In the U.K., the HMIC commissioned a survey to assess reasons why sworn officers leave the service or request transfers. Officers interviewed identified issues such as:

- A desire for better management.
- To feel valued.
- To have more support, particularly as trainees.
- Improved pay and housing opportunities (Coopers and Ingram, 2004).

In times of austerity, the first three issues raised by officers are ones that can be supported and implemented through improved HRM practices with minimal cost.

As identified in Chapter 3, Part V Communication, surveys and other employee engagement forms serve a variety of management and personnel needs. The Garda Síochána has undertaken an employee survey, which commenced at the time of the appointment of the Commissioner. The Inspectorate supports this initiative and recommends that the results of the process are published. It should become an annual process under which garda management can engage with and generate employee input on HRM

practices. Other police services engage in a variety of practices to provide the basis for an ongoing management/employee conversation that serve to identify HR support needs and planning.

Flexible working practices or work-sharing may not always be an option. However, such accommodation may help to retain staff and provide for a more diverse and engaged workforce.

Employee Health and Well-Being

The nature of the requirements of policing, their impact on personal lives, and personal factors including financial and family stresses can create challenging environments for overall good health. Unlike many other professions, the daily duties of personnel within the Garda Síochána can be fraught with stressful and sometimes violent situations. In policing, traditional job stresses include managing and responding to traumatic incidents or violent encounters. Alcoholism, depression, isolation and other issues presented within the general populations are also reflected in the personnel of police services throughout the world. Developing policies that help support the physical and emotional well being of the personnel within the Garda Síochána is an important HRM role.

Good HR practices include providing information on awareness and developing skills for coping with stress and trauma. In many police services, this also includes ensuring that mental health care is readily available to personnel without stigma or undue burdens in accessing assistance.

The Garda Síochána has a mental health well-being programme in place known as the Garda Employee Assistance Service (GEAS). The GEAS is staffed by thirteen employees. Three employees are based at Garda Headquarters and the others are assigned within the regions. While not counsellors, they are trained in supportive practices and can facilitate connection to further support if needed. Supervisors cannot directly refer personnel to the service, but may make contact with it to advise of their concerns for a certain individual. If the GEAS deems it appropriate, they will contact the person concerned. There is no mandatory requirement to engage with the service and a contacted member can refuse assistance. Currently, some units have a requirement for routine contact with it, as an outcome of their assignment, such as gardaí tasked with child sexual abuse investigations. Even where required, whether services are utilised is up to the individual employee.

Most garda units also have peer support personnel who are trained co-workers that can provide emotional support to other personnel when requested. Such programmes are used in some police services and augment available professional mental health services. During focus group meetings with garda personnel, the Inspectorate was informed by some members of reluctance to access peer support. Members identified various issues in accessing services and had concerns in the request for help becoming more widely known. The Inspectorate was informed that in some units, debriefing or support was provided in a group setting but some staff were not always comfortable with this process. Also, some members outlined how they did not trust the current support structure and felt it was management-driven and would rather try to cope with issues on their own. A range of options provided to members and garda staff will better ensure that individual needs are met.

Alternatively, garda personnel can directly access GEAS to request assistance without going through the chain of command. Access to the service is outlined on the Garda Portal as a 24/7 facility and HRM identified that service personnel often respond out of office hours. The primary obligation is to the individual, but HRM management acknowledges that there is a risk balance if actions or behaviours of the person concerned could impact on their ability to cope with the working demands of being garda employees.

The GRA has engaged the services of an independent mental health professional that provides support to members and advocates on their behalf. This initiative is to be commended and the good outcomes for members have been documented. However, this programme is driven by personal commitment and word of mouth only.

The Garda Síochána should ensure an organisational focus on supporting the emotional health of personnel. Psychologically healthy police officers are far more likely to provide high-quality, professional services to their communities (Kamena *et al.*, 2011). While the GEAS does provide for confidential access, the Garda Síochána should work with its members and garda staff to ensure they are informed of the programmes available and how to access them in a supportive, confidential manner. The Inspectorate has been advised by garda management that the overall programme, including the Peer Support programme is currently under review within the organisation and that

significant work has been done to advance the programme to ensure a more supportive environment for garda personnel.

At the time of finalising this report, the Garda Síochána has requested a tender for a 24/7 counselling service for garda personnel. Included in the tender is the requirement to provide training and education to personnel on overall emotional well-being and access to the available services.

The Government recently announced a Healthy Workplace initiative that aims to improve the nation's physical and mental health. Launching the initiative, the Minister for Health said that it is 'well-established that a healthy workforce is a happier one with low levels of sick leave and greater productivity'. Public service employers are now encouraged to develop a 'healthy workplace' policy to promote the physical, mental and social well-being of employees.

Health and Well-being Practices in Other Police Services

Other police services have addressed the emotional health of their officers in a comprehensive manner through a range of programmes. Within the U.S., many police services provide a variety of options from employee support, outreach and awareness programmes to access to mental health professionals. Many police services, such as the Chicago Police Department, mandate referrals to counselling services following traumatic incidents. Increases in occupational health units, designed to increase access to welfare and counselling services and various proactive health initiatives were found to be cost-effective within many U.K. police services, both in preventing staff from going sick, and reducing the subsequent amount of time spent off work. In some programmes within the U.S., the staff associations' local representatives were used to support and refer officers for services or were trained in peer support.

While the programme structures vary amongst police agencies, most include peer support programmes. The better employee well-being programmes provide a range of services to facilitate officers who need assistance in reaching out for help. Providing an array of options makes it more likely that members needing assistance will seek help, as no single programme addresses the range of needs that might be present within a police service.

Modern police management practices for employee well-being should:

- Refute the myth that seeking help will cost officers their jobs by assuring officers that seeking help is a sign of strength, not weakness.
- Remove the stigma that often accompanies seeking help.
- Promote the idea that seeking help can be a step toward becoming an improved and healthier officer.
- Ensure that this philosophy is endorsed by managers as well as supervisors and is represented in both words and actions.
- Train officers in healthy self-care rather than maladaptive coping strategies such as excessive alcohol consumption, isolation, or other avoidance strategies.
- Provide for classes on the importance of resilience during academy training, stressing the personal skills and talents law enforcement officers already possess (Clark *et al.*, 2012).

In addition, the Inspectorate would also identify the need for:

- In-service training regarding the need for ongoing self-care and awareness for colleagues.
- Allowing only trained professionals to support staff encountering traumatic incidents.
- Providing for mandatory debriefing following traumatic incidents, as defined by policy.
- A confidential self-referral process for individuals.

Ensuring that the mental health needs of employees are properly addressed can contribute to better overall performance of the organisation and provide employees with a sense of support. The Inspectorate is encouraged by the earlier referenced review of the existing employee support systems within the Garda Síochána and looks forward to the implementation of an effective, supportive policy and practice. Management support, a continued focus on awareness and training, and a variety of options for garda well-being are key to maintaining overall good health.

Recommendation 4.10

The Inspectorate recommends that the Garda Síochána develops a modern, supportive employee assistance strategy and service with access to professionally trained counsellors. (Medium term)

To achieve the above recommendation, the following key actions need to be taken:

- Engage in proactive outreach programmes and CPD training to support members in maintaining healthy practices.
- Ensure that all levels of supervisors are provided with awareness training to identify those in need of support and how to refer them for assistance.
- Provide for a mandatory debrief following traumatic incidents, as defined by policy.

Attendance Management

Sick Leave Management

Strong oversight is required for the management of sick leave, particularly in police organisations that provide a 24/7 service. Sick leave policies and practices exist not only to support personnel, but should also support operational needs. Absences due to sick leave result in shortages in units and can impact on front-line service delivery. For every garda member who is absent on sick leave, another is required to respond in his or her place, as the calls for service and other policing functions do not wait. Garda staff functions may also need to be reassigned or delayed due to sick leave.

Internationally, many police services measure sick leave in two ways: overall days lost and scheduled working days lost due to sickness. The use of working days lost provides a more accurate benchmark of sickness levels.

Sick leave policies support employees who are ill or injured and who may be unable to come to work. They also serve to provide guidelines for managers relative to employee support. Nevertheless, every time an employee is absent, it results in costs to the organisation. Within the private sector, businesses with more than 50 employees have an average absenteeism rate of 5.4 days annually (Small Firms Association, 2014). A 2015 report by DPER identified that 2013 sick leave absences in the Irish public sector averaged 9.5 days per employee, and the annual average days of sick leave absence for garda staff for 2013 was 12.4 days (DPER, 2015).¹¹

In order to ascertain a more accurate picture of working days lost due to sickness for garda members, the Inspectorate reviewed the use of sick leave during its *Resource Allocation* inspection published in 2010. The SAMS system (recommended in that report) was not in place and there was no easily accessible real-time sick leave management information available. At the time the Inspectorate had to

examine individual handwritten attendance reports (S4s). This analysis carried out in 2007 indicated approximately 10 working days taken for sick leave per member per year. For this review, the Inspectorate requested and received from the Garda Síochána, specific internal records (S4 reports) of actual duty days lost through sick and injury of all members for 2013; which was reported to be 173,930 duty days lost or thirteen duty days lost per member.

In April 2014, the new Public Service Sick Leave Regulations came into effect. In that year, the number of days lost to sick leave per member decreased to the 2007 level of ten days. This reduction had the effect of adding back the equivalent of 236 garda members lost from 2007 in just one year, without additional recruitment.

There are two distinct electronic data systems that record sick leave absences in the Garda Síochána, one for garda staff and one for members. The Sickness Absence Management System (SAMS) records sick leave absences for members. As mentioned above, SAMS provides limited data in support of robust analysis of sick leave absences. The range of days off includes the total number of calendar days that a member is absent, rather than just the scheduled working tours. In addition to SAMS, the Garda Síochána uses a duplicative paper process, using a Form S4, on which is recorded the actual working days lost to sick leave absence during a sick leave period and it was used to provide the above data for the Inspectorate.¹² SAMS does not account for days off due to injury on duty, while the S4 forms do. The S4 forms generate a more accurate representation of actual working days lost to sick leave absence within the organisation, but are not readily accessible and cannot be analysed in the manner that SAMS or the garda staff system allows. Good sick leave management can generate efficiencies. However, it requires accuracy in projection and recording actual tours lost to sick leave, in order to measure and address the impact sick leave has on staffing and operations.

The Inspectorate believes that the implementation of the Human Resource Information Management System (HRIMS) recommended in this report will rectify the inconsistencies and information gaps identified in this review. It will also provide the Garda Síochána with the tools they need to manage their most important resources in a more efficient and effective way.

¹¹ It should be noted that this figure includes days off and was adjusted by 5/7 to account for those days.

¹² The Garda Síochána records tours lost per month at divisional level and returns are forwarded to the Sick Leave Section at monthly intervals throughout the year on the official S4 form in accordance with the *Garda Code* 11.31 (5)

Regardless of the method used to record work days lost to sickness, reducing the average number of tours of duty lost to sickness and injury through better health, sick leave management and member absence support can result in immediately adding full-time equivalent (FTEs) to the organisation without additional recruitment. The Inspectorate has calculated that for every one day reduction in the average sick leave use by all members, the equivalent of 70 officers will be returned to duty, without increasing personnel. In the case of garda staff, every one day reduction in the average sick leave taken will result in the equivalent of nine garda staff returning to duty, again with no increase in staff numbers.

Management of Sick Leave in Other Police Services

Sick leave absences are a significant management issue for most police services. The calculation and oversight of sick leave varies amongst police services and is often dependent upon the industrial relations agreements and administrative practices in place. Other police services calculate long term sickness and injury on duty differently and distinct from regular sick leave. Some agencies measure sick leave in hours rather than tours of duty. While some have significant restrictions on the total amount of sick leave allowed, others do not. Therefore, there are significant challenges to developing exact comparisons. However, it is clear that the hours lost to sick leave, the personal health issues faced by ill or injured personnel and the subsequent demand upon remaining personnel, all add additional stress to a resource constrained workforce. Regardless of reasons, managing the health care and additional deployment demands arising from members who do not report to work due to illness or injury is challenging.

A number of police services have implemented new and improved sick leave management systems. Supervisory oversight, visits and return to work interviews are common management practices evident in the sick leave policies of many police services. The U.K. Health and Safety Executive identified that training in interpersonal skills and absence management for supervisors and good support from occupational health services and well-being initiatives had a positive impact on sick leave (Home Office, 2007). The Home Office in the U.K. has identified that detailed data is needed to develop effective sick leave policies and to allow managers to monitor employees' use of sick leave.

An audit undertaken in 2009 in New South Wales identified trends in public sector sick day absences, including those associated with weekends or holidays, as potential areas to monitor (Auditor-General's Report, 2010). In a year-long study of long-term sick leave, the Royal Canadian Mounted Police identified that to support good management practice, an organisational culture is needed where individuals consider their attendance as important and that appropriate support measures are in place to address cases of ill-health or injury. The sick leave management practices have been supported by data to allow for detailed analysis, which have informed policies and practices to identify and overcome negative trends.

Proactive Attendance Management

Given the size of the Garda Síochána, consistency in the management of sick leave absences across the organisation is important. A well-documented sick leave policy is the foundation for effective sick leave management. Such a policy should include initiatives to encourage a healthy lifestyle, provide health screening, emotional support and practical mitigation of operational exposure to health risks.

Sick leave management and the use of sick leave should be monitored for trends, efficiencies and potential improvements. Good practices need to be identified and shared. In 2009, the Comptroller and Auditor General (C&AG) made recommendations for improving sick leave management within the civil service. These recommendations remain consistent with good practice in other policing services and include:

- Updating sickness absence policies and guidance to simplify the management of sick leave.
- Establishing and communicating the attendance policy to increase staff awareness of policies and rules.
- Expanding the responsibilities for absence management to line managers.
- Establishing comprehensive guidance on consistent absence measurement and management.
- Improving the recording of absences to ensure that information is complete and accurate.
- Reporting absence statistics at management level and establishing targets for absence reduction (C&AG, 2009).

In the Garda Síochána, members utilising sick leave have access to the Doctor Payment Scheme, wherein members are reimbursed for personal doctor visits. For the period March 2013 to March 2014, overall expenditure for the scheme

was €2.2 million for approximately 43,000 doctor visits, or an annual average of 3.3 visits per garda member (Garda Síochána, 2015). The management of the Doctor Payment Scheme within the Garda Síochána should be reviewed and assessed for effective and efficient delivery of services. The Inspectorate recommends that the Garda Síochána advance strong governance over sick leave through a HR strategy that establishes focused management for sick leave policies and practices and audit of all uncertified absences.

This review has identified an absence of professionally trained HR advisors who are available at local level on a day-to-day basis to assist with managing attendance management. A recommendation on this issue is contained in Chapter 2.

Limited/Light Duty Practices

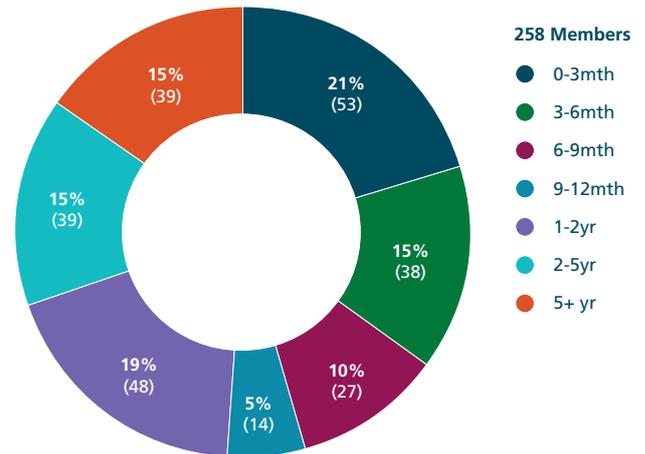
Many policing services make available light or limited duty assignments for officers, usually temporary in nature, who because of illness or injury, are unable to perform the entire range of duties required of a sworn officer. Some policing organisations are moving towards a categorisation of limited duty to avoid the potential for negative image of such postings. A limited duty system is beneficial to the organisation as the people are making a valid contribution despite sometimes working less hours or days. In part, the limited duty accommodation is made because, unlike many other work environments, police officers cannot always perform the full range of operational duties if convalescing from a serious surgery, an injury or illness.

There is normally a category associated with light duty status known as ‘injured on duty’ which arises out of an officer being injured while engaged in the performance of his or her duties. Within the Garda Síochána, those officers who on the medical advice of their doctor are fit to perform alternative specified duties (limited duties) are allowed to perform some roles, normally an administrative position.

Many police organisations struggle with supporting limited duty personnel while maintaining operational deployment efficiencies. Due to the number of officers in such categories and the need to maximise resource efficiency, other police services have specific processes directed at facilitating the return of limited duty personnel to full duty status as soon as possible and limited duty should not extend beyond twelve months. With overall reduced numbers of members, it is very important to get those on limited duty back to full duty status as soon as possible. Management of limited duty personnel is a challenge for operational

managers. A limited duty policy must not only meet the needs of individual officers but must be balanced to ensure the operational capacity of the police service. Personal health concerns of the officer must be considered against the manager’s need to address the reduction in resources for deployment to the front line.

Figure 4.16 Duration of Time on Light Duty or Reduced Hours



Source: Garda Síochána, March 2014

As outlined in Figure 4.16, there is a total of 258 garda members on limited duty or restricted hours. This is the equivalent staffing of a small division within the Garda Síochána. Thirty-nine members on limited duty status were also on reduced hours. However, an additional nine members were considered fit for full duties with reduced hours due to medical need. There needs to be a review of the use of reduced hours in conjunction with full duty status.

An analysis of the members on limited duty or reduced hours identifies that 238 are at garda rank, nineteen are at sergeant rank and one is at superintendent rank. Figure 4.16 also provides an overview of the duration of time which the members are on limited duties or reduced hours. The largest individual category for the length of time members have been on light duties or reduced hours is 0-3 months (20.5%). However, of concern to the Inspectorate is that 30% of the members on limited duty or reduced hours status are working in that situation for over two years. Approximately 126 (49%) personnel have been in a limited duty/restricted hours status for more than one year and may be demonstrative of a less than rigorous return to duty programme. The review of their status and whether they will be able to return to full duty or be medically retired should be considered by the Garda Síochána.

The Inspectorate was informed that there is no centrally managed or specific policy in place that relates to limited duty practices within the Garda Síochána. However, HRM advised that it is currently reviewing the matter throughout the organisation. This is a necessary undertaking and the Inspectorate awaits its timely review and implementation. The Inspectorate was informed that since 2000, forced medical retirements have dropped significantly from 40- 50 per year to four or five per year.

There is a focus by police managers in recognising light duty practices, as linked to performance expectations, managing and assisting injured employees and, in as far as practicable, assisting the employees return to full duty. As with any HR policy and particularly one that addresses occupational ability, the first step for effective management of limited duty practices is to establish clear policies that define:

- What is limited duty and, more importantly, when is it available?
- What are the expectations for employees?
- What are the obligations of the employer?

The policy should clearly identify posts or functions suitable for limited duty. These are known as the essential job functions or *bona fide* occupational requirements. Once these are established, whether a member can perform them becomes a matter of objective measurement to apply in consultation with health professionals.

It is difficult to compare limited duty policies across police services due to different legislative and industrial relations practices. Nonetheless, many police services have restricted the number of positions available for limited duty officers and the time they can remain assigned to such positions as they attempt to bolster front-line deployment. However, organisations need to first identify the objectives, standards and requirements for the limited duty category. In the management of light duty, the requirements for line managers, HR and the medical support services, should be clearly defined within the policy as well. Many police services use medical doctors to review limited duty officers on a regular basis to facilitate their return to work. Some of these include routine consultations with treating physicians to monitor the progression of treatment and a focus on return to full duty status. Clearly articulated goals and policies provide guidance and serve to ensure consistent decisions and practices around limited duty within an organisation that serve both employee and management needs.

The Inspectorate was informed by the Garda Síochána that the use of limited or reduced hours operates inconsistently across the organisation. This is an area that warrants closer inspection. Ideally, as part of the workforce planning process advocated within this review, the Garda Síochána will develop consistent and appropriate positions for members who might be assessed as having light duty status. This will ensure the effective use of these members, particularly given the large number in this category. Additionally, focus needs to centre on ensuring the return to full duty for members on light duty. Standardised practices and reporting between the treating physician and the Chief Medical Officer (CMO) will facilitate management of personnel in the light duty category.¹³ Finally, line managers need to work with and support members on light duty status to ensure that they are capable of performing the duties as assigned and to ensure adequate support while convalescing. The Inspectorate believes that it is essential for HRM to establish an effective policy which assists both managers and members in managing this practice.

Summary

A clear attendance management policy combined with good technology is of critical value to a high-functioning organisation. The policy clarifies employees' rights and obligations as well as guiding staff towards assistance available in the workplace when illness or injuries arise. Supervisors benefit from a clear policy which can support and encourage proactive management of attendance despite injury, illness or other reasons. It is important that such policies are developed in conjunction with key partners so that all reasonable circumstances can be taken into account and that all parties understand their responsibilities and obligations.

Recommendation 4.11

The Inspectorate recommends that the Garda Síochána develops a clear, comprehensive attendance management policy to reduce the number of working days lost. (Short term)

To achieve the above recommendation, the following key actions need to be taken:

- Engage with key stakeholders including staff associations, unions, management and the Chief Medical Officer.

¹³ The role of the CMO is the assessment of fitness to work and health surveillance of all levels of staff in the Garda Síochána.

- Develop a system to provide accurate attendance management data for both members and garda staff.
- Develop a health and well-being programme for all employees.
- Establish clear responsibilities and local support for supervisors for ensuring the well-being of members and garda staff.
- Establish routine audits of absence records, particularly for uncertified absences.

Recommendation 4.12

The Inspectorate recommends that the Garda Síochána develops and implements a policy to reduce the number of people on limited duty or reduced hours with a view to facilitate their return to full duty. (Medium term)

To achieve the above recommendation, the following key actions need to be taken:

- Define the full range of duties and capabilities needed to perform as a member.
- Establish guidelines regarding length of duration for limited duty functions.
- Review whether members in the reduced hour's category should be classified as full duty.
- Develop centralised management and oversight of members on limited or reduced duties.
- Conduct regular reviews by the Chief Medical Officer of all members on light or reduced duty for determination of reasonable prognosis to return to full duty.

Performance Management

Performance management provides the framework under which to measure and assess the organisation's activities in support of its goals and strategies. It contributes to the effective management of individuals, teams and command units in order to drive organisational performance. It is also a strategy that connects every activity of the organisation within the context of its human resource policies, culture and communications systems. Throughout this report, the Inspectorate has identified the key impact of these issues on Garda Síochána practices, with recommendations for improvements to obtain greater effectiveness and efficiencies.

Police officers serve in a complex role that requires sound decision-making capacity and action. Effectively measuring individual performance is a challenge for policing services across the world. Officers are required to balance a variety of demands in engaging with the public as part of their

daily workload. The outcome of those daily interactions with the public provides the means by which to advance the organisational goals and to provide a professional service. Poor performance can also contribute to diminished support for the police organisation due to a poor outcome arising out of the encounter.

This section will provide an overview of why performance management is needed to advance the efficiency and effectiveness of the Garda Síochána as an organisation. It will also review the proposed organisational implementation of the previously piloted Performance, Accountability and Learning Framework (PALF).

Performance Management and Policing

Modern policing covers a wide range of functions including crime prevention, roads policing, response to crime and building strong partnerships with communities.

Performance management allows a police service to involve employees in having a defined role in improving organisational effectiveness. Effective performance management is about aligning organisational goals with staffing and the efficient use of resources in pursuit of achieving those goals. It is used to hold personnel to account for work performance and non-performance, as identified and progressed through the performance review process. Finally, performance management supports good governance by identifying the goals of the organisation, establishing baseline measures to evaluate progress towards these goals and measuring the success in meeting them.

Performance management is a means by which to develop and progress skills necessary to provide for the complexities of a modern police service (CALEA, 2003). While there are a variety of mechanisms used throughout international police services to address performance, many police services use performance management as a means to motivate and hold their workforce to account. Performance reviews address a range of factors in measuring individuals, teams, command units and the organisation as a whole.

A good performance management framework provides evidence-based support for the progression of leaders and skilled staff within an organisation. It also holds non-performers to account in a structured and consistent manner. Repeated or wilful failure to perform to organisational standards is addressed in an incremental process under performance review structures. Where underperformance

is dealt with in a constructive and professional manner, it can result in performance improvements and where performance does not improve, the person is ultimately dismissed (DPER, 2011). Furthermore, a good performance management tool supports the workforce planning process and seeks to identify and develop the skills of personnel in order to achieve organisational goals.

Performance Management in Other Police Organisations

Police services visited as part of this review had performance measurement systems in place. The Inspectorate was informed of examples, particularly within the U.K., that had advanced metrics which were routinely reviewed and updated. Some, such as the Greater Manchester Police, were recalibrating their measures of performance to better reflect the expanded goals and priorities of the organisation. All were focused on developing good service delivery and identified that measuring performance was a way to ensure this and to achieve organisational goals.

There is no single 'good' performance measurement tool for police officers. An effective performance measurement framework is one that is aligned with the priorities of the organisation. Police performance is multi-dimensional and the number and nature of those dimensions is a matter for the agency to determine, as an outcome of its public engagement and organisational goals (DPER, 2011). However, good practice requires having a framework for performance measurement. It further requires the organisation to ensure that its measurement tool is robust and measures the attributes the organisation identifies as important in achieving organisational goals.

Individual Performance Management

The Inspectorate has previously recommended implementation of a performance management system. How personnel are tasked, the assessment of their skills and whether they perform to standards is not currently measured within the Garda Síochána. It cannot operate to true effectiveness and efficiency if it does not set objectives and measure the performance of its employees. All employees should perform to minimum standards in order to advance the Garda Síochána's goals. For its part, the Garda Síochána should ensure that it develops its employees to meet the needs of the corporate vision.

Performance, Accountability and Learning Framework (PALF)

The Garda Síochána made a presentation to the Inspectorate on PALF and outlined its intention to introduce the system as its performance measurement tool for sworn members only. According to the Garda Síochána, PALF is a performance management system for members and is designed to contribute to the effective management and development of members of the Garda Síochána in delivering overall organisational goals and improvement. The Garda Síochána also explained its view of employee performance management as including:

- Planning goals and expectations.
- Monitoring performance.
- Developing capacity to perform.
- Rating performance.
- Rewarding performance.

The PALF system does not provide for a sanction of dismissal where underperformance does not improve.

The PALF programme is being driven by the Change Management Section, which has conducted a significant amount of research and work to advance the project. Under the Croke Park Garda Síochána Sectoral Agreement (2010-2014) it was agreed that the Garda Síochána would be subject to a performance management process and that it would be introduced on a pilot basis. In 2012, PALF was piloted for a twelve-month period in the garda districts of Donnybrook, Tralee and the Garda Bureau of Fraud Investigation and involved a total of 361 members. PALF has not been used in the organisation since the termination of the pilot.

Garda Síochána's Analysis of the PALF Pilot

Other police agencies struggle with effective performance measurement, so the implementation of PALF is an important first step for the organisation. PALF addresses personal and organisational goals within a framework of competencies to improve personal and organisational performance. In advance of the planned full organisational implementation, the Garda Síochána intends to manage challenges identified in the pilot through revised PALF guidelines and training, inclusive of IT support. The Inspectorate anticipates that PALF will need to be further refined, as occurred with the pilot, to advance the overall performance of the organisation.

As it was not operational at the time of the review, the Inspectorate is not in a position to assess or review PALF as a functional model. However, the Inspectorate recognises that the objectives and processes under PALF are consistent with international practices relative to performance evaluation systems within police services. The organisational goals and the process under which staff would be evaluated have been identified. There is a focus on core competencies, engagement with supervisors and documentation of progress towards those competencies.

The roll-out of PALF has had some challenges. The Garda Síochána issued a HQ Directive, *Implementation of the Performance, Accountability and Learning Framework* for six divisions and one specialist section, with a scheduled start date of 10 November 2014. However, the start was delayed and garda management informed the Inspectorate that the introduction is now scheduled to begin in 2015, though at the time of finalisation of this report, a specific date had not been set. The same units will be sequenced as in the original HQ Directive, and the Garda Síochána plans that PALF will be implemented throughout the entire organisation within eighteen months of the start date.

The Inspectorate was informed that PALF will commence in six Divisions (Kildare, Tipperary, Cork City, Louth, Mayo and DMR South Central) and the Garda Bureau of Fraud Investigation (GBFI). Training for PALF will be delivered locally by the CPD units. There are anticipated efficiencies from the new training as it will decrease travel and subsistence costs, in addition to time for travel, as compared to the original pilot training that was offered at the Garda College. Members of garda rank will receive one day's training and supervisory ranks will receive one and a half day's training.

The Inspectorate has concerns over the capacity for a uniform and consistent delivery of training, particularly in light of the training required. The College has not had an active role in the development, delivery or evaluation of the proposed training in advancement of the organisation-wide implementation of PALF. Regardless of location, training the entire organisation is an immense undertaking and may impact on the timeliness of roll-out or effectiveness of the overall implementation of the system if the training schedule is not met. The Garda Síochána has identified that it will be able to meet and deliver the training goals for the implementation plan for the entire process.

There are pressure points within the proposed PALF framework. Challenges facing the new programme include, but are not limited to:

- Ensuring sufficient opportunity for ongoing engagement and review of performance to advance PALF priorities between supervisors and staff.
- Measuring the performance goals and their contribution to the organisation's goals under two different performance measurement systems for garda staff and members.
- Providing sufficient guidance, structure and support to supervisors in effectively addressing underperformance. This is a concern given that the PALF pilot is not sufficiently clear as to how under-performance should be managed and what sanctions can be applied.
- Training and development opportunities within the organisation should be developed to advance PALF review goals of employee development.
- Connecting selection and promotion processes to rated performance.

Notwithstanding the challenges, there are good reasons for individual performance measurement. Employees need to know what is expected of them and supervisors need to know what they can reasonably expect from their staff, as well as how to deal with under-performance and provide guidance and positive feedback. Individual performance measurement is essential for understanding the efficiency and effectiveness of a police service. The performance management policy in the Garda Síochána must have clear processes for dealing with under-performance including a range of sanctions from informal advice up to and including dismissal, as is the norm in other performance management systems.

Recommendation 4.13

The Inspectorate recommends that the Garda Síochána establishes and implements one performance management system for all members and garda staff. (Medium term)

To achieve the above recommendation, the following key actions need to be taken:

- Central monitoring to ensure consistency and fairness of evaluation and in the application of sanction.
- Ensure that clear sanctions are in place to address all levels of underperformance, up to and including dismissal.
- Consider an external evaluation of the new process.

Implementation Outcomes

HRM is increasingly recognised as critical to the achievement of organisational goals in many police services. Addressing structural and process difficulties will improve HR practices across the Garda Síochána from recruitment, selection and promotion to employee support and performance measurement. While action is being taken in the HR area, change is still required to strengthen structures and practices further.

Implementation of the recommendations will result in:

- Clarity of governance, policy, management and decision-making through the creation a single HRM Directorate, where the Executive Director is empowered with the authority to drive the change programme to deliver modern HR practices, and HR business support is devolved to the most appropriate level.
- Integration of member and garda staff reporting structures.
- Efficient and effective recruitment practices attracting a diverse range of high quality candidates.
- Promotion and selection processes that are perceived as fair and transparent.
- A modern employee assistance service with access to professionally trained counsellors.
- A clear, comprehensive attendance management policy reducing the number of working days lost and the number of people on limited duty or reduced hours.
- A single performance management system to cover all members and garda staff with clear sanctions to address all levels of underperformance, up to and including dismissal.

These advancements will deliver improved morale, productivity and well-being, which impacts greatly on the efficiency and effectiveness of an organisation.

CHAPTER 4: PART III

TRAINING

This part of the review will address the establishment of a training governance committee to oversee and drive the development of training that meets organisational goals. The Inspectorate also reviewed the current management structures for all training; including recruit foundation training and ongoing continuous professional development in the Garda Síochána. The Inspectorate notes that the evaluation of training is important when trying to assess organisational effectiveness and whether training supports organisational goals. The Inspectorate strongly holds the view that training is a vital tool in delivering an efficient and effective service and promotes safety for all its members.

A well-trained police service demonstrates the internal discipline and knowledge needed to respond to increased policing demands in an efficient and professional manner. The complexity and significant risk profile associated with modern policing requires training programmes that support improved police services while simultaneously mitigating risks. Members sometimes need to make fast time decisions, some of which may have life-changing consequences. As a result, the value of training in developing a sound decisional framework for all members, garda staff and reserves cannot be underestimated.

A moratorium on recruitment of new gardaí commenced in 2009 and ran through to the end of 2014. This was accompanied with a significant reduction in the number and type of other training courses available to staff. In 2011, training was effectively suspended, although the Garda College continued to provide essential courses, such as firearms, detective and driver training.

During the moratorium, the recruit foundation training programme was remodelled and a new programme was introduced in September 2014. As the programme is new, it is too early for the Inspectorate to assess fully the effectiveness or efficiency of the training now delivered.

Due to the gaps in delivering new training programmes and providing ongoing refresher training, skills deficits now exist that need to be addressed. A well-equipped and well-trained police service will deliver a far more efficient and effective policing service.

Role of Police Training

Training must be responsive to organisational needs, not only in developing the competency of all staff, but particularly so as to provide a workforce with the capability to respond effectively to operational policing demands. Training of police officers is a significant resource investment for police services. With reductions in overall police budgets, police services need to identify different and

innovative ways to deliver appropriate levels of training, while meeting competing service delivery requirements. Police agencies seek to deploy their officers as effectively as possible and sometimes training delays this operational prerogative (Connolly, 2008). As a result, training is often the first internal process to be reduced in times of austerity. The Garda Síochána is no different, as a member involved in a training class is a resource that is not available for operational police duties. Employing police officers as trainers also reduces the number of officers available for operational duties. However, an untrained or insufficiently trained member may not be fully equipped to address the complexity of situations they encounter in today's policing environment. Training must be agile and responsive to operational demand so as to ensure a professional policing service is maintained, even in times of austerity.

The Garda College

The Garda Síochána attaches most of the organisational training responsibility to the Garda College in Templemore, which conducts a variety of training for new garda recruits, garda reserves and developmental training for all ranks. There is a particular focus on formal education within the College, as all new members obtain a third-level degree in applied policing as part of the recruit programme. This degree is accredited by the University of Limerick. The Garda Síochána also offers other courses, such as driving and firearm skills, in addition to courses for specialist support within the organisation.

Garda Síochána Training Command Structure

Training in the Garda Síochána is primarily the responsibility of the Human Resource Management Section.

Figure 4.17 Reporting Structure for Chief Superintendent Garda College



Source: Garda Síochána, January 2015

As demonstrated in Figure 4.17, the Garda College is under the command of a chief superintendent, who until recently held two very different positions; the head of training for the College in Templemore reporting to the Executive Director Human Resources and People Development and the head of Community Relations Bureau in Dublin, reporting directly to the Assistant Commissioner Organisational Development and Strategy. At the time of finalisation of this report, the Inspectorate was informed that the Chief Superintendent had been appointed as the full-time head of training. Whether the role as head of training requires a chief superintendent or a senior member of garda staff is a decision for the Garda Síochána.

There is no doubt that the Garda Síochána will benefit from a single training command with a nominated head of training, who is performing the role on a full-time basis. The head of training should report directly to the Executive Director Human Resources and People Management for all aspects of training in the Garda Síochána. Within this structure, the head of training would be held to account by a Training Governance Committee that is outlined later in this part.

The Garda College has overall responsibility for training, but does not currently have organisational control or responsibility for training budgets. Individual garda superintendents are usually allocated a travel and subsistence budget from which training expenses are met. Sending people long distances to Templemore can be an expensive option. As a result, local supervisors often have to make a difficult choice between sending a member of staff on a training course and incurring costs, or retaining that money for operational policing activity. Many

superintendents reported to the Inspectorate that they have sometimes declined an important training course in order to save money. This impacts negatively on attendance rates for training courses, wastes trainer time and deprives a staff member of a developmental opportunity. Divisions should be encouraged to ensure that all necessary training is undertaken.

To ensure attendance at training courses, it may be more efficient to provide the Garda College with a budget for travel expenses, or charge the non-attending unit with the cost of a lost course as occurs in some other police services. As discussed later in this part, delivering training at a more local or regional level, would significantly reduce these costs and encourage higher attendance rates.

Recommendation 4.14

The Inspectorate recommends that the Garda Síochána Head of Training has responsibility for all aspects of training in the Garda Síochána reporting directly to the Executive Director Human Resources and People Development. (Short term)

To support the above recommendation, the following key action needs to be taken:

- Allocate a ring-fenced budget to the Garda College for training.

Training Governance

The training environment requires strong governance to ensure that the overall training needs of a police service are identified and prioritised at a corporate level. Governance also ensures that training is delivered across the police service to develop a professionally skilled and highly trained workforce.

In other police services, training governance exists in a variety of formats. Some are part of external professional bodies, such as the U.K. College of Policing Professional Committee, which approves the strategic direction on a range of national policing issues, including national standards, policy and practice. The committee also has responsibility to identify gaps and risks, and approves training plans to address these needs. In other police services, governance practices align training to support organisational goals. In the U.S., training goals and governance are often driven by a risk perspective arising out of civil litigation outcomes.

Currently, the Garda Síochána has no training governance committee in place to determine the organisational training priorities and to direct how training will be delivered. There is a Crime Governance Board in existence that meets quarterly and part of the function of the Board is to look at the crime training needs of the Garda Síochána. Membership of the Board includes assistant commissioners from Crime and Security and National Support Services and high-level representation from the Garda Technical Bureau, the National Bureau of Criminal Investigation and the Garda College. This Board is crime-focused and does not have responsibility for all organisational training.

The Inspectorate proposes the establishment of a Training Governance Committee to prioritise organisational training needs and to ensure that appropriate training is delivered at all levels of the organisation. There are a number of corporate mandatory garda training programmes, such as domestic violence that have not been fully delivered across the organisation. A recommended training governance committee would have the responsibility for ensuring full implementation of all mandatory training courses.

Membership of the Training Governance Committee should include decision makers from the main functional areas throughout the organisation. It should also include external expertise. This committee should be empowered to set the training goals and associated budgets for the organisation and to ensure that they are implemented. The ability to measure and hold units to account for engaging with training goals will be a key role of such a committee. This training committee should report directly to the Governance Board outlined in Chapter 3, Part II Governance and Risk Management.

Recommendation 4.15

The Inspectorate recommends that Human Resource Management in the Garda Síochána establishes a Training Governance Committee with full authority, decision-making capacity and representation from key units in the organisation, as well as external expertise. (Short term)

Training Needs Analysis

A Training Needs Analysis (TNA) is a process for identifying gaps in employee training, prioritising training needs and determining what type of training or other action is required. This process is also about developing the most effective and cost efficient means of meeting training requirements. Most police services will conduct an annual or more regular TNA at the corporate level to determine the overall training to be delivered. In addition, with any new legislation or significant change in policies or practices, it is good practice to conduct a TNA to identify any training, equipment or procedural needs that must be provided. This approach will reduce business risks and it will ensure that all staff are not only prepared for the change, but are also fully equipped to support it. A TNA should also identify the type of training required and areas where formal training is not required. It is inefficient to provide training to people who do not need it or to provide the wrong sort of training.

At the time of the field visits, the Garda Síochána was not conducting a formal TNA. Figure 4.18 shows how a TNA supports organisational strategies, identifies capabilities and drives performance. A TNA should be linked to the workforce plan, as recommended in this report, where it relates to training needs to support employee performance and development.

Figure 4.18 Training Needs Analysis



A strategic planning and development process for training in the Garda Síochána should be driven by an ongoing TNA. After the initial assessment, responsibility for the organisation's TNA should rest with HRM.

In any TNA process, it is important that the Garda Síochána considers the individual training needs of all employees and reserves. The new Performance And Learning Framework (PALF) that will shortly be introduced will provide a platform to develop this practice.

As the Garda Síochána develops its overall governance, workforce planning and performance measures, the training needs and skills gaps identified through these processes can further inform the TNA and advance the organisation's performance goals, as demonstrated in Figure 4.19.

Figure 4.19 Ongoing Training Needs Analysis



Prioritisation of training needs should be the responsibility of the Training Governance Committee. The final priorities should link to organisational goals and serve to develop the competencies for critical roles as identified in the workforce planning process. The Training Governance Committee would serve to ensure consistent and fair guidelines in providing training to all personnel. Finally, as a function of employee development and support of organisational goals, the training needs identified through the performance management framework should be included in the assessment, planning and delivery of training.

Recommendation 4.16

The Inspectorate recommends that the Garda Síochána conducts a training needs analysis annually and uses this process when new legislation or significant changes in policy or procedures are introduced. (Short term)

Staffing Levels at the College

The majority of training courses are delivered at the Garda College by training staff based in Templemore. There are however, some College training staff that deliver courses such as firearms and driver training at satellite training locations.

Figure 4.20 shows the total number of members by rank assigned to the Garda College from 2009 to January 2015.

Figure 4.20 Sworn Staff in the Garda College

	Jan. 2009	Jan. 2010	Jan. 2011	Jan. 2012	Jan. 2013	Jan. 2014	Jan. 2015
Chief Superintendent	1	1	1	1	1	1	1
Superintendent	6	4	3	3	1	1	1
Inspector	9	6	4	2	2	2	3
Sergeants	81	62	56	53	42	37	49
Garda	91	85	76	73	71	74	94
Totals	188	158	140	132	117	115	148

Source: Department of Justice and Equality, February 2015

Figure 4.21 shows the total number of garda staff (FTE) assigned by grade to the Garda College from 2009 to January 2015.

Figure 4.21 Garda Staff in the Garda College

	Jan. 2009	Jan. 2010	Jan. 2011	Jan. 2012	Jan. 2013	Jan. 2014	Jan. 2015
Head of Training	1	1	1	0	0	0	0
Teachers	19.8	20.8	21	20.4	20	17.2	17.6
Researchers	3	3	3	3	0	0	0
Firearms Training	0	0	0	0	0.5	0.5	0.5
Driving School	0	0	0	0	1	1	1
HEO/AO	1	1	1	1	1	1	1
EO	2.8	2.8	2.8	2.8	2.8	2.8	2.8
SO/DFO	6	7	8	8	7.8	6.8	6.8
CO	19.3	18.8	17.7	17.7	17.2	10.4	10.4
Total	52.9	54.4	54.5	52.9	50.3	39.7	40.1
Percentage of overall staff	22%	26%	28%	29%	30%	26%	21%

Source: Department of Justice and Equality, February 2015

Both of the figures show that the total numbers of all staff assigned to the Garda College have fluctuated from a high total of 241 in 2009 to a low total of 155 in January 2014.¹⁴ During the years when training had greatly reduced, the proportion of garda staff rose to a high of 30% of all personnel at the College. Following the new recruitment process that began in 2014, the proportion of garda staff decreased to 21% of the overall training mix.

In most police academies and colleges, those delivering training to new members of the police service are often police staff or officers at the same rank as the new recruits. For training, maintaining standards and monitoring performance purposes, these trainers are used in a supervisory capacity. In this respect, high numbers of sergeants and other supervisors are not as necessary as would normally be required in an operational policing environment.

In January 2015, the Garda College staff consisted of a chief superintendent, a superintendent, three inspectors, 49 sergeants, one higher executive officer and three executive officers. The Inspectorate believes that there is a disproportionately high number of sergeants assigned to the College, particularly in comparison to the number of gardaí. In this case there is supervisory ratio of 1.9 gardaí for every sergeant. The Garda Síochána needs to conduct a review to establish whether the existing mix of supervisors is optimal and necessary for delivering training goals.

Getting the right mix of staff in a police training environment is important. While there is a need to operationalise some training delivered and to use police officers or retired officers, many aspects of police training are not dependant on being a serving officer. Having a person with the rights skills and with good expert knowledge on the subject material will provide the best possible training.

Fluctuations in training present acute difficulties in retaining skilled trainers and meeting any sudden surges in training demands. To cater for fluctuations, staffing arrangements for the Garda College need to have a level of flexibility to enable the College to meet the training goals for the organisation.

Garda recruitment has not been progressed at a consistent level, which has impacted on the efficiency and effectiveness of the staffing of the College. Over the years, the mix of training staff has fluctuated, but not always in tandem with training needs.

Garda staff in the College perceive that they are not always used to optimal effect, which is another area to be examined through a workforce planning review. The Inspectorate was advised that professional teachers are not being used to full capacity. In some cases, the issue seems to have arisen out of the interpretation of terms of employment, such as language teachers who were recruited to full-time positions for language classes no longer offered as part of the training programme. Linking skills and competencies to the training goals would ensure efficiency in the use of training resources.

The Inspectorate was informed during this review that some members and many garda staff, including most of the teachers within the College were not engaged in the development of the new foundation course curriculum. Some of these personnel will have a role in the delivery of the materials, while others did not anticipate any role. If staff are not being utilised to develop and deliver training programmes, they should be released to other duties. If staff are present, and have a defined role, they should be used for that role, irrespective of employee status. There is greater capacity for the effective use of garda staff in the development and delivery of training and a workforce planning review will provide for an objective and evidence based framework for action.

The Garda Síochána relies upon full-time assigned members to provide training, although some specialist units also assist with some courses. This includes some of the crime related courses delivered in partnership with operational garda units. As a result, some parts of courses, such as the Crime Scene Manager's Course are delivered by non-College staff who are experts in certain disciplines. This contextualises training into the operational environment and releases Garda College training staff from delivering all elements of a particular course. This partnership between the College and operational units can result in efficiencies, as it can allow for some training to be delivered away from the College and closer to those who need the training.

¹⁴ Researchers are located at the College, but are attached to the Garda Síochána Analysis Service.

Although police officers are not recruited to become trainers, some police officers will at some stage in their careers move into a police training environment. For certain training courses, police experience is an important element to the delivery of the course content. Where this exists, operational credibility is important and police services should make sure that those police officers delivering training do not spend long and continuous periods of their service in this type of role. The Garda Síochána has a tenure policy, but it is not currently enforced. Positions where members deliver training should be covered by an enforced tenure policy to ensure for the rotation of staff, to maintain a member's operational skills and to provide greater opportunities for all members.

Training in Other Police Services

Some police services, including those in the U.S., train staff to deliver certain courses, but only call them into the training academy when they are needed to deliver that training. In effect they are used on a part-time basis and in the interim period of any training need they are deployed in operational posts. Developing a cadre of part-time trainers can help with fluctuations in training cycles. This is a similar approach to the use of tutor gardaí in divisions who are only assigned to this role when new recruits are sent out of the Garda College.

A study of police academies in the U.S. (Bureau of Justice Statistics 2009), identified that almost three in four instructors were part-time. Sworn personnel still provide the majority of training, with permanently assigned sworn instructors accounting for 39% of the full-time staff. Police staff engaged in training and assigned to the academy, accounted for 28% of the full-time training staff. While an older study, it demonstrates the variety of instructor roles in U.S. police academies. The use of part-time and contracted staff allows academies to meet surge demands associated with cyclical recruitment in a more efficient and effective manner, as staff are utilised when needed and not underutilised in times of decreased recruitment.

Summary

As described earlier in Part I Workforce Modernisation, the Garda College should be part of a workforce planning review. Given the inconsistent recruitment practices, a workforce planning review should identify ways to be more efficient in delivering training and providing training

staff for particular courses. Whether the current staffing numbers, grades and ranks are appropriate for the College should be considered as part of this review.

Training Modules within Policing

The management, prioritisation and delivery of training are driven by organisational goals. Police services across the world invest heavily in the training of their personnel and, usually, have four types of training priorities:

- Recruit and induction training.
- Continuous professional development.
- Promotional training.
- Specialist training.

Governing structures exist throughout the U.K. and U.S. that drive training standards and key core curriculums, often independent of the individual police services. In these jurisdictions, training decisions are impacted by the availability of alternative training modalities, such as shared training academies and are subject to governance over police training standards, such as state licensing requirements in the U.S. and certification requirements in the U.K.. There is greater variance and some autonomy for ongoing professional development, as some agencies mandate a certain number of hours annually while others focus on key risk issues, such as annual firearms training. Therefore, while training delivery is a matter of internal decision, minimum standards should be maintained, as identified by law and external regulatory or advisory agencies. The Garda Síochána, as a national police service, maintains its own standards and training requirements, supported by its policies and any applicable statutory requirements.

Pre-Induction Programmes

Many police services are significantly changing recruitment practices and the way that new police officers are subsequently trained. In the U.K., some police services are requiring those interested in a career as a police officer to complete certain qualifications prior to submitting an application to join. This includes Surrey Police, who require all applicants to have a valid Certificate in Knowledge of Policing or a valid Police, Law and Community Certificate prior to a formal offer of a place on a training course. Obtaining a Certificate in Knowledge of Policing helps to prepare those seeking recruitment as a police constable in England or Wales. The qualification is also relevant to other related roles within the criminal justice sector. The

certificate is an important element of entry into policing and accredits the knowledge and understanding of an individual. A key element in this approach is the fact that a potential applicant is completing these studies in their own time and prior to joining the police service.

These qualifications have resulted from the development of partnerships between police services and educational establishments. Both certificates are valid for four years from the date of award, if accompanied by qualifying operational experience (e.g. volunteer Special Constable service) or, they are valid for three years without this experience.

In Surrey, the police have developed a separate process for those who are already employed as police staff, or work as special constables, and who want to become police officers. To acknowledge the fact that they are already involved in policing, individuals are interviewed and if successful, are offered a training place, subject to the completion of an appropriate certificate in policing.

Kent Police have adopted a slightly different approach to Surrey and have a number of essential criteria for potential applicants. The following are some examples of the qualifications required and applicants only need to meet one of these criteria:

- Have completed and passed the Level 3 Certificate in Knowledge of Policing.
- Be a serving Special Constable with Kent Police who has attained independent patrol status at the time of application.
- Be a serving Police Community Support Officer with Kent Police who has successfully completed their probationary period and gained independent patrol status at the time of application.
- Be a serving member of Kent Police staff and have successfully passed their probationary period and has the support of the senior management team to confirm that they are suitable for consideration to be appointed as a police constable.

The inclusion of criteria that acknowledges the skills of those already serving within a police service is a very important statement in valuing the people that are already part of the police family. Pre-recruitment programmes that require an applicant to attain a particular qualification, provides an opportunity to not only ensure an adequately skilled candidate, but are also a means of identifying motivated and committed individuals.

The introduction of a pre-joining qualification in England and Wales has changed the approach to recruit foundation training. In some police services, the recruitment of people with a certain level of policing knowledge has resulted in the introduction of a condensed foundation training course. In Surrey Police, new recruits are now required to complete a one-week induction course followed by ten weeks of foundation training. On completion of this training course, recruits are posted to operational units to work alongside experienced tutors. This is in contrast to new garda recruits, who are required to complete 32 weeks' foundation training, before being posted for 40 weeks of training with a tutor garda.

The academic structures in Ireland could provide similar opportunities for partnerships between the Garda Síochána, other criminal justice partners and educational establishments to develop a pre-induction qualification that provides a good level of policing and criminal justice knowledge. An individual completing this type of course would be displaying a strong commitment to becoming a member of the Garda Síochána.

At present, the Garda Síochána does not have a recruitment process that recognises the commitment of garda staff and reserves and does not prioritise those individuals for positions as full-time members. A move to a pre-induction qualification would greatly reduce the academic element in the current garda foundation course, it would also significantly reduce overall training costs and provide a new operational garda member far more quickly for policing duties.

Recruit Training

Police organisations allocate significant resources to recruiting the best candidates and training them to meet the required standards. Induction training is the training provided to new employees. While training programme priorities and models differ significantly amongst police services, a priority is usually given to training programmes for new recruits. Recruit training is very important and it plays a significant role in the early development of a police officer's career.

Like many police services, the Garda Síochána has a two-year probationary period for new garda members. During this period, a trainee will spend time at a training academy, followed by training in an operational policing unit. For

comparison purposes, the Inspectorate selected those police services considered to be closest to the Garda Síochána in terms of legislation and criminal justice procedures.

Figure 4.22 provides details of the duration time in weeks for police recruit training in selected policing jurisdictions.

Figure 4.22 Recruit Training in Selected Police Jurisdictions



Source: Comparable Statistics from international policing websites

The figure shows that while the overall duration of training periods are very similar, there are significant differences in the time spent at a training academy. In this case, the Garda Síochána invests the most time in the academic phase of a recruit's training programme, while the other policing jurisdictions shown allocate more time to the operational part of training. In the U.S. and the PSNI, the academy element is further extended beyond the initial foundation training to include specialist training, such as driving and firearms courses. The current Garda College foundation programme does not include this type of specialist training. Some European forces, such as France and Norway, have extended academic training programmes.

Recruit Training in Other Police Services

As highlighted, all police academies and colleges' induction training for new police officers varies in length and focus depending upon the police service. Although the specifics of the course length may differ across services, the U.K.'s Initial Police Learning and Development Programme (IPLDP) is divided into four training phases, which is a two-year course leading to a diploma in policing, with 35 weeks of learning materials, supported by operational experience. The academic elements generally take between twelve to eighteen weeks. Annual performance and development reviews assess and monitor the progress of the new police constables to ensure that their professional skills are sufficient to successfully perform and engage as police officers during

their probationary period. The Diploma in Policing for IPLDP is a minimum national qualification and is subject to overview by national awarding bodies. Each police service has its own programme for operational training, although directed by national standards. The U.K. designates training supervisors that oversee recruit development along with a probationary period for new constables.

In Scotland, the Probationer Training Programme is delivered over a two-year period, with the academic phase lasting twelve weeks. After this time, probationary officers are deployed to operational training. Training comprises of four phases, with formal evaluations at specified intervals. Probationers can also obtain a Diploma in Police Service Leadership and Management that takes a further eighteen months.

The PSNI also has a two-year probationary programme. All recruits are required to live on campus at the Police College for the first four weeks of training. The initial 22-week Student Officer Training Programme includes ten weeks with a tutor constable, three weeks' driver training, training in public order and the use of firearms and continual assessment, including physical competency tests. As with other U.K. police services, all new recruits are required to successfully complete approximately 25 hours of e-learning in the four weeks before starting at the training college. Upon successful completion of the 22-week training programme, recruits receive a Diploma in Police Studies.

In the U.S., the Bureau of Justice Statistics identified that nineteen weeks is the average for the academic phase followed by approximately eleven weeks' operational training with an experienced officer. Weekly goals are set and the recruits' performance and attainment of these goals are recorded in a consistent format. The evaluations are often reviewed by a training supervisor within the unit and subsequently monitored by the training academy or training coordinator, if the department shares a training facility. As in Ireland, there is a probationary period until the successful completion of the operational training portion of the programme.

In the Queensland Police Service, academy training takes 25 weeks. There is no residential requirement, but if recruits choose, they can pay for on-site accommodation. Upon completion, the recruits transfer to designated police stations under the supervision of a training officer for an eight-week mentoring phase, as part of a twelve month training period.

Garda Recruit Foundation Training

The Garda Síochána has recently developed a new recruit foundation training programme. It is an advanced curriculum, predicated upon a problem solving model with small group engagement. Significant research went into the development of the garda foundation programme. Studies have shown that problem based learning provides excellent law enforcement training (U.S. Department of Justice, 2001).

The goal for the new programme is to ensure that only suitable trainee gardaí are attested and assigned to operational units to complete their training. The foundation programme has three phases and includes a two-year probationary period for the new member. Recruit gardaí are attested at the end of Phase I training and the probation period starts at that time. At the end of the programme, the new member will receive a B.A. degree in Applied Policing. The programme runs over 104 weeks and consists of:

- Phase I is a 32-week residential training course at the Garda College, followed by two weeks' leave.
- Phase II is a 40-week programme in an operational unit working alongside a tutor garda.
- Phase III is a 30-week programme in which the trainee garda is on independent patrol, essentially performing regular unit duties in a division.

The Garda Síochána places significant emphasis on the academic development of its probationary gardaí. However, equal focus should also be placed upon their operational development. The theoretic academic training can provide new recruits with knowledge of powers and procedures, policing practices and concepts, but this knowledge needs to be put into operational practice.

Phase I - Residential Training Programme

The modules studied at the Garda College are:

- Foundations of Policing.
- Professional Competence.
- Crime and Incident Policing.
- Policing with Communities.
- Road Traffic Policing.
- Station Roles and Responsibilities.
- Officer and Public Safety.
- Law and Procedures.

Like many police services, the Queensland Police Service training academy hosts a family night, where those selected for training and their family members are given an overview of the training requirements and expectations. Some police services wait until people have started training and bring families and friends in to show the types of activities that take place. The Chicago Police Department arranges meetings and events directed at families at varying periods in the training schedule. These types of events help families to understand the types of situations that police officers may face and to show the quality of training that is provided and the support mechanisms that are in place.

Phase II - Divisional Placement Training

Phase II of the foundation programme provides the operational training elements of the two-year programme. There are three parts to the operational development of probationer gardaí. Phase II runs for 40 weeks and is divided into the following parts:

- 34 weeks' assisted, including seventeen weeks with a tutor garda who will be the primary lead for police operations, followed by an additional seventeen weeks where the roles are reversed.
- For the remaining six weeks period they will work independently without direct tutor assistance.

Currently, twenty divisions are used for operational training. To ensure consistency of training, a one week training course was provided to 100 experienced gardaí. This training included various topics such as coaching. There are plans to train additional numbers of tutor gardaí, but as yet, this has not occurred. Previously, tutor gardaí were not always trained for their role, but were selected by local managers. Providing training to tutors is a vital component to ensure consistency in the Phase II training provided nationally.

Each division's Continuous Professional Development (CPD) officer is the point of contact and coordination for the probationer garda's operational training programme and the CPD officer's duties include:

- Liaison with the College.
- Maintaining the probationer garda's workbook.
- Providing supervision for the probationer garda as it relates to the operational training programme needs.
- Providing staffing for the progression interviews that mark the advancement of the probationer gardaí to the different phases of operational training.

The Garda Síochána intends to increase the number of training divisions and they will certainly require additional tutors. While the CPD and tutor officers provide key roles, it is also important that trainee garda are only posted to regular units that have assigned sergeants to supervise and provide daily support and guidance.

During the autonomous phase of the operational training programme, probationers take the lead in relation to their assignments. They are assessed, amongst other issues, on submitted reports regarding policing with communities, law and procedures. During the operational training phases, probationer gardaí will return to the Garda College for five more weeks of academy training in more complex policing issues such as domestic violence and criminal intelligence. Throughout their probationary period gardaí will continue to engage in regular assessment meetings with their supervising sergeant and superintendent.

As part of the evaluation process and in accordance with the quality standards attached to the policing degree, there are several methods of evaluation that are planned for the operational training programme. The Inspectorate was informed that in addition to routine meetings, there are a number of formal meetings with supervisors that include:

- A review of the probationer garda workbook, which contains progress reports for the training period.
- A review of the personal development log, which is a self-assessment and work record.
- Performance competencies completed by the operational supervisor at various intervals during the assisted phase of the operational training programme.
- The completion of progression interviews. These are formal reviews that approve the probationer garda for advancement to the next phase. There are three interviews, two with the local superintendent after the two assisting phases and a final interview with the Garda College Chief Superintendent.

The Inspectorate was informed that there is a 34-week gap between the end of Phase III, and the time that a probationer garda is confirmed in an interview at the Garda College. At the end of this phase, the training programme is effectively finished and this delay unnecessarily extends the time taken to confirm the garda's appointment. The current requirement to send all probationer gardaí back to the Garda College for a final interview is not a process used in most other police services and has an operational and a financial cost. While this is a major milestone and confirms

the full-time and permanent nature of the appointment to the Garda Síochána, the Inspectorate believes that the final interview at the Garda College is not an efficient use of the chief superintendent's time and that if deemed necessary, a final interview could be conducted, with the officer's own divisional chief superintendent.

Evaluation of the Training Programme

The new foundation training programme at the Garda College began in September 2014 and the first assignment of probationer gardaí to divisions for the operational development phase commenced in April 2015. As the programme is new, the Inspectorate is unable to fully evaluate whether the programme provides new gardaí with the skills required to be an efficient and effective member.

Other police services have moved away from extended periods of residential training courses and from single site training academies. This has a number of benefits, including a more family-friendly approach and reduced training costs. To achieve this, training is delivered from regionally located bases. This approach would also make it easier to attract new garda training staff, including those who live a long way from Templemore.

The foundation training programme includes a Bachelor of Arts (Level 7) qualification in Police Studies. This academic element adds to the duration of the residential programme. The Inspectorate believes that the foundation programme could be aligned to an Advanced Certificate/Level 6 qualification, with credits that would allow a garda recruit to continue onto a degree course at the end of their training. This would reduce the academic elements of the current course and recruits would continue any further education in their own time.

Most police services have reduced the duration of the academic phases of police training, without significantly affecting operational performance. The Inspectorate believes that the duration period for Phase I garda training should be significantly reduced.

The Garda Síochána has always heavily invested in the academic elements of foundation training and has taken a decision to continue with this approach in the new course. The Garda Síochána will have to evaluate the new foundation programme to determine if the significant investment in the academic phases of the programme provides value for money and delivers a more effective, well-trained and productive member.

Recommendation 4.17

The Inspectorate recommends that the Garda Síochána conducts a review of Phase I training with a view to reducing the duration of the foundation programme. (Medium term)

Sequencing of Recruitment

Consistent training and development of new gardaí will become a challenge if recruitment is not sequenced with the goals and structure of the training curriculum. There is always a tension between recruitment and training, as the timing of the sanction to recruit may create resource challenges for training. Large recruit groupings increase demand on the finite training resources available at the College.

The Garda Síochána went from training no new gardaí for a period of years to recruiting 300 new gardaí within less than twelve months. This creates resource pressures for training consistency as the number of instructors for classes and accommodation available is finite. Furthermore, the training plans and staffing levels to deliver the training were developed for intake groupings of approximately 100.

As shown in Figure 4.23, in February 2015, 300 gardaí were in Phase I training at the College. There was a thirteen-week interval between the commencement of training for the first intake and the next intake, which started in December 2014. There was only a six-week interval between the commencement of the second and the third intakes. As a result, three large cohorts will be in the College for a period of months, all at differing levels of training with varying needs for instruction, development and supervision.

Figure 4.23 New Gardaí Recruitment 2014

Number Recruited	Induction Week	Commenced Training	Proposed Attestation
(14-1) 100	8 September 2014	15 September 2014	23 April 2015
(14-2) 100	8 December 2014	15 December 2014	23 July 2015
(15-1) 100	26 January 2015	2 February 2015	10 September 2015

Source: Garda Síochána 2015

As these intakes move to Phase II, based upon the close timing in recruitment, the Garda Síochána will need greater numbers of tutor gardaí, when the intakes overlap in the operational development phase. The existing 100 tutor gardaí will not be sufficient to cover additional intakes of new recruits. This may lead to the use of untrained or less experienced gardaí and it could

result in gaps in the consistency and effectiveness of the operational development of new members. If recruitment is co-ordinated and properly sequenced, which includes matching training resources to adequately meet the student gardaí intake levels, there is capacity for consistent training for all new members. However, if recruitment exceeds the training resources or the physical constraints of the College, then a training gap may result. A process for recruitment that co-ordinates resources and provides for a reasonable lead in time for intake and placement in the College would provide for a better training environment.

In 2005, the Garda Síochána experienced accelerated recruitment that demanded significant alteration to the delivery of the training curriculum. As identified in the Inspectorate's *Crime Investigation* report, gaps in training resulted in increased organisational risks that continue to impact on policing years later.

While the Garda College is committed to maintaining the foundation programme standards under the current level of recruitment, the Inspectorate recommends that better co-ordination between recruitment and training is required to avoid unnecessary impact on the training programme. Consideration should be given to the sequencing of new recruitment processes and training schedules to ensure the sufficiency of training resources and to maintain high standards of training.

Recommendation 4.18

The Inspectorate recommends that the Department of Justice and Equality, in conjunction with the Garda Síochána, provides for annual sequenced recruitment of new gardaí to allow sufficient time between recruit groups. (Short term)

Garda Staff Induction

Induction training should be provided for all new staff joining the Garda Síochána. While new recruits receive 32 weeks' induction training, there is no induction training in place for garda staff.

Induction training for members is important, but it is equally important for garda staff. Garda staff are often assigned to their position, regardless of their level of knowledge of the Garda Síochána and without the provision of any specific training course or familiarisation training. Some garda staff recruited into the organisation came from other government agencies and were unfamiliar with the structures, values and responsibilities of the organisation.

Often people were assigned without any training or information about how their roles and responsibilities contribute to the larger organisation. Induction training ensures that new employees are introduced to the values and standards of behaviour expected by the Garda Síochána. Good HR management practices at the time of recruitment, inclusive of proper induction training, will enhance the overall environment for garda staff within the Garda Síochána.

Recommendation 4.19

The Inspectorate recommends that the Garda Síochána establishes a garda staff induction training programme. (Medium term)

Promotional Training

The Garda Síochána provides most of its promotional training after assigning members and garda staff on promotion to their new roles. The Inspectorate believes that such practice creates unnecessary organisational risk issues, particularly for supervisors who will be making decisions that may have consequences for themselves or the organisation as a whole. Members who are not fully trained may not be equipped to take the correct action at an operational incident or when dealing with a member of staff.

Providing appropriate and timely supervisory and leadership training for all those who are promoted to a higher rank or grade is crucial to the effective operation of a police service. An untrained person may not act consistently with organisational policies, goals and values.

Most other police agencies examined by the Inspectorate provide promotional training prior to the person taking up a new post. For many police agencies, this training occurs as part of an in-service training programme. This is the model that is widely used throughout the U.S. and in most of the U.K. police services.

Supervisors, particularly sergeants, are responsible for making important daily decisions regarding the health and safety of members of the Garda Síochána and the public they encounter. In Chapter 3 Part III Leadership and Supervision, the Inspectorate addresses the separate issue of leadership development within the Garda Síochána. The first step in developing good leaders is to ensure that all supervisors are fully trained prior to being placed in their new assignment. For this to occur, there should be

proper sequencing between the timing of promotions, the operational need for supervisors and the capacity of the Garda Síochána to deliver training.

All newly promoted garda staff managers should also be trained in advance of any posting and provided with appropriate development opportunities. For garda staff supervisors, the Inspectorate notes that at the time of this review, integrated training of both sworn and garda staff supervisors, was underway. This is a good practice and should be expanded as much as possible. Minimally, garda staff supervisors should be given opportunities to participate in relevant modules of existing leadership and promotion courses offered to supervisory members. The lack of training and development opportunities for supervisory garda staff was frequently raised with the Inspectorate during this review.

A Training Governance Committee, as recommended in this part, should have a role in ensuring not only the appropriateness of the training delivered, but that it is delivered in advance of a new posting.

Recommendation 4.20

The Inspectorate recommends that the Garda Síochána provides pre-promotional training to all personnel prior to placement in their new roles. (Short term)

Continuous Professional Development

The policing profession continues to develop along with the experience of its personnel and the growing expectation of the public. During this review, the Inspectorate was consistently informed by many units visited that CPD was limited in scope and availability and that many personnel had not been provided with any meaningful CPD for many years. CPD helps to ensure organisational knowledge, particularly on new policies, legislation and procedures. The lack of CPD is not only an organisational risk, but it is an operational and development gap. In the absence of CPD, the Garda Síochána opens itself and its members to poor choices and outcomes. CPD is a viable means by which to assist, enhance and develop performance of all personnel within the organisation. The Garda Síochána needs to prioritise investment in CPD if it is to deliver a well-trained, efficient and effective police service.

Ongoing training is the means by which police services institutionalise the core values and goals of the organisation, particularly as part of a reform programme. Continuous, targeted training also advances the skill sets

of members to meet corporate need, as well as ensuring adequate responses to the increasing demands made upon members by the public they serve.

CPD Structure

There is no one unit, section or area solely responsible for the CPD training programme within the Garda Síochána, nor a unified framework that identifies, develops and delivers CPD training based upon a training needs assessment. The Garda College does not have sole authority over the CPD training for members and garda staff. It provides training to the trainers of CPD and meets with these trainers to develop annual training goals and training programmes. Given the ongoing budgetary constraints that affect training within the Garda Síochána, the College has prioritised providing training for legal changes. During this review, the Inspectorate found that not all divisions had a CPD officer in post and some units had limited capacity to deliver a full programme of training.

The current CPD training structure limits the ability to address effectively and efficiently organisational training and employee development needs. Day-to-day management of the CPD programme is a divisional level responsibility. The division has oversight of the scheduling, delivery and attendance of personnel at the CPD programmes. Where they exist, local CPD units are staffed by members and report to the divisional management teams. While the College provides support as requested to the CPD units, the separate command structure sometimes creates challenges in consistency of programming throughout the organisation.

The College and the CPD units work to support one another, however, the CPD units do not routinely engage with the College as they report under the divisional command. Further, the exchange of information between operational units, divisions and the College can be limited within an organisation of the size of the Garda Síochána.

The CPD training priorities established by the College may not be achieved by the CPD units as a result of other training priorities within the divisions. In some circumstances, some CPD content is developed by the subject matter experts outside of the College and provided to the CPD instructors to deliver, as is the case with PALF training. While there is a vital need for organisational training on PALF, it is an example of the competing inputs

and priorities within the overall Garda Síochána training programme. These types of emerging priorities also result in deviations from established annual training goals.

The Inspectorate has recommended both a Training Governance Committee and the use of a TNA to guide the training priorities for the organisation. CPD training should be included in this formal governance process. Consistent interaction between the College and the CPD units, under the authority of a Training Governance Committee, will ensure that training goals which meet organisational priorities are consistently delivered.

CPD Delivery

Training should be a priority, but it should also support operational needs by minimising abstractions from operational service delivery. CPD training and delivery should become more agile and accessible. The standard classroom training model within the Garda Síochána limits the numbers of personnel who can be trained because of restricted classroom space and operational abstractions. As a national police service, sending personnel to the College for training creates a burden upon outlying garda units already facing operational staffing challenges. Even with local classrooms used by the CPD units, sending members to training from outlying locations may generate operational abstractions and expense for travel and subsistence. It is more efficient to deliver training as close as possible to the areas in which members and garda staff are working.

The Garda Síochána is a 24/7 operation, but its training schedule is generally limited to daytime hours and the working week of Monday to Friday. This is not the most efficient use of training time as it requires operational members working other shifts to change working hours to attend training. Ahead of the NATO 2012 Summit in Chicago, Illinois, the Chicago Police Department was able to train over 10,000 sworn personnel on critical skills and response requirements within a five-month time-frame. This occurred without using overtime, by utilising a 24/7 training schedule and training officers during their working hours. It was more efficient to schedule the training staff to work outside of office hours rather than to change the working hours of operational officers. While an extreme example, it identifies that training that is cognisant of operational needs generates efficiencies. CPD training must meet the training needs of the organisation and the scheduling of delivery should be reviewed.

During this review, many people engaged by the Inspectorate had not received CPD in a considerable period of time. Garda managers informed the Inspectorate that the reduction in CPD training was usually the result of budgetary and staffing constraints. The current training model within the Garda Síochána is very much classroom based, trainer-led delivery, resource-intensive and often expensive. The development team for the evolving Garda ICT Strategy has estimated that the associated training costs will be more than the total cost of the technology being procured. The Garda Síochána needs innovative training delivery practices if it is to be able to provide for employee development while achieving budgetary goals.

Key risk issues, officer safety practices and operational priorities need to become part of regular, ongoing training. As the performance management process advances within the Garda Síochána, CPD training needs to be available and linked with the performance management goals. Under the proposed governance structure for training, all CPD training within the Garda Síochána would be agreed by key stakeholders. This would facilitate consistent provision of CPD as planned and in support of organisational priorities and corporate goals. In the event of an unanticipated or newly emerged priority; under the Training Governance Committee, delivery of the new training can be sequenced with the existing CPD programmes to ensure that all training goals within the organisation are met in a consistent and effective manner.

Garda staff are not currently included in the CPD training programme. The Garda Síochána should commit to developing all of its personnel within a cohesive workforce development plan. As the Garda Síochána continues its workforce modernisation programme, there is a need to ensure that garda staff receive training and ongoing development opportunities.

As with members, garda staff should be engaged and developed in order to ensure the overall efficiency and effectiveness of the organisation. A review of the existing training needs for garda staff and supervisors should be conducted as part of the recommended workforce planning process and should be addressed in order to ensure maximum value for the organisation. Retention of qualified and talented garda staff is necessary to ensure the Garda Síochána's continuing success as a police service. As the workforce modernisation process advances, newly

recruited garda staff may possess specialised skills that will have to be maintained and developed to ensure proper function and support of organisational goals.

Training Formats

The Garda Síochána needs to diversify its training methods to obtain more efficient and timely delivery of training. Not all new policies and procedures require formal training, and not all training requires delivery in person or a full day's programme. There are existing options within the Garda Síochána that are resource efficient and timely ways of delivering training to members and garda staff, including briefing and de-briefing and increased utilisation of the Garda Portal. The Inspectorate is aware that the Garda Síochána has expanded its use of the Garda Portal to provide information to its personnel. The Portal should be further utilised to provide for training through briefing notes and videos.

The Inspectorate notes that numerous Headquarters (HQ) Directives are issued with minimal background or context for the change to policy. Information guides should be developed and provided to supervisors to cover key policy changes, legal issues or other organisational training priorities at parades or briefings. Technical information, such as legal changes or administrative policy, is ideally suited to this type of training delivery.

Computer-based training is used in many other police services, as well as other public and government sectors. Technology creates expanded training capacity and can deliver efficiencies regarding where and when it is delivered. It also provides the opportunity to expand the overall catalogue of training materials available to the personnel of the Garda Síochána as other on-line courses can be purchased from vendors and made available to members. Training videos can be streamed to local units and can provide for a single consistent message to a wide audience. Computer-based training can also improve overall corporate communication and track skills development.

The Inspectorate is aware of an ongoing review by the Executive Director Human Resources and People Development and the College regarding computer/distance-based learning. This review should be expedited and prioritised. Computer-based learning and the use of other technology greatly expands the efficiency and effectiveness of training and provides for greater flexibility in the provision of training. This type of learning allows

training material to be completed at a time and a place suitable to an individual user. It also provides an electronic record of the date and time that a person completed a training module and in some cases whether they passed or failed the learning exercise.

Training Records

At present, there is no central repository for all training records. The Inspectorate believes HRM should hold all training records on a human resource management system, as discussed further in with Chapter 5, Part III Information Technology.

Recommendation 4.21

The Inspectorate recommends that the Garda Síochána establishes a programme of ongoing CPD for all garda personnel. (Medium term)

To achieve this recommendation, the following key actions need to be taken:

- The recommended Training Governance Committee should determine the priorities for the CPD programme.
- Consider new ways to deliver CPD, including through distance-based learning and regional training facilities.
- HRM should hold all training records.

Further Review

The *Crime Investigation* report contained a significant number of recommendations in connection with identified gaps in the skills of members and the need to deliver some essential training in core policing skills. The training requirements included interview techniques, evidence gathering such as statement taking, crime scene management and disclosure. The report highlighted that there were approximately 700 untrained detectives. The report also recommended that the Garda Síochána should conduct a TNA for those members that joined the Garda Síochána between 2005 and 2009. In response to some of these recommendations, the Inspectorate is aware that activity has taken place to address the skills gap, such as the development of a new interview techniques course that is being rolled out nationally.

This review contains a large number of training recommendations including conducting an annual TNA, appointing a full-time head of training, creating a training governance committee, developing CPD for all staff and training people before posting them on promotion. This review also recommends that training should be delivered

in regionally located bases and that the Garda Síochána should develop alternative methods of training such as using computer based packages.

Developing new training programmes and finally delivering training will take some time. In light of the scale of the recommendations made in both reports, the Inspectorate intends to revisit the whole area of training and to conduct a full review of the progress of these recommendations and the impact of the training that is delivered.

Implementation Outcomes

A well-trained police service demonstrates the internal discipline and knowledge needed to respond to increased policing demands in an efficient and professional manner. The complexity and significant risk profile associated with modern policing requires training programmes that support improved police services while simultaneously mitigating risks. It is important that structures are put in place to enhance the ability of the Garda Síochána to deliver high-quality training.

Implementation of the recommendations will result in:

- More effective use of the training budget for the Garda Síochána.
- Improved strategic planning and implementation of training plans with the establishment of a Training Governance Committee.
- Prioritisation of training based on an annual TNA.
- Timely delivery of well-trained recruits for deployment following the review of Phase I training.
- Improved integration and clarity of role with the implementation of a garda staff induction training programme.
- Improved skill sets and reduced risk with the provision of pre-promotional training to all personnel prior to placement.
- Delivery of training through a range of methods and at various locations.

The overall result of these actions will deliver a highly-trained, confident and professional workforce.



CHAPTER 5

Improving the Efficiency of Financial, Information
Technology and other Resource Practices

CHAPTER 5: PART I

FINANCIAL MANAGEMENT

This part will explore the general financial management and procurement structure within the Garda Síochána. Examining the Garda Síochána budget and the pressure to ‘do more with less’ it sets out some initiatives to reduce expenditure. It also considers the devolution of some financial and procurement functions. This part also contains recommendations to support the delivery of maximum public value from available resources.

Financial management and procurement are important factors which must be taken into account in any consideration of the structure and organisation of the Garda Síochána. Financial management is always important, but particularly so at this time, given the renewed focus on the effectiveness and efficiency of public services and national budgetary pressures.

Financial resources are critical to the effective provision of policing services. Governance and accountability for those resources affect management decisions on the way police services are provided and on the delivery of those services to the community. The level of impact on the delivery of police services can be affected by the scope for, and effectiveness of, financial management. The organisation has to determine how financial practices are managed to support the delivery of the best possible service to the community.

The past ten years have witnessed changes in the financial management of the Garda Síochána. Under the 2005 Act (s.43) the Garda Commissioner is the Accounting Officer for the appropriation accounts of the Garda Síochána. This requires the Commissioner to give evidence to the Public Accounts Committee, when required, on the ‘regularity and propriety’ of financial transactions by the Garda Síochána and on the efficiency of the organisation’s use of resources.

Financial Management Structure

Budget Negotiation

The annual garda budget is provided by the Oireachtas and is allocated by the Department of Justice and Equality. The Garda Síochána is not involved in any pre-Estimates¹ negotiations directly with the Department of Public Expenditure and Reform (DPER), these being dealt with by the Minister and officials of the Department of Justice and

Equality. The Inspectorate understands that this process will continue following the establishment of the Policing Authority.

There is a view at senior management level in the Garda Síochána that it is important that this process is changed to allow for direct negotiation with DPER. While it is understood that the parliamentary process necessitates the Department of Justice and Equality’s overview of the justice sector votes, the Inspectorate considers that the current process does not provide adequate opportunity for full explanation of the detailed financial needs of the Garda Síochána. It may be that the Policing Authority will take a significant role in the evaluation and presentation of garda budgetary requirements. The Inspectorate would support their involvement in such a process.

Moreover, the Inspectorate is strongly of the view that there is a need for broader discussion of budgetary matters across the justice sector and relevant non-justice sector government agencies. Such discussions would enable long overdue decision-making on policy matters that have significant resource implications for the Garda Síochána, such as responsibility for provision of prison escorts and court security.

Recommendation 5.1

The Inspectorate recommends that the Department of Justice and Equality convenes a group comprising the Garda Síochána and the Department of Public Expenditure and Reform and the impending Policing Authority to review the Garda budget negotiation and allocation process, to enable a more comprehensive explanation and appropriate detailed negotiation of the financial strategy and resource needs of the organisation. (Short term)

¹ The term “Estimates” refers to the amounts of money voted upon by Dáil Éireann towards the end of each year in respect of the funding of bodies such as the Garda Síochána for the next year. Following due consideration by Dáil Select Committees, Revised Estimates (REVs) are voted upon by the Dáil early in each New Year.

Multi-Annual Budget

The allocation of the garda budget on an annual basis limits the capacity to carry out longer term financial planning. Capital budgets are allocated on a multi-annual basis, but these are subject to annual adjustment that undermines the certainty of the allocation originally envisaged.

One example of the need for a multi-annual budget is the resourcing of the vehicle fleet. The Garda Transportation Section has an annual budget, yet vehicle projections are multi-year, as they are based on an estimate of lifetime mileage use. Further challenges to effective resource management occur as the amount of the budget allocation varies from year to year. Unplanned, additional funding for vehicles has been made available during some budget cycles due to other savings, often released later in the funding cycle at year-end. However, the ability to acquire vehicles is constrained due to the requirements of adhering to the procurement process while attempting to purchase vehicles on the open market at a time when most vehicle stocks are depleted. Under the current budget process, the Garda Síochána is tied to an annual plan which does not adequately support a long-term vision.

Multi-year projections, including consistent capital budget allocations, would allow for greater uniformity in vehicle specifications and purchases, consistent with the recommendation in this review for IT budgets. Consistency in planning and projections would also support better management of vehicle resources. Currently, all allocations of funds result in new tender processes and must contend with all of the administrative actions and time delays associated with such processes. Therefore, procurement contracts should consider using lifetime limits rather than the specific budget sanction at issue. The Inspectorate believes that the Garda Síochána should seek sanction to develop a four-year budget forecast for transport needs based on a strategic plan for vehicle acquisition.

The proposed introduction of multi-annual budgets, rather than the 12-month framework currently in place arose consistently as a submission to the Inspectorate by garda respondents. These views are in line with the EU/IMF Programme of Support of Ireland (Department of Finance, 2011).

Under the Reform of the Public Expenditure Framework, the annual Estimates process is being replaced by 'a modern, multi-annual framework which will allow for full transparency about the allocations available to each

Department over the coming three-year period. This will open the way for structural, medium-term planning and prioritisation within each area, with full public input and parliamentary oversight' (DPER, 2014).

Recommendation 5.2

The Inspectorate recommends that the Department of Public Expenditure and Reform provides a multi-annual indication of the proposed garda budget to facilitate improved strategic planning. (Short term)

Internal Structure

Once allocated, the garda budget is largely managed centrally by the Garda Finance Directorate, though some expenditure (mainly travel and subsistence expenses and overtime) is devolved to divisional level. The Director of Finance reports to the Chief Administrative Officer (CAO) and is a member of the senior management team. The post holder has overall responsibility for finance, procurement, the vehicle fleet and accommodation and aligning the garda budget with the policing plan.

Devolution of Budgets

Devolved budgeting is a process whereby responsibility for resources is moved away from Garda Headquarters to levels more reflective of the organisation's structure, namely national units, regions and divisions. Devolved budgeting enables local control over resources and costs and flexibility, with the requirement that outputs and outcomes at the local level are accounted for against spends. This is in line with the Programme for Government, which includes a commitment to increasing the delegation of budgets to local levels within the public service, subject to detailed plans and accountability arrangements.

Limited elements of devolved budgeting at divisional and district level were noted during field inspections undertaken as part of this review. However, the continued input and decision-making role of Garda Headquarters was equally noted by the Inspectorate. While there is some budgetary devolution at the moment, there are mixed views on its effectiveness. One view is that superintendents would prefer to concentrate on operational policing and do not want responsibility for fully devolved budgets. The Finance Directorate has organised training at regional level for the handling of the devolved regional and divisional budgets. In addition, the Directorate has had discussions with the Garda College to develop training.

Devolution of Budgets – International Practice

The PSNI has devolved budgets for pay and overtime to its 11 districts. A four-year budget focus plan is prepared and updated annually. Budget holders are accountable to assistant chief constables and all chief officers have access to live on-line budget performance information, with the capability to benchmark all financial costs. Every district superintendent has a business manager to manage the budget and advise the superintendent. All new commanders receive financial training. The PSNI has moved to a balance sheet budget and is now costing the decisions tied to policing operations.

In the Greater Manchester Police Service (GMP), running costs, stationery, crime consumables and travel and subsistence, but no pay costs are devolved. There is very little flexibility in the divisional budget. Civilian financial managers and strategic financial advisers are assigned to districts (totalling nine, each covering portfolios of one to two divisions).

Police budgets have also been devolved to local management in the Danish Police Service in order to grant managerial freedom to respond to local challenges. This is at a time when the service has been subject to budget and staff reductions.

Since the 1980s, the New Zealand police service has undergone significant change with a strong focus on efficiency. A new financial regime provided for the government to purchase hours of the police service time in addition to funding capital expenditure and normal operating costs. The police service hours were divided into categories including regulatory services, policy advice, responding to offences and non-offence incidents. Full responsibility for budgets and responsibility for managing people is delegated to local areas, apart from dismissal, which remains with a centrally-based HR. Delegation has emphasised that it is the local commander's responsibility to extract maximum value from allocated resources.

Given the amount of change facing the Garda Síochána and under the current district structure, the Inspectorate does not believe that now is the time to consider further devolution of financial responsibility. The matter should however, be kept under review, until the recommended new structures are in place, to ensure that opportunities to maximise the application of resources and minimise waste are a constant consideration at every level of the organisation.

Procurement

The general procurement process in the Garda Síochána is determined by EU and national public procurement requirements and obligations. The Garda Tender Office, which reports to the Director of Finance, is undergoing a transition. Up to now, the role of the office was to check Request for Tender (RFT) documents to ensure that they comply with Garda procurement guidelines and to check subsequent tender evaluation reports before awarding contracts. The office now also ensures divisions and specialist units are made aware of Garda procurement guidelines. It does this through the issuing of circulars and notices. In addition, the office provides training to divisional procurement committees on tendering processes.

Purchasing for consumable operational items is carried out by the Finance Directorate or the devolved purchasing units, such as ICT and the Technical Bureau. There are divisional procurement committees who advise on requirements. Procurement of equipment is informed by consultation and through committees. For example, with regard to the Garda uniform, a uniform committee is consulted in relation to tender specifications and approves all uniform items. In addition, if goods or a service are being purchased on a national basis, a project team is often convened to facilitate the process e.g. medical services for detainees. The Inspectorate believes that there may be value in the devolution of purchasing to regional levels for the purpose of more efficient processing, appropriate control and maximum incentive for efficiencies.

The role of the Garda Tender Office is also evolving into liaison between Garda divisions and the Office of Government Procurement (OGP) in relation to requirements. The Garda Tender Office's liaison role is to ensure Garda specific requirements are included in the various contracts issued by OGP. Representatives from Garda procurement/key stakeholders from divisions/specialist units will be on an inter-agency sourcing team, but publication of the tender, tender evaluation, issuing tender results and contracting will be carried out by the OGP. The Garda Síochána is accountable for managing the frameworks put in place by the OGP.

In field visit interviews with the Inspectorate, some concerns were raised about the timeliness of the procurement process. The Inspectorate was informed that delays have been reduced through increased use of on-line tenders, increased clerical assistance to assist in the

clearing of contracts and the establishment of the OGP. The latter is proactively involved in assisting with all stages of the procurement process. The Inspectorate was informed that this new structure, together with its resources, should ensure timely delivery of contracts. While the Inspectorate believes that there have been improvements, there may be scope for further efficiency gains through contract re-negotiation in each service, subject to procurement rules.

In an organisation of over 12,000 uniformed members, the uniform budget is significant, with expenditure of €2.8 million in 2013 and €2.9 million in 2014. The Garda Procurement and Stores Section has developed an on-line ordering system that is focused on efficiency and savings. The on-line project is now fully rolled out to all operational divisions and districts, including national and specialist units.

Good Practice

The Procurement and Stores Section initiated and helped to develop an internal on-line ordering system for uniforms. This electronic process reduces the need to operate a paper-based uniform purchasing system thereby generating administrative efficiencies. Additionally, the system has reduced the routine delivery of uniform items that are not needed by members and creates projections of uniform needs based upon ordering history and stock on hand. In early 2015, this system was fully rolled out to the operational areas of the organisation.

The system also provides management with information to start forecasting for future need, as well as current usage statistics. The Inspectorate commends the analysis in establishing the need, the development and the implementation of the on-line uniform store system.

Recommendation 5.3

The Inspectorate recommends that the Garda Síochána reviews the procurement process to ensure that all possible efficiencies are made. (Short term)

To achieve the above recommendation, the following key action needs to be taken:

- Consider the scope for contract re-negotiation in each service, subject to procurement.

The Garda Budget

Each year the budget made available to the Garda Síochána is allocated for current and capital expenditure. Current expenditure covers recurring costs such as wages and capital expenditure refers to investment in assets for the longer-term such as buildings. The Garda Síochána net budget for 2015 is €1.3 billion. The total budget of €1.3 billion is equivalent to 3.1% of all general government spending.

The general reduction in resources available for public sector services in recent years has directly affected the budget of the Garda Síochána. Gross voted spending for the public sector, (i.e. budget provided in accordance with Oireachtas decision) was reduced from its peak of €63.1bn in 2009 to €54.6bn in 2013. This represents a reduction of approximately 13.5%. The government expenditure limit for 2014 was €52.9bn and the expenditure limits for 2015 and 2016 are €51.5bn and €51.9bn respectively (DPER, 2014). While the Garda budget has fluctuated, it has fallen significantly from almost €1.6bn in 2008 to €1.3bn in 2015, a reduction of 16%. Figure 5.1 shows the budget provided by the government to the Garda Síochána in the years 2010 to 2015.

Figure 5.1 Garda Budget Revised Estimates 2010-2015

Year	€000
2015	1,348,273*
2014	1,314,728
2013	1,323,071
2012	1,334,042
2011	1,437,395
2010	1,399,357

Source: Net Totals, Revised Budget Estimates, 2011-2015. Government of Ireland

*Based on 2015 Revised Estimates. The 2015 figure does not include any supplementary budgetary allocation.²

Included in these figures is the Garda capital budget which in 2015 was €66.44m including €3m for additional vehicles, €42m for three new divisional headquarters and the Garda Síochána advised that €21.44m was earmarked for ICT projects. The OPW holds that part of the capital budget relating to accommodation on behalf of the Garda Síochána with the exception of the €42m for the new stations, and therefore it is not reflected in the annual budget figures for the organisation.

2 A supplementary budget refers to additional monies provided in accordance with an Oireachtas decision.

The Garda pay budget had a significant shortfall of €65m in 2014 and €50 million in 2013, and additional funding was allocated to address the shortfall. As pay should be a budget item with a reasonably accurate level of projection, it appears to the Inspectorate that the consistent level of underfunding is an inefficiency which needs to be addressed by the group to be convened under recommendation 5.1 in this part of the report.

Budget Pressures

The drive to achieve more for less across all areas of the public service has been set out very clearly in the *Public Service Reform Plan 2014-2016*, which has a strong focus on reducing costs while developing the capacity to deliver efficient and effective services which are responsive to emerging demographic and social changes. The plan outlines the general context for reform in the Irish Public Service including:

- 'Increased demand for services.
- Increased expectations.
- The need to rebuild public trust in government and public services.
- The Programme for Government.
- The fiscal situation.
- A framework for public services that enables economic growth, and
- The Haddington Road Agreement.'

According to the plan, the initial emphasis to meet the economic crisis has been through reducing costs and delivering greater value for money. Across the justice sector, many initiatives aimed at creating more responsive and efficient service delivery models have been initiated. There is video-linking between the Garda Síochána, the Courts, Prisons and the Probation Service and a Criminal Justice Interoperability Programme which is an electronic link that integrates PULSE³ and the Courts Criminal Case Tracking System (CCTS) (Department of Justice and Equality, 2015). In earlier chapters of this review, the Inspectorate has outlined how increased efficiencies can be further realised through moving to a model of functionality, outsourcing and focussing on core policing services.

³ PULSE is an acronym for Police Using Leading Systems Effectively. It is an IT-enabled Service Delivery Project that comprises 17 operational and integrated system areas in the Garda Síochána e.g. crime recording, processing of prisoners and traffic management.

The key principle of the Justice Sector reform programme is that value for money is paramount. Even with budgetary reductions, the resources allocated to the Garda Síochána must be capable of supporting the delivery of an effective and efficient service.

Service Demand

All of this change and financial challenge must be considered in the context of service demand. Other police services have managed reductions in resources through a combination of measures including:

- Increased productivity where possible.
- Reduction in overtime.
- Reduction of waste.
- Outsourcing.
- Alternative income generation.
- Reduction in demand through increased crime prevention or transfer of some current police responsibilities to other parts of the public and private sector.

Changes to criminal activity and police responsibility can also affect police resources. New areas of activity such as cybercrime and the new approaches to management of sexual offenders demand high levels of police time and technological investment. There may also be localised crime issues or security concerns that increase demand for police activity in particular jurisdictions.

As with most other public services, public expectations are increasing and, as a 24/7 service, the Garda Síochána is often treated as the social agency of first resort. This is not unique to Ireland, but it is a factor to be considered in decisions on service priorities. The Garda Síochána provides daily social support services to victims and juvenile offenders. Gardaí also provide care and protection for people with mental health issues. While some police action may be fitting in these areas, in many cases the Garda Síochána carry a disproportionate and inappropriate level of responsibility. The range of current responsibilities is examined in the part on Workforce Modernisation set out earlier in this review.

Garda Síochána Income

In calculating the amount to be voted (provided by the Oireachtas) to the Garda Síochána, account is taken of the amount expected to be received through two types of receipts: income arising from services to third parties

and other receipts, such as fines. The first type of expected receipts is subtracted from the amount voted. If the actual receipts are less than the expected amounts, the Garda Síochána must find the shortfall from within its own resources. If the amount is greater than the amount expected, the Garda Síochána may utilise those funds.

Non-Public Duty

The term ‘non-public duty’ refers to funding received from private companies for services provided by the Garda Síochána. Typically, this arises where a police presence is required at a major public event, such as a concert or sporting fixture. In these cases, police carry out normal operational duties ensuring public safety, public order and traffic management on public roads outside the area of the event, while a further police presence is required within the event site.

The charging for the provision of police services is provided for in Section 30 of the Garda Síochána Act 2005. Under current arrangements, the amount received does not reflect the full cost of policing, but is based on agreements negotiated between the event promoter and the Garda Síochána. The calculation of the policing costs payable by the event promoter is based on a combination of police presence required within the main event site and those required outside of the event forecourt. However, in many cases, significant garda resources are required to police and provide traffic control within a wide radius of the event, which, through directly related to the event, are not taken into account in the cost agreed.

During the period 2007-2012 the value of monies received from private companies and accruing to the Garda Síochána increased by 87% to just under €4.125m. Information provided by the Garda Commissioner to the Oireachtas in September 2014 indicated the range of payments to the Garda Síochána in 2013 for non-public duty. These ranged from less than €100 to more than €500,000. Income from sporting and other events in 2012-2014 are set out in Figure 5.2.

Figure 5.2 Garda Síochána Income from Non-Public Duties

Year	2012	2013	2014
Sporting	1,954,323	972,856	1,467,782
Concerts/festivals	738,284	1,009,692	1,311,371
Other Events	1,431,556	887,190	1,677,556
Total	4,124,556	2,869,738	4,456,709

Source: Oireachtas, 2014, Garda Síochána data.

In the U.K., police services charge for additional policing for sporting fixtures at the stadium forecourt and surrounding roads. Every event has a different category of policing demand, based on the anticipated attendance figures and the level of risk involved. The sports club must pay for any police officer inside or on the premises, as this requires overtime and this must be cost neutral for the police service. There are two costs: 1) the overtime which the officer is paid and 2) what the sports club pays (but the sports club is charged at 2.5 times the overtime so that it remains cost neutral for the police). The U.K. Association of Chief Police Officers has produced very detailed guidelines on costing of this type of service, covering direct and indirect costs, call handling, uniform costs, national insurance, subsistence costs, etc. In Scotland, the cost of policing local sports events must now be fully financed by the event organisers.

In Ireland, the *Comprehensive Review of Expenditure* undertaken in 2011 proposed charging full cost recovery for policing non-public duty events ‘including, but not limited to, costs of traffic control, beat patrols and other policing duties.’ Along with other measures, it was projected that this would generate additional revenue of some €1 million per year.

Recommendation 5.4

The Inspectorate recommends that the Department of Justice and Equality brings forward legislation to provide that promoters of private events pay full cost recovery for the policing of events. (Medium term)

The legislation envisaged should take into account the purpose of events, such as commercial, community, or charitable aims.

External Financing

A further source of revenue is from external financing of garda initiatives, such as that provided by an insurance company in 2013 in relation to an exhibition on home and business security. There may be more opportunities for corporate funding of suitable equipment such as vehicles, etc. This is a valuable source of funding in other police jurisdictions, such as in England and Wales, where police services are allowed to raise 1% of their gross budget through sponsorship or partnerships.

In Scotland, cost recovery is generated from Partnership Agreements which fund extra officers (e.g. Glasgow Council pays €34 million for 100 officers) and from the service agreements at four airports.

At the time of the Inspectorate’s field visit, the Greater Manchester Police (GMP) was establishing an income generation post. GMP also has some privately-funded posts. These include chief inspectors (Rochdale Community Cohesion Officer) and police community support officers.

Fees/Fines

Fees and fines may also be gathered by police services. Some are charged in relation to road traffic collision reports and services such as vetting.

An abstract report may be sought in relation to a traffic collision. It may include a PSV Inspector report, sketches, photos and witness statements. In Ireland, the costs for such a report were last increased in October 2011 and no decision has been made to increase costs further. Unlike some other police services, there is no charge for forensic collision reports. The current costs in Ireland are: Road Traffic Abstract €60; and copy of a statement €40. *The Comprehensive Review of Expenditure 2011* proposed to put in place a revised flat fee of €80 for the abstract report and a flat fee of €300 for traffic collision reports. In Scotland, reports are charged as follows:

Figure 5.3 Some Fees Charged by Police Scotland

Item	£	€
Supply of Accident Reports	92	120
Crash Investigator Accident Report	435	595
Scale Plan (A3)	120	164
Scale Plan (A1)	240	328
Interview (after a copy of an accident report has been supplied)	151	197
Supply of Photographs (minimum charge)	5	6.5

Source: Police Scotland website service fees and charges 2015, euro exchange rate as per June 2015.

The National Vetting Bureau (Children and Vulnerable Persons) Act, 2012 provides for the payment of cost recovery fees for vetting services. As the Act has not yet been commenced, it is unclear whether such fees will be charged. When this is completed, the fees scheme should take account of the full cost of administering the vetting system.

One area with the potential to reduce demand for garda services and create a valuable cost recovery stream is a false alarm programme. Gardaí respond to false alarms from

domestic and commercial premises every day where there is no indication that entry to premises has been attempted or to deal with incidents which could easily have been avoided if domestic and commercial premises had more effective security arrangements. The Inspectorate’s analysis of calls for service data, conducted for this review, found that in one of the days under review, 4% of all calls recorded across the four selected divisions were in respect of false alarms. An approximate extrapolation of this figure could result in 7,000 false alarms per year in those four divisions and within the 28 divisions there may be as many as 49,000 calls nationally.

Research on certain US cities found that a rate of 90-99% of ‘all calls received by police as a result of alarms from security systems or panic alarms are false. Conversely, often less than two percent and sometimes less than half are from crimes’ (Schaenman *et al.*, 2012). The alarms may be triggered by non-criminal activity or equipment problems. Many police jurisdictions have introduced false alarm programmes to address this matter. Under these programmes, alarm monitoring companies must verify the legitimacy of alarms (except hold-up, duress and panic alarms) before calling the police. The U.S. Center for Problem-Oriented Policing has published a paper on this subject, in which they state that ‘cities adopting verified response have found enormous decreases in the number of alarm calls, typically around 90%, which improves police response times to other types of calls’ (Sampson, 2007). It also decreases the workload of call-takers and dispatchers, and reduces the number of calls requiring response. There is no easily retrievable data on the level of garda time spent on false alarms, but there is no reason to believe that it is unlike that in other jurisdictions where ‘thousands of police years’ are spent investigating false alarms at significant cost to police services.

Some jurisdictions have included fines in their false alarm programmes. After a threshold for false alarms has been reached, fees are payable to the police (usually passed on to the customer by the alarm company). The US Center for Problem-Oriented Policing quotes typical fees from \$25 to \$100 for the first charged alarm call rising to several thousand dollars where a large number of false alarms has occurred. The research shows reductions in costs and in officer time. There are costs attached to the programmes, typically in software to maintain directories of registered alarms and in billing for false alarms. However, these costs are more than compensated for in the fees gathered. In Montgomery County, Maryland, the programme costs \$535,000 annually and recovers \$1.1m in costs in addition

to about \$7m per year savings in officer time, which can be directed to other calls for police service. Salt Lake City reduced false alarms by 95% from 10,000 in 1998 to less than 500 in 2011, saving more than \$508,000 per year (equivalent to more than four officer years) (Schaenman *et al.*, 2012).

The Chicago Police Department has issued a directive to facilitate the initial identification of any incident, where the city or police department has incurred expenses and has the opportunity to recover its cost. Examples of potential cost recovery incidents include the deployment of personnel responding to a false report of a bomb or a fire; violation of any law before, during or after a civil demonstration or protest and organised but not legally sanctioned events.

The London Metropolitan Police Service (MPS) has a special services unit that assists commercial filming in the London area on a cost recovery basis. This includes the cost of the provision of vehicles (not the supply of vehicles for filming), motorcycles, motorcyclist officers, cars and police drivers. Productions provided with police resources are also expected to provide reasonable accommodation for police performing special services. Fees are calculated on the basis of several factors, including level of police involvement, length of production and intended broadcast regions.

The Garda Síochána has an intruder alarm policy which sets out the circumstances in which response to alarm systems may be withdrawn. The policy does not provide for the charging of fees for unnecessary response and waste of garda time. A new policy is being drafted but does not provide for charging. This is a lost opportunity for a reasonable source of cost recovery, as well as establishing a real disincentive for wasting garda time.

The Inspectorate believes that there is merit in the Garda Síochána exploring further opportunities for cost recovery. The current process would require this to be carried out in conjunction with the Department of Justice and Equality and the Department of Public Expenditure and Reform. Such moves could include increasing fees, extending the scope in current fee schemes or by introducing new fee schemes.

Recommendation 5.5

The Inspectorate recommends that the Garda Síochána, in conjunction with the Department of Justice and Equality and the Department of Public Expenditure and Reform establishes a process to regularly review all cost recovery sources and ensure the fees payable are proportionate to the level of service provided. (Short term)

Garda College Opportunities

The Garda Síochána has made a significant investment in updating the grounds and facilities of the College at Templemore. However, its use as a training facility has been limited in the past few years for a variety of reasons. Since the commencement of the new recruitment of student gardaí, the College is now operating at higher capacity. However, there is room for further use of the College at other times and for other initiatives.

Internationally, various schemes are in place to maximise revenues for training facilities. The Scottish Police College offers its campus and residential areas for conferences and other training uses for private entities on a contracted basis. The College of Policing in the U.K. advocates training partnerships to advance the quality and quantity of training available to members and police staff and approves vendors for pre-entry training requirements. In the U.S., a variety of schemes exist to increase training cost recovery, including shared academic staff, shared distance-based learning development and leadership institutes open to members of the public.

Operating cost recovery and resource efficiencies should be included in previously recommended workforce planning reviews within the College. Various opportunities exist that could generate income and the value of the College in supporting employee development. Additionally, partnership agreements with universities and colleges, for either classroom space or events, might be another opportunity for innovative resourcing at the college.

Recommendation 5.6

The Inspectorate recommends that the Garda Síochána explores opportunities to develop income generation from the external use of the Garda College. (Medium term)

Garda Síochána Expenditure

Salary and pensions make up 84% of the total gross budget for 2015. Figures provided by the Garda Síochána for 2014 indicate that wage costs including allowances amounted to €931.4 million. This is broken down into salary/wages/allowances (€893.7m) and overtime (€37.7 million), which along with superannuation costs of €308.212m, accounted for 86% of the garda gross budget in 2014, with the remaining 14% considered as operational costs. However, out of this 14% figure, all contractual commitments must be paid, such as those for the Tetra radio sets used by gardaí and essential fixed service costs, such as lighting

Figure 5.4 Breakdown of Garda Budget – (Administration)

Expenditure category	2013 €000	2014 €000	2015 €000	% Change 2014-2015	% of total 2015 Gross Budget**
Salaries, Wages and Allowances	945,550	928,784	930,034	0%	63%*
Travel and Subsistence	14,755	13,965	14,483	0%	1%
Training and Development ⁴	13,051	12,500	12,706	0%	1%
Post and Telecomms	39,610	42,694	39,647	-7%	3%
Office Equipment and External IT	21,524	25,750	20,212	-22%	1%
Maintenance of Garda Premises	1,700	2,440	721	-71%	0%
Consultancy ⁵	160	150	261	74%	0%
Station Services	19,700	19,875	18,700	-6%	1%
Garda Reserve	1,050	1,100	895	-11%	0%
EU/OSCE	3,581	-	-	-	-
	1,060,681	970,409	1,037,659	7%	71%*

Source: Garda Síochána 2015.

*This figure does not include pensions.

**Revised Total gross Budget Estimate for 2015 was €1,468,868,000

and heating, cleaning, telephones, vehicle running costs, etc. In addition, there are a number of demand-led areas of expenditure over which there is effectively very little control, such as expenses arising from persons detained, compensation and witness expenses. The net effect is that there is very little real discretionary expenditure available to run the organisation.

Figure 5.4 shows the allocation of the garda budget across various operational support headings.

The Inspectorate was advised during field visit interviews that the budget allocation for payroll and other items, such as ongoing ICT commitments required for day-to-day operations, is insufficient each year despite the capacity to predict such expenditure. This makes it necessary to reduce other allocations to service these contractual items of expenditure. For example, the IT allocation estimate provided for 2014 for such day-to-day operations was €16.9m, while a total of €19m was already committed on annual costs, such as licences (€3.7m), contractors (€10.5m) support and maintenance (€2.5m) hardware, software replacements (€1.4m) and consumables (€0.8m). This should be borne in mind by the ICT Steering Committee in the context of budgetary allocations.

At the same time, the 2014 pay budget was underestimated to meet its annual commitments by approximately €65m, and required a supplementary estimate to cover these additional costs.

4 This heading includes the towing and storage costs of seized vehicles; medical, food and interpreter costs for detainees and contributions towards international commitments and Interpol. Training only consumes 4-6% of the total expenditure under this heading.

5 The consultancy heading includes some professional fleet management services.

Pensions

As can be seen from Figure 5.5, a significant part of the garda budget is spent on pensions.

Figure 5.5 Gross Pensions Allocation

2013 €000	2014 €000	2015 €000
306,945	308,212	309,173*

Source: 2013 Outturn Figure from Comptroller and Auditor General, 2014 Outturn figure provided by the Garda Síochána.

*This figure is a Revised Estimate allocation.

The Inspectorate recognises that where incentivised retirement schemes are in existence, it is very difficult to predict the costs attached to in-year retirements. Recent retirement schemes have increased spending on pensions over the budgeted subhead and the shortfall is met by taking money from operational budgets. In addition, retirements have a negative impact on budgets for at least three years, due to the need to pay retirement gratuities. The ordinary pension entitlement of members of the Garda Síochána amounts to half of pensionable remuneration. Pensionable remuneration is comprised of basic pay on the date of retirement plus the yearly average of pensionable allowances paid in the best three consecutive years in the last ten years of service (effective from 1st April 2004 and implemented as and from 1st May 2009). A retirement gratuity of one and a half times pensionable remuneration is also payable as part of the pension amount received by garda staff.⁶

6 For the purpose of this report, members with full policing powers are referred to as members, members with limited policing powers are referred to as Garda Reserve and non-sworn staff employed in the Garda Síochána are referred to as garda staff.

In November 2012, in a debate on a Garda Vote Supplementary Estimate, the then Minister for Justice and Equality told the Select Committee on Justice, Defence and Equality that “while provision was made for approximately 375 lump sum gratuity payments, the likely number of actual payments is expected to be in the region of 470”. At the debate before the Select Committee in November 2013, the Minister also said “The fact that there are potentially more than 1,200 Garda members with the required service who could exercise an option to retire on age grounds means that Garda payroll costs are something of an imprecise science”.

The Inspectorate has considered the feasibility of paying for garda pensions out of the Central Exchequer Fund and not directly from the organisation’s budget, as is the case with some other public sector bodies. It is understood that there are challenges with this, in that payments from the Central Fund are made to meet permanent and enduring statutory obligations on the State and therefore, not subject to annual review. There are some exceptions, such as judicial salaries and pensions, which are paid out of the Central Fund. (This arrangement is in place to maintain the principle of separation of powers, as it would not be appropriate for these payments to be dependent on a vote of the Oireachtas each year). The Inspectorate understands that payment of Garda pensions from the Central Fund would require new legislation and would not be in line with government policy as the payment of salaries and pensions are seen as a part of the ordinary day-to-day functions of departments/offices, which are provided for under the relevant Vote. It is also understood that the cost of garda pensions mirrors what happens elsewhere in terms of public sector pensions. The Defence Forces and teachers’ pensions for example, are paid from Voted monies. The use of pension contributions to offset against pension costs is also considered a Garda Vote matter, as these contributions are treated as Appropriations-in-Aid⁷ on the Vote.

However, maintaining the pension’s obligation within the garda budget impacts greatly, particularly when increasing pension commitments directly affect operational policing. The Inspectorate believes that there must be a way to structure the allocation of and commitments to pension costs in such a way as to reduce the impact on operational policing. An alternative would be to provide an ongoing facility for a supplemental ring-fenced pension budget,

⁷ Appropriations-in-aid are receipts that may be retained by a department or office to offset expenditure instead of being paid into the Central Exchequer Account.

where retirement commitments in any year exceed the pension budget as initially voted. In this way, there would not be any need to reduce the general garda budget for pension purposes. This change would protect the garda budget from the negative impact of large-scale retirements and provide for a more meaningful reflection of the operational costs of the service.

As the Garda Vote administers its own pension scheme for garda members, the benefit in terms of any retirement scheme, either voluntary or compulsory is negated by the requirement to pay lump sum entitlements. Also, the superannuation subhead is generally not amenable to reduction, as there is a general upward trend in terms of expenditure as more members retire each year.

The transfer and inclusion of the Garda Pension Scheme to Vote 12 - Superannuation and Retired Allowances in line with other government bodies is therefore recommended to reduce the need to supplement garda pension commitments by reducing the garda administrative and operational budget. Moreover, the centralisation of superannuation services under the Shared Service agenda, as part of the government’s reform programme should provide the impetus for this proposal.

Recommendation 5.7

The Inspectorate recommends that the Department of Public Expenditure and Reform reviews the budget process for financing of garda pensions and considers the feasibility of transferring the Garda Pension Scheme to Vote 12 - Superannuation and Retired Allowances in line with other government bodies. (Short term)

Overtime

Overtime budgets are allocated to regions/branches at assistant commissioner/executive director level. The budgets are further devolved by the assistant commissioners to chief superintendents and superintendents at divisional and district level. The Inspectorate was informed that any major projects requiring budget resources are flagged well in advance to enable accurate expenditure forecasting. Devolved overtime budgets could be supplemented from the garda central fund, where need is determined to exist by Garda Headquarters.

The overtime budget for all staff totalled €42m in 2012, €44m in 2013, and €37.7m in 2014.⁸ This represents 3% of the net organisational budget which is in line with several major police agencies beyond Ireland. The PSNI budgeted 5% and the London Metropolitan Police 3% for 2015. The overtime budget for garda members represented a total 1,164,022 hours overtime worked, of which that undertaken by members in the Dublin Metropolitan Region accounted for 45% (Figure 5.6). The most recent year for which a breakdown by region/section was available was 2014.

Figure 5.6 Regional and National Units with Greatest Overtime Hours Incurred 2014

	Overtime Hours Worked	Sworn staff Dec 2014
DMR	519,933	3,786
Eastern	102,045	1,436
Northern	100,309	1,306
Southern	93,510	2,106
Crime & Security	91,944	536
National Support Services	85,840	560
Western	78,197	1,455
South Eastern	70,448	1,170

Source: Garda Síochána, 2015.

The Inspectorate was informed that overtime reports are issued to regions and divisions each roster period (i.e. every 10 weeks). In addition, a complete overtime reporting module is available to regions, divisions and districts to generate reports locally. It is not clear however, whether this includes a level of analysis either at central or local level to provide assurances of efficiency and effectiveness. This is an area requiring closer scrutiny.

A pilot control and management framework covering overtime and travel and subsistence was implemented in the Southern Region in 2009. The Inspectorate was informed that flaws in the framework have been identified. The organisation intends to draw upon such findings and different frameworks in place in other divisions with a view to developing a single framework for all garda regions.

Compensation

One of the larger financial variables impacting on the Garda Síochána budget at any given time is spending on compensation claims (e.g. legal claims lodged against the Garda Síochána for damages for injuries arising in the course of police duties). These are covered in legislation as follows:

- (i) The Garda (Compensation) Acts, under which members, or dependants of deceased members of the Garda Síochána, maliciously injured on duty, can sue the State in the High Court by leave of the Minister.

When a member of the Garda Síochána, who has been injured, makes application for compensation under the Acts, the incident is investigated by the garda authorities. After the applicant has received their final medical report on the injury, they are examined by the Garda Chief Medical Officer, who makes a report and sends it to the Garda Commissioner. Only when the Garda Síochána submit their investigative report, together with the medical report of the CMO, is the Minister in a position to consider the application for approval to proceed to the High Court, or otherwise. In order for the Minister to approve an application to progress to the High Court, the injury being claimed for must not be ‘minor’ in nature. Judgements in the McGee and Merrigan cases clarified the level of injury that may be considered ‘minor’.

- (ii) Section 48 of the Garda Síochána Act 2005 provides, subject to certain exceptions, that the State is liable for an action for damages in respect of an actionable wrong committed by a member in the course of their duties. In general, civil actions may be taken against the State arising from:
 - a) Non-malicious injuries to gardaí.
 - b) Injuries to civilians on garda premises.
 - c) Legal actions taken by gardaí.
 - d) Legal actions arising from acts or omissions by the Garda Síochána.
 - e) Traffic collisions involving garda vehicles.

It is very difficult to predict compensation expenditure. Compensation was estimated to cost €18.4 million in 2013 and ultimately fell short of this at €17.6 million. Compensation costs fell to €13.6m in 2014. In some cases, overspends on compensation have been offset by budget under-spends in other subheads or where funding was not available within the vote, a supplementary estimate may have been sought. In other years, if a surplus was available on the compensation subhead (as occurred in 2014), this surplus can be redistributed to other subheads through the supplementary estimate process.

⁸ Source: Garda Síochána, 2015 and PULSE Deployment data

From time to time as necessary, the Garda Finance Directorate curtails operational spending to cater for anticipated compensation claims. Reserves or contingency funds are not retained for garda compensation claims. Garda compensation is a demand led, non-discretionary cost and claims are paid from available resources.

Efforts have been made to reduce compensation costs. The Department of Justice and Equality is preparing a Compensation Bill and it is anticipated that this will reduce compensation payouts and legal fees. The Garda Finance Directorate is of the view that phased payments might also help to limit the impact in any one budgetary year.

Personal injury and property damage claims against certain State authorities, including the Garda Síochána, are now managed by the State Claims Agency (SCA). The Inspectorate was informed that work is being carried out with the SCA to reduce garda liabilities for claims and compensation for traffic collisions.

The Finance Directorate has also had discussions with the Head of Legal Affairs in order to reduce claim costs for actions taken by members of the public against the Garda Síochána and for claims by members for injuries while on duty. The aim is to reduce legal fees and to consider the introduction of a table of fixed compensation amounts for specific injuries. It is understood that a similar system exists in the Defence Forces.

The Garda Síochána has recently activated an Automatic Vehicle Location System (AVLS) which provides an opportunity now to impact on the level of compensation claims. In the U.K., South Wales Police have also used this technology, to address police officers driving at unnecessarily high speeds. As a result of action taken, police officer collisions have reduced by 50%.

Recommendations to reduce awards have accompanied recent audits and review of similar compensation schemes in Los Angeles and New South Wales Australia. As employee absence can have a knock-on effect on overtime, the Los Angeles Auditor recommends police employers directly pay some of the medical bills, restrict time spent on leave counting towards pension entitlements and implement effective investigation of claims (Dolan, 2015). The review conducted in New South Wales identified that better training and development would augment management of injury and sickness leave and it identified

those police officers working in business support, HR and specialist operations as most prevalent among medical discharges (New South Wales Police Force, 2011).

In England and Wales, police officers are not, in the main, compensated for non-permanent injuries sustained while on duty other than through sick pay. Sick pay may be extended to cover non-permanent injury sustained on duty and other conditions. Authority for extending sick pay in this manner under the 2003 regulations is left to the 'chief officer', i.e. Chief Constable-equivalent. Permanent injuries sustained through police work, meanwhile, are compensated via the Police (Injury Benefit) Regulations 2006, determined by medical practitioners and cover the officer themselves or family members.

In the U.S., an extensive year-long study to evaluate the effect of body-worn video cameras on police use-of-force found that wearing cameras was associated with dramatic reductions of more than 50% in use-of-force and complaints against officers. This also has an impact on compensation payments (Police Foundation, 2015). The Inspectorate is aware that body cameras have been used on occasions by the Garda Síochána and a policy is now being developed on their possible wider use in the future.

Recommendation 5.8

The Inspectorate recommends that the Garda Síochána analyses data from recently finalised compensation claims and the implementation of the AVLS system and body cameras to identify areas of risk with the aim of reducing injury claims. (Short term)

Accident Damage Coordinator

The Garda Transport Section has established a vehicle damage reporting desk that acts as a point of contact in the administration of vehicle repairs. This is headed by the Accident Damage Coordinator, who has knowledge of mechanics and repairs. Efficiency has been achieved, in both savings on repairs and ensuring that repairs undertaken are appropriate, as a result of this central coordination and decision making within the Transport Section. Vehicle repairs resulting from traffic collisions cost approximately €629,000 in 2014. However, some concerns were raised with the Inspectorate about the value for money for some repairs. There may be a need for enhanced training in order for the full value of central coordination to be realised. In the absence of further staff development

or recruitment of garda staff with the necessary skills and knowledge to manage vehicle repairs, consideration should be given to outsourcing this function.

The Transport Section has a matrix that aligns repair decisions with overall cost and anticipated life expectancy of the vehicle. Currently, an end-of-life mileage is established and repair decisions are made accordingly. As a result of a procurement process, the Garda Síochána implemented a national authorised repair network with prioritised service and volume discounts. The advantage of this process is a set of authorised repair shops within each region providing quality assurance practices, one-stop repairs, callout services and priority service. This type of initiative demonstrates a good example of developing efficiencies in support of routine operations.

Recommendation 5.9

The Inspectorate recommends that the Garda Síochána conducts a formal review of the Approved Body Repair Network programme to ensure anticipated efficiency and financial savings are achieved and repairs are commensurate with the anticipated value of the vehicle. (Medium term)

Savings

Savings have been made in the garda budget in recent years. A comprehensive review of expenditure was carried out subhead by subhead in 2011. This process identified potential savings through:

- Reform in the deployment of resources.
- Changes in rosters.
- Civilianisation.
- Redeployment.
- Curtailment of training/CPD.
- Restriction in Garda Air Support Unit hours.
- Better co-ordination across the criminal justice sector,
- Increased use of technology and administrative changes to reduce the time spent by gardaí in court waiting for cases to be called, rationalisation of garda stations, organisation rationalisation to avoid overlap of functions and to provide a more streamlined service to the public.
- Increased use of shared services in ICT, financial and payroll services.
- Further efficiencies in public procurement.
- Revenue generation measures.

During field visit interviews with the Garda Síochána, it was suggested that in conjunction with the Department of Justice and Equality, an increased and direct level of engagement between the Department of Public Expenditure and Reform (DPER) and the Garda Síochána would help to identify savings and increase efficiencies in expenditure. The Inspectorate would support such engagement. The proposed Policing Authority may also have a role in this process.

Savings in Fleet Costs

Consideration has been given to leasing cars rather than buying them, but it was concluded that no real savings would accrue as garda vehicles are run to the end-of-life and the maximum value achieved per vehicle currently would not accrue for leased vehicles. In addition, leasing would involve contractual agreements that the Garda Síochána may not be in a position to meet from the budget every year. Currently some €20m is spent on the running costs of vehicles (including fuel and maintenance).

Shared Services

Government bodies across the world are constantly seeking to reduce costs in the delivery of services. Shared services programmes are a growing form of outsourcing where organisations requiring the same type of service contract to share services. The Department of Justice and Equality has a number of individual agencies, most of which share services through a provider that manages the HR and pension functions for all. In the U.S., many command and control centres are shared services and perform dispatch functions for police, fire and ambulance services, sometimes for multiple jurisdictions. Within the U.K., some police services are also developing shared services for managing 999 calls, non-emergency contact and crime recording. Also in the U.K., through the merging of the call management functions across three police services, a form of outsourcing for each, it is expected that savings of upwards of £5 million (€6.67 million) a year could be achieved (Police Oracle, 2015).

Travel and Subsistence and Overtime Savings

Garda expenditure on travel and subsistence has been reduced from almost €39m in 2008 to €20.5m in 2011 and, apart from a slight fluctuation in 2012 and 2013, was down to under €14m in 2014. Overtime costs, however, have decreased significantly from €115m in 2008 to €37.7m in 2014. (It should be noted that 2011 included significant one-off expenditure relating to the State Visits of Queen

Elizabeth II and President Obama). Figure 5.7 shows a breakdown of overtime and travel and subsistence expenditure in recent years.

Figure 5.7 Overtime and Travel and Subsistence expenditure 2011-2014

Category	2011	2012	2013	2014
Overtime	€80,936,731	€42,421,695	€44,040,366	€37,701,269
Travel and Subsistence	€20,558,307	€14,012,847	€14,451,672	€13,907,465

Source: Garda Síochána 2015.

Fuel Costs

The Garda Síochána has developed business process improvements through the national fuel contract. Fuel is a major expenditure for vehicles and accounted for approximately €10 million in 2013, or 44% of the total budget allocated to the Transport Section. Currently, the Garda Síochána has a fuel contract with a local dispenser and vehicles are fuelled at local service stations using fuel cards billed to the Garda Síochána.

Each vehicle has a paper record log associated with it. However, the Inspectorate was also informed that the oversight processes for vehicles, including tracking the vehicle's record log, fuel consumption or who has access to the card, are not consistent across the organisation. The Inspectorate was informed that the vehicle logs are not routinely supervised. The lack of easily-accessible electronic, vehicle usage and allocation data limits the knowledge on who was driving a vehicle on a particular date and whether the fuel purchased actually fuelled the vehicle for which the card is designated.

The Inspectorate believes that there should be stronger governance over the fuel programme. Tracking of purchases by vehicle and user would provide for better data review of fuel usage and management information as to the allocation and use of vehicles.

Recommendation 5.10

The Inspectorate recommends that the Garda Síochána ensures effective supervision of fuel purchases and enhanced governance of the fuel programme. (Short term)

Reduction of Waste

During the *Crime Investigation* inspection, the Inspectorate conducted a number of field visits and interviews that highlighted a significant number of issues in connection with poor technology and equipment and unnecessary bureaucracy and waste. The *Crime Investigation* report identified a number of inefficient processes and practices including:

- Paper-based processes.
- Limited use of e-mail for official purposes.
- Unnecessary completion of written reports.
- Poor technology and equipment.
- Multiple National and Headquarters units that are performing similar functions.
- Districts within the same division operating the same functions such as detective units, administration units and custody facilities.
- Technology that is available, such as AVLS, that is not used on a national basis.
- An absence of technology and metrics to provide performance data.

Garda Workshops and Interviews

As previously highlighted, during this review, the Inspectorate visited three garda regions, three divisions within those regions and all national and Headquarters units. During those visits, the Inspectorate conducted a significant number of workshops and interviews and waste was one matter discussed. In many cases, it was clear that waste was not a matter which had been considered by those interviewed. There is no organisational review of waste or potential waste. Most of the matters raised during the interaction with garda staff in the *Crime Investigation* report were again highlighted as issues that remain and that continue to impact on the ability of the Garda Síochána to deliver a better policing service. The following is a synopsis of the key points raised during workshops and interviews about waste and inefficient processes:

- Paper-based processes still dominate the Garda Síochána.
- Poor record management processes exist.
- Unnecessary files are created for all internal matters.
- Use of gardaí on some security patrols and posts.
- Requests for travel are often slow to be processed, resulting in more expensive flights.

- Use of additional Haddington Road hours is often wasteful.
- Cost of minor OPW building works was described as very expensive.
- Live manual recording of taped interviews for those detained at garda stations is one of the most inefficient processes currently operating.

The use of additional working hours under the Haddington Road agreement were described as wasteful, particularly in the first year of existence. Managers are now generally far more prescriptive about how those additional 30 hours of duty will be worked. It was also described as a challenge and unnecessarily bureaucratic to have to give fifteen of those hours back to each member. In one unit visited, the additional hours were used to backfill a garda staff absence and this was not viewed by the Inspectorate as best use of those additional hours.

The creation of unnecessary case files for all crimes was highlighted in the *Crime Investigation* report. This review has shown that files are also created for a whole host of other matters including resource, equipment and HR issues. Staff again raised the issue of an internal file that must go through several layers in a chain in command to eventually go through a similar process at the receiving unit until it reaches the person who will actually manage the enquiry. Many examples were provided of supervisors who generated a file or endorsed a file that left that unit to go to a headquarters unit where no response to the enquiry has ever been received. Many examples were also provided where files travel on multiple occasions between the originator of the file and the unit that has received it without a decision actually being made. In some cases, the originator of the request has stopped sending the file and in other cases the originator has persevered with the request, but many have never been resolved. The Inspectorate found that some units are trying to reduce the level of paper in existence by scanning files, letters and other correspondence.

At the start of a business year, it is good practice to review all budget lines and to take action to reduce any waste. This is a practice used in most of the police services engaged by the Inspectorate to reduce costs and eliminate waste. In this review, the Inspectorate saw limited evidence that this takes place across all units within the Garda Síochána. Most budget lines run for a financial year. The Inspectorate was informed that unit budgets are sometimes robustly managed throughout most of the year and then generally,

towards the end of the financial year, any remaining money is spent rather than being given the authority to carry it forward for more planned and essential expenditure. This is not an unusual situation for police services that are unable to carry over under-spends in operational budget lines.

A recommendation was included in the *Crime Investigation* report to develop a national bureaucracy taskforce and to prioritise key actions to reduce unnecessary bureaucracy and waste. The Inspectorate was advised that the Chief Administrative Officer was tasked to conduct a review of existing structures and practices and to develop a national policy. At the time of completing this review, the Inspectorate is unaware of any specific action taken to progress this recommendation.

Other Savings Initiatives

Two potential means through which savings could be generated are outsourcing and procurement.

Outsourcing

In some cases, financial and personnel savings can be made by contracting services to an external company. This is often done for technical services, maintenance, cleaning, invoice payments, etc.

In the Garda Síochána, an area that has been prioritised for outsourcing is the handling of cash by members, such as payment of court fines, age cards, firearms, applications etc. The handling of cash at garda stations has been greatly reduced. Non-police work such as payroll and accounts payable are outsourced under shared service systems, which are currently being enhanced across the public sector.

The Transport Section has achieved efficiencies through outsourcing, including: national contract services for fuel; service and maintenance; tyres; towing of official vehicles; and body work repair. It has also developed service level agreements for motor cycle repairs and end-of-life disposal of official vehicles. According to the *Transport Strategy (2013-2015)*, an initiative to recycle non-safety parts, such as door panels and certain engine parts, from end-of-life vehicles has resulted in savings in 2012 of some €212,225. These efforts are to be commended.

In some police services in the U.K., custody duties are carried out by private security firms and a level of investigations/statement-taking has been conducted by

private companies staffed by retired police officers. Some non-police custody duties such as medical services are also being outsourced to the National Health Service in order to reduce costs.

A reasonable case can be made for the outsourcing of non-police administrative functions, particularly those that do not require any sworn powers or police expertise. Outsourcing may facilitate an economical service delivered by trained staff with up-to-date specialist technology and processes. It may also provide some resilience, in that risk and fluctuations in staffing levels are borne by the contracted company and not by the contracting organisation. However, this can only be assured with strong service level agreements and rigorous cost-benefit analysis. In conjunction with recommendation 4.1, Chapter 4 Part I, Workforce Modernisation, the Inspectorate recommends that the Garda Síochána explores all possible opportunities for outsourcing to ensure maximum focus of garda resources on core functions.

Savings in Other Jurisdictions

Almost all police services have been under pressure to make savings and become more financially efficient. In Scotland, the new unitary police service was set a target by the government to reduce its budgets by £1.1.bn before 2026 (Scottish Parliament, 2014).

Denmark

The Danish National Police believes that detailed recording of the time spent on police tasks is critical to strategic financial management. Moving from a system where resources were allocated followed by the setting of performance goals and planning, a new system was developed to reverse that sequence.

Under the old system, budgeting and accounting exercises were carried out through a number of spreadsheet programmes across the organisation. In addition to being time-consuming and not secure, it was difficult to collate management data to support decision-making. Today, the annual financial budget with associated enterprise planning, budgeting, consolidation and reporting is facilitated by new technology, moving away from a spreadsheet-focussed approach. This technology aims to assist with increased management information to support decision-making. It includes the capacity to analyse tasks, the cost of the tasks and the outcomes achieved.

The Danish National Police Chief Finance Director said that the system allocates costs more accurately and provides better quality cost management information. He expressed the view articulated by the Inspectorate on many occasions: that ‘resources can only be prioritised effectively if we have relevant knowledge in place. If we are to make better decisions, we must have greater insight into the impact of a given action.’ The change in financial management required a cultural change affecting managerial levels and in the way police officers manage their time. The new system provides budgeting support and accounting follow-up. Activity-based financial management was then developed, followed by improved control through performance management. The Chief Finance Director also praises the system as proving the basis for multi-annual budget proposals, rather than annual financial plans.

Western Australia

The Western Australia Police Service has identified savings using a process similar to priority-based budgeting across all business units to explain what to do, how to do it, the costs, the policies and the volume of work. They used a compliance mechanism with \$50m (€45m) worth of resources and options about moving money around. During this process, which took twelve to eighteen months, the heads of units were assisted by independent project managers, who were allowed to challenge and ask questions. A corporate level team was established to oversee the project and a third person, external to the police service, was brought in from the State Treasury to deal with issues of finance and resourcing.

The USA Experience

Savings in police budgets of major U.S. cities have been achieved through analysis of service demand and cessation of recruitment, redundancies, cutting the numbers of support staff and reducing overtime; particularly through enhanced technological processes.

England and Wales

A range of measures have been introduced to make savings while delivering police services. As in the Garda Síochána, these police services have reviewed spending to identify areas for potential savings. For many services, this involved using techniques such as zero-based budgeting⁹ or priority-

⁹ Zero-based budgeting: a budgeting method where every item of expenditure must be justified every budget cycle and requires each activity to be justified on the basis of cost-benefit analysis, assuming no current commitment.

based budgeting.¹⁰ Police services in England and Wales have estimated they need to save £2.42bn between March 2011 and March 2015, 17% of the 2010-2011 baseline costs (HMIC, 2013). By 2020, the MPS needs to make £1.4bn of savings over a decade – about a third of its 2010 budget.

The HMIC report revealed that police services across England and Wales faced different saving challenges as they have different levels of spending per head of population. Some services had more flexibility than others to reduce the workforce. Larger organisations had more scope for internal efficiencies and some had a high level of financial reserves. Nevertheless, there were similarities in how savings were made in police services in England and Wales:

- 73% of the planned savings relate to pay savings, restructuring or reducing the size of the workforce.
- 27% are non-pay savings, e.g. contract renegotiation, improved efficiencies in procurement, reduced purchasing (including tighter discretionary expenditure) and estates reconfiguration.
- Where neither of the above was possible, police services used financial reserves to bridge the gap between income and expenditure.

Non-pay costs are being targeted for the coming two years. Assessment of non-pay costs is also carried out through linking the estates' strategy to technology and change programmes. This relates to issues such as running costs, changes in working practices and staff well-being. Plans have been advanced for collaboration on back office functions with both local public sector and private sector partners, including centralised hubs of specialist resources and functions such as HR and finance.

Common Approaches to Savings and Efficiencies

Police services considered by the Inspectorate are under pressure either through increased demand, financial imperatives or both to reduce costs and maximise efficiency. There are commonalities of approach to this challenge:

- Applying a process of zero-based, priority-based budgeting.
- Pay and overtime savings.
- Reducing the workforce.

¹⁰ Priority-based budgeting: Key current priorities and expectations of the public within the force areas are used to establish funding priorities in budgets. PBB helps to define priority objectives and create a budget based on achieving those objectives.

- Reducing sick leave excess, cuts in training, optimisation of IT.
- Increasing cost recovery.
- Increasing the focus on the financial cost of operational decisions.

While it is acknowledged that the Garda Síochána has carried out a level of budget analysis and savings have been delivered, the Inspectorate is of the view that following the implementation of the key recommendations in this report, a further deeper process of priority-based budgeting should be conducted regularly. This process should be on a long-term basis for financial management, supporting the key priorities of the service and driving efficiencies at every level.

The process of zero-based budgeting is more time consuming and may be appropriate in due course. However, the Inspectorate is conscious of the risk of change fatigue in the short term, given the scale of reform now being conducted in the organisation. Having considered the options and circumstances, the Inspectorate believes that a regular process of systematic pre-Estimates priority-based budgeting in the short term, would pave the way for further financial change options in the future. It would assist in the identification of costs associated with newly determined priorities and ensure the closer detailed alignment of resources with stated garda priorities. A very useful retrospective exercise would be to set the pre-Estimates priority-based budget against the actual expenditure, to assess the reality of the priority targets against the expenditure on services delivered. It may be that the Policing Authority will have a role in such budgeting consideration.

Recommendation 5.11

The Inspectorate recommends that the Garda Síochána regularly conducts an in-depth priority-based budgeting approach to ensure that resources are being applied in alignment with the policing plan and Ministerial priorities. (Medium term)

Implementation Outcomes

Accountability for finance provides a focus on expenditure and it is reasonable to expect operational managers to have regard to financial efficiency. It appears that a tension will always exist between measurements of service effectiveness and measurements of efficient financial

management in police services. Nevertheless, maximising use of all available resources and minimising unnecessary expenditure provides optimum value for money.

Implementation of the recommendations will result in:

- An improved garda budget negotiation and allocation process.
- Improved garda strategic financial planning.
- Increased garda budget income opportunities.
- Reduction in waste.

Improved strategic financial planning and changes to financial management practices will achieve maximum possible public value from garda financial resources.

CHAPTER 5: PART II

ESTATES AND EQUIPMENT

This part examines the provision and use of estates and equipment, including uniform and vehicles required by garda personnel in the performance of their duties. It does not include IT, which is dealt with in the next part of this chapter. Employees engaged in front-line services must have access to equipment that is fit for purpose.

Workplace satisfaction and performance are inextricably linked. During this review, most garda personnel expressed some level of dissatisfaction with equipment and working conditions. Garda members consistently raised issues about poor quality uniforms and vehicles, limited access to technology and the lack of supplies, such as printing materials. Garda staff generally focused on computers, access to information and the physical configuration of work areas. The Inspectorate recognises that working conditions will always have challenges for a 24/7 public service. However, certain issues invite review from a perspective of employee need and organisational efficiency and effectiveness.

Estate Management

As the Garda Síochána faces a future that will require re-investment in its people, working conditions will need to be considered as well. A 2010 survey conducted by the Garda Síochána and the Office of Public Works (OPW) identified that the average age of a garda station was 74 years with approximately one quarter having been built in the 1800s, and some in the mid-1700s. Older buildings tend to be less energy-efficient, require more maintenance and are often unsuitable for modern policing needs due to lack of electrical wiring, construction style and other similar issues. Recognition of the impact of facilities on performance was identified in the report by Seán Guerin, S.C., where he said ‘the standard of accommodation at Bailieboro Garda station and its possible impact on the performance of the policing function are matters which warrant consideration as part of any inquiry that might be established into the matters considered in this report.’¹¹ Previous Inspectorate reports have also identified issues within the current housing stock that diminish effective customer service.

The Inspectorate notes that the Minister for Justice and Equality has recently announced a programme of investment including over €60m of Exchequer funding as

part of Government’s Capital Plan 2016-2021, to provide new stations and to modernise older stations at key locations around the country.

Garda Síochána Housing Section

The Garda Síochána Housing Section reports to the Garda Directorate of Finance, and has the responsibility for oversight of the estate maintenance of the Garda Síochána nationally. Since 2012, the OPW has assumed control of the capital and maintenance budgets for all state-owned property, including the building stock for the Garda Síochána. Every year a list of building and maintenance projects is forwarded by the Garda Commissioner to the OPW. The Inspectorate was informed that a significant amount of garda hours is invested in the review and development of the building priorities. While the role of the Garda Estate Management Section is to work in partnership with the OPW in prioritising maintenance projects, the OPW maintains the authority for the overall final decision.

In 2013, 670 maintenance application approvals were authorised for estate improvements, ranging in value from €800 to €65,000. District officers have an €800 imprest account to fix small local issues. Projects with an estimated value of less than €150 are sanctioned by the district officer. Where projects have an estimated value of between €150 and €800, they are forwarded to the Housing Section for sanction. In 2013, a total of 4,664 projects were valued at €800 or less. The Inspectorate was advised that requests under €800 are processed electronically, usually by email. Given that there are thousands of such requests annually, the use of an electronic system has improved the efficiency of the process.

In respect of projects in excess of €800, a paper approval process tasks a chief superintendent with approving the request and documentation for expenditure on maintenance. The request is forwarded to the Housing Section for approval and then the sanction details are forwarded to the OPW. In urgent cases, sanction requests are emailed to the Housing Section for approval. Creating an electronic system for all projects valued in excess of €800, similar to the electronic process for projects valued at less than €800, would generate efficiencies over the current

¹¹ Report by Mr Seán Guerin S.C. on a Review of the Action Taken by An Garda Síochána Pertaining to Certain Allegations Made by Sergeant Maurice McCabe.

paper process. As discussed later in this part of the review, the Uniform Section has created a system for tracking uniform issue requests that could be modified to deal with the needs of the Estate Management Section. This would allow for transparent and effective tracking of requests and monitoring progress.

Recommendation 5.12

The Inspectorate recommends that the Garda Síochána implements an electronic format and processing system to create efficiencies in processing requests for all building maintenance projects. (Medium term)

Future Accommodation Needs

Given the age of the garda estate, strategic vision is needed to manage future development for operational needs. From an efficiency perspective, there should be an analysis of accommodation needs and a review of the available building stock. The condition of the estate should be factored into use, refurbishment and relocation decisions. The decision to refurbish or change the use of a building should include a comprehensive assessment of all factors, including previous upgrades and any required technological investments.

The Estate Management Section has developed a variety of partnership projects that are aimed at efficiencies. The Department of Defence, for example, has allowed the Garda Síochána to use certain closed accommodation for training exercises for members. These types of co-operative partnerships foster efficiencies and save on overall training costs.

Good Practice

A working committee on Public Private Partnerships (PPP) developed detailed business cases for the Department of Public Expenditure and Reform, for sanction to build three garda stations. The Garda PPP Project Team, including representatives of various government agencies, helped to develop the specifications for the projects. Irrespective of whether the stations are built under PPP protocols or as an expenditure of the exchequer, developing the station specifications through an expert multi-disciplinary committee is to be commended as it takes account of a variety of perspectives and skills.

Custody Facility Rationalisation & National Cell Refurbishment Programme

Custody is a high-risk area and needs to be approached from a holistic management approach. As mentioned by the Inspectorate in the 2014 *Crime Investigation* report, many of these facilities with custody cells are lacking in modern standards relative to security and care. The National Cell Refurbishment Programme arises from the Housing Section's priority listing of refurbishment for custody cells, which is expected to progress consistently throughout all the divisions. However, there is no current plan to close any custody facilities.

It makes little sense to maintain custody facilities that are underutilised, as it is not an efficient or effective use of facility and personnel resources. The Inspectorate has determined that a significant number of stations have annual prisoner occupancy of less than 20, and some are never used to accommodate prisoners.¹² Decreasing the number of custody sites would release resources to update the remaining facilities in a timelier manner. Fewer custody facilities also means reduced personnel and estate costs associated with custody, including IT requirements, such as Automated Fingerprint Identification System (AFIS) terminals, interview recorders, intoxilizers for drink driving cases, CCTV and other equipment. The recommended regional and divisional amalgamation process should include an examination of custody needs within relevant divisions.

The Inspectorate's reports on *Crime Investigation* (2014) and *Front-Line Supervision* (2013) recommended an assessment of the state of the custody facilities within the organisation and rationalisation for custody centres. Greater officer safety, better oversight and management of detainee processing, more humane custody conditions and improved facilities are the most likely outcomes of an amalgamation of custody centres. Independent of rationalisation, any specific refurbishment decisions under the National Cell Refurbishment Programme should take place only after development of a custody strategy, to ensure that refurbishment occurs for those centres that warrant the investment based upon need and usage.

Rationalisation should be based upon all of the data available to the Garda Síochána. Access, use and the numbers of prisoners processed should be considered. However, the benefits of amalgamation may be diminished

¹² 2009 data provided by the Garda Síochána.

if members are driving unreasonable distances to access custody facilities. The Inspectorate was informed that when Police Scotland was established, it was faced with amalgamating custody centres. Scotland has a landscape which gives rise to both rural and urban policing issues, similar to Ireland. Technology, such as Automatic Vehicle Location Systems (AVLS) and Global Positioning Systems (GPS) were used to inform amalgamation decisions through actual prisoner transport data; as well as through prisoner processing numbers. The Police Scotland custody model has 42 primary and 56 secondary (rural-based) custody centres, providing a total of 1,080 cells. The final decisions accounted for use, distance to the centre within the area of command and the condition of the existing facilities.

Larger custody centres at fewer locations would justify the assignment of resources specific to prisoner processing. Savings would result from reduced staffing required at multiple detection locations and reduced building costs for maintenance and refurbishment. The Inspectorate believes there is scope for amalgamation and efficiencies arising out of a strategic review of the staffing, numbers processed, prisoner transportation time, facility conditions and locations of the custody facilities within the Garda Síochána.

Vehicles

The Garda Transport Section provides administration and support for all vehicles in the Garda Síochána fleet. The garda fleet consists of approximately 2,500 vehicles, which are distributed throughout the state in the 28 operational garda divisions, and across national specialist units.¹³ Garda vehicles serve as the 'office setting' for many members. They are the means by which gardaí can respond to public service calls and they are essential to effective garda performance. The fleet is one of the most important support resources within the Garda Síochána, as the mobility of the police service is critical to its overall effectiveness and efficiency.

Previous Inspectorate reports have addressed vehicle issues and recommendations have been made for improvements to the fleet from an efficiency and effectiveness perspective. The Garda Síochána has addressed many of these prior recommendations and other efficiencies have been independently initiated. However, during field visits for this review, issues with vehicles continue to be a source of

frustration for many members, including vehicle allocation decisions and concerns over whether some vehicles are fit for purpose.

Vehicles Fit for Purpose

In 2013, the Garda Síochána issued a vehicle Request for Tender (RFT) for (i) small family estate, (ii) small family saloon, (iii) large family estate and (iv) large family vehicles. Whether a 'family' vehicle best aligns with the needs for garda use is subject to interpretation. RFTs that lack specific definition for the required performance standards, (other than vehicle type), can contribute to a lack of consistency within the fleet and inefficiencies. Volume discounts, including for replacement parts, are not as advantageous given the variety of vehicles, the adaptation costs and the annual procurement process.

The Garda Transport Section has engaged with garda management and the garda associations to ensure better communication and information regarding vehicles and purchasing decisions. However, many members raised concerns about operational policing receiving less vehicle support in comparison to some specialised units. Better communication and transparency on a variety of vehicle decisions, including allocation, would serve to reduce concerns and allow for open discussion with regard to other issues. It would also ensure that members are factually informed about the state of the garda fleet and the actions of the Transport Section.

As in many police services, there is not a single all-purpose garda vehicle, in part due to the different vehicle needs for the various types of garda operations, from prisoner transport vans to surveillance vehicles. Furthermore, driving needs within congested urban areas are distinct from those in rural areas, where there are longer distances and there is a need for timely response to requests for garda back-up. Vehicle retrofits or bespoke configurations sought by managers, based upon self-identified unit needs are other reasons why a single type of garda vehicle may not be suitable. While there is a strong case for a variety of vehicles, it creates challenges for flexible and effective vehicle allocation.

The overall fleet ratio of marked and unmarked vehicles should be allocated and purchased in accordance with corporate goals. In the *Policing in Ireland-Looking Forward* report (2007), the Inspectorate recommended expanding the proportion of marked vehicles within the overall garda fleet. The use of marked garda vehicles creates greater

¹³ As per data provided by the Garda Síochána, February 2015.

Figure 5.8 Garda Fleet Comparison – 2006 to 2014

Type of Vehicle	Number at September 2006	Percentage of total fleet September 2006	Number at December 2012	Percentage of total fleet December 2012	Number at 31 December 2014	Percentage of total fleet December 2014
Marked Cars	571	27%	579	24%	697	28%
Unmarked Cars	963	45%	1,107	46%	1,108	44%
Vans	247	11%	343	14%	401	16%
Motorcycles	220	10%	178	7%	139	5%
4x4	91	4%	119	5%	98	4%
Others	62	3%	87	4%	85	3%
Total Fleet	2,154	100%	2,413	100%	2,528	100%

Source: As per data provided by the Garda Síochána 2006, 2013, 2015

garda visibility, which is a key element of public demand and reassurance. Figure 5.8 demonstrates that the Garda Síochána has increased the total of marked cars in the fleet from 579 in 2012 to 697 in 2014, which now represents 39% of all cars in the fleet. In recent years, purchases have prioritised marked cars, as unmarked cars increased by one from December 2012 through December 2014, while marked cars increased by 118.

Figure 5.9 Comparisons for Marked and Unmarked Vehicles 2014

Type of Vehicle	Marked	Unmarked	Total	Percentage of unmarked vehicles December 2014
Cars	697	1,108	1,805	61%
Vans	262	139	401	35%
Motorcycles	134	5	139	4%
4x4	52	46	98	47%
Other	46	39	85	46%
Total	1,191	1,337	2,528	53%

Source: As per data provided by the Garda Síochána, February 2015

Figure 5.9 shows that of all vehicles in the garda fleet, 53% are unmarked. The purchase and use of marked vehicles should be examined from an operational perspective, to determine whether more marked or unmarked vehicles better serve the core functions and key operational strategies of the Garda Síochána. Expanding the pool of marked vehicles would increase the number of vehicles available for allocation within the organisation as new vehicles are purchased.

Consideration should be given to further expanding the purchase and assignment of marked vehicles to those units that have not traditionally used marked vehicles. The Inspectorate is not convinced that all detective and other investigative units require the use of unmarked vehicles for all duties. The Inspectorate considers that there is merit in the availability of a pool of vehicles. Expanding the use of

marked vehicles to those units that have traditionally been assigned unmarked vehicles should first be assessed for any valid operational and safety factors. The Inspectorate believes that there is room for improvement in creating more visibility for members assigned to patrol and other duties and the Inspectorate recommends expanding the number of visible, marked garda vehicles. It must be noted that there will be a cost of attaching livery to the vehicles in question, but this must be considered against the visibility value.

Vehicle Allocation and Rotation

Once vehicles have been assigned to units, they generally remain within those units and decisions on allocation are managed primarily through local managers. These units determine vehicle rotation and the Inspectorate was informed of limitations in the current practice. Part of the challenge for efficient vehicle allocation is the limited analytic data available for evidence-based decisions for resource allocation. However, management practice also contributes to inefficiencies. The Inspectorate observed that in some units, one person was allocated a vehicle, as opposed to it being pooled for use by other members in the same unit.

Allocating cars throughout the organisation based upon usage and demand provides for a more efficient use of the fleet. The Inspectorate is aware that there is some rotation of high mileage vehicles to units that have vehicles with lower mileage. This practice should be consistently applied, as it would result in a more even use of the overall fleet, resulting in a consistent annual replacement procurement process. If one unit has vehicles that are not being driven, they should be re-allocated to units that are in need of vehicles or pooled for maximum availability. A well-managed, structured vehicle rotation process throughout the Garda Síochána would provide for more efficiency and cost savings.

Internationally, police services continue to review the use and allocation of vehicles to extract maximum efficiencies. The Dorset Police have restructured their vehicle allocation strategy, so that unmarked fleet resources will be utilised according to need and will no longer be considered as owned by the individual units and portfolio leads. According to its *Transport Services Strategy 2014*, a monthly review of vehicle numbers and locations enables re-allocation of vehicles according to need across the various units of the organisation. Such management seeks to ensure consistent depreciation of vehicles and consistent replacement forecasting.

While not necessarily an allocation issue, the use of garda vehicles for short travel within urban centres, such as to stationary posts or court, should be reviewed. In its *Transport Services Strategy 2014*, Dorset Police have also directed operational staff to consider the use of car sharing and free public transport when travelling on duty in uniform, in order to maximise visibility and public reassurance. This type of a programme would serve not only to provide for greater public visibility of gardaí, but would also alleviate some demand for vehicles that are only used for transport to and from courts and other locations, rather than for operations.

In its 2007 report *Policing in Ireland-Looking Forward*, the Inspectorate recommended the development of a transport policy driven by business needs which sets out strategies to resource and implement that policy. A first draft of a transport policy was created but never finalised. While implementation of the recommendation was deferred for financial reasons, it is now appropriate that the Garda Síochána develops a new transport policy for the garda fleet. The need for the creation of a transport policy is as relevant today, as it was in 2007.

Recommendation 5.13

The Inspectorate recommends that the Garda Síochána develops a transport strategy for the garda fleet. (Medium term)

To achieve the above recommendation, the following key actions need to be taken:

- Procurement processes should provide for expenditure limits rather than single procurements tied to the current sanction.

- Sanction should be sought from the Department of Public Expenditure and Reform for a multi-year budget forecast for vehicles.
- Improve management of vehicles.
- Ongoing review across the organisation for efficiency in vehicle rotation.
- Increase the allocation of marked vehicles to ensure balance of operational need and visibility.

Uniforms

The uniform is part of the Garda Síochána's brand and those who wear it represent the organisation and its values. Garda management often sees the uniform as providing the public with the assurance of a professional police service through a visible, standard garda appearance. For front-line members, the uniform is a vital piece of equipment. However, as with vehicles, the uniform continues to be a challenge for many members. Members consistently expressed concerns over what they feel is the uniform's lack of comfort and practicality in the field. They cited issues as simple as stab/ballistic and protective vests that did not have pockets or a holder for equipment, such as pepper spray, radios or notebooks. There were also issues raised about the need for improved uniforms that keep members comfortable in all weather conditions. The crown cap was also a source of complaint. While it clearly identifies them as a member of the Garda Síochána, members questioned its practicality for front-line work.

The Inspectorate observed that the ballistic/forced entry helmet used by specialist firearms units is an example of a mismatch between specifications and practical operational need. The helmet is a two-pieced heavy helmet, which essentially requires the member to hold onto it in order to keep it upright and maintain visibility. This not only limits a member's field of vision during hazardous operations, it is also a safety issue, as the member will have limited use of their hands, given the need to hold on to the helmet. These types of issues concerning uniforms are shared throughout the policing world and are not unique to the Garda Síochána. However, uniforms and equipment are an important issue and one that was raised with the Inspectorate in every division visited and by association representatives.

The Inspectorate recognises that uniforms are a significant expense for the organisation. Like many police services, the Garda Síochána has a uniform committee, comprising of representatives from Procurement, HRM, the Office of

Government Procurement, member associations (Chiefs, Superintendents, AGSI and GRA) and a garda health and safety representative. Garda Procurement, which acts as the liaison between the Committee and senior management, states that equipment is usually tested in divisions/units with a survey follow-up that informs the final decision. Testing usually takes place over a period of twelve to eighteen months and the final decision authority rests with the Commissioner.

During field visits, members questioned if equipment was operationally tested and whether it was fit for purpose. The Inspectorate spoke with many members who, despite the existence of the Uniform Committee, perceived that they have minimal input on their uniform choice. Some who provided input stated that they felt that their views are not taken on board in the final uniform decisions. The Inspectorate received numerous ideas and recommendations for uniform improvements while conducting this review, as it is an area of important personal interest for members.

The Inspectorate believes that many of the issues raised by members regarding their lack of input on uniforms result from poor communication and are consistent with the issues identified in Chapter 3, Part V, Communications part of this report. The Uniform Committee should engage in a communications strategy that allows for the direct submission of views and transparent processes that identify items for review by the committee. The findings of the review and where and what items are being field-tested should be communicated to all personnel. Operational testing is also a way to generate recognition for gardaí working in the most challenging assignments and is a way to ensure a product is fit for purpose, before there is substantial investment. As with the existing process, management retains final decision authority, but increased communication allows for shared input into a key component of the daily lives of the organisation's personnel.

Recommendation 5.14

The Inspectorate recommends that the Garda Síochána reviews the current uniform for practicality, suitability and visibility. (Short term)

To achieve the above recommendation, the following key actions need to be taken:

- Re-invigorate the joint labour/management Uniform Committee and its role in uniform decisions.
- Ensure that operational personnel are provided with the opportunity to have direct input on uniform recommendations.
- Develop an internal communications strategy to keep personnel apprised of items reviewed, why views or suggestions are not being taken on board, items field-tested and the outcomes of the reviews and testing.

Garda Staff Uniforms and Identification

Not only does the uniform represent the Garda Síochána brand, it signifies membership in an organisation with a long history and proud traditions. Garda staff also serve the organisation and uphold its values and standards. However, unlike members and reserves, they are not given the opportunity to visibly represent the organisation. A uniform is an opportunity to feel integrated within an organisation. An important component of integration is tied to symbolism, and in the case of the Garda Síochána, much of that symbolism rests in the uniform.

Other police services have expanded use of certain uniform items to police staff, in order to help develop organisational cohesion and a sense of membership. Many police services provide police staff, who have face-to-face contact with the public, with uniform items, such as a jacket or a technical uniform for positions such as crime scene examiners or custody aides. Some police services provide overcoats or other uniform that identify personnel as police staff, even for non front-line positions. These types of practices have been well-received by their employees. Within the Garda Síochána, developing uniform standards for garda staff, based upon organisational need and priorities, could generate an increased sense of belonging.

Working towards ensuring an inclusive sense of community for garda staff would assist the Garda Síochána in achieving its workforce modernisation goals. Until July 2015, garda staff, unlike members, were not routinely provided with identity cards. Garda staff, even when assigned to a location, may not always have direct access

to the building and must present themselves to the desk officer or other staff to be granted access. The Inspectorate welcomes the recent initiative to provide all garda staff with identity cards.

Recommendation 5.15

The Inspectorate recommends that the Garda Síochána evaluates uniform options for garda staff, particularly for those garda staff serving in positions that would benefit from the public identifying them as a representative of the Garda Síochána. (Short term)

Name Badges

The Inspectorate notes that members of the Garda Síochána are not identifiable by name on their uniforms. Unlike most police services, there is no requirement to wear a name badge. Rather, the members' number, rank insignia and district abbreviation are the only source of identification on the Garda Síochána uniform. For some, this reflects a security policing approach to police services in Ireland. In contrast, in April 2002, the PSNI began wearing a clearly-displayed name badge rather than police number.

Moreover, the *Annual Policing Plan 2015* advocates a strong commitment to community policing by the Garda Síochána. According to the U.S. *President's Task Force on 21st Century Policing* (2015), community policing requires the support of positive relationships with members of the community, both personally and at the organisational level. Failure to provide for easy identification of members creates trust issues and also limits the community's ability to interact with officers in a positive and meaningful manner. The community's ability to identify members also aligns with the key principles of police legitimacy, in that the actions of individual officers reflect and represent the Garda Síochána. When police services internationally are moving towards better identification of the actions of its members, Garda Síochána uniformed members should also have a name badge.

In addition, the organisation's professional image would also be enhanced by the wearing of a name badge by the garda staff that have face-to-face contact with the public.

Recommendation 5.16

The Inspectorate recommends that the Garda Síochána issues a standard name badge to be worn by all uniform garda members and by garda staff who meet with the public. (Short term)

Implementation Outcomes

Workplace satisfaction and performance are inextricably linked. The quality and suitability of garda accommodation, vehicles and uniforms also has a direct impact on customer service.

Implementation of the recommendations will result in:

- The creation of efficiencies in processing requests for building maintenance projects.
- Better working conditions for all garda personnel and improved customer facilities at garda stations.
- More efficient and effective use of custody facilities.
- Improved fleet acquisition, management and visibility through the development of a transport strategy for the garda fleet.
- The provision of a practical uniform and the issue of equipment that are operationally tested with an opportunity for input by staff.
- Increased visibility through the provision of name badges and uniform options for garda staff, particularly those who are in contact with the public.

The changes will enhance efficiency and working conditions of members and garda staff as well as improve visibility and customer service.

CHAPTER 5: PART III

INFORMATION TECHNOLOGY

This part addresses the challenges faced by the Garda Síochána in developing and fully utilising technology to deliver a modern police service. Many of these challenges have been identified previously, both by the Garda Síochána and by the Inspectorate. There is a clear need for investment, for a strategic vision and for a governance structure to drive progress towards this vision. Although many of these issues are being considered by the Garda Síochána, it is critical that they are included in this review and taken into account in the overall organisational change process.

This part also examines the current information technology (IT) governance structure, highlights the investment priorities which are now essential and makes recommendations in relation to the structural issues that need to be addressed.¹⁴

IT is an essential tool for supporting an effective modern police service. Technology is more than just equipment, as it enables an organisation to identify and achieve efficiencies in operational performance and in the processing of information critical to public safety. According to the *Public Service ICT Strategy* (DPER, 2015), true innovation incorporates technology to drive corporate and cultural change.

Effective IT is capable of supporting management by providing a consistent framework for response, administration, training, and governance. Technology can provide significant management support for a geographically large police service, such as the Garda Síochána. Smart technology investments are instrumental in ensuring efficiency improvements. Good technology investment and management result in overall savings, efficiency and organisational achievement (Public CIO Report, 2014). However, technology is not a substitute for effective management or organisational governance.

Value of IT in Policing

Technology enhances the ability of police services to capture, analyse and share information collected, to efficiently utilise information and to engage with the public. Modern police services require advanced technology capabilities to manage their organisations effectively and to respond to increasingly complex public safety demands. Intelligence-led policing requires consistent, high quality, accessible information. IT is more than the purchase of hardware, software and systems. It is a means to garner better return on investment in human capital and to establish more efficient and effective police processes.

According to the IBM Centre for Applied Insights 2012 report, an agency with a budget of \$350 million (€308 million) may realise savings of \$60 million (€53 million) by exploiting data management through strategic development of core technology competencies.

Technology, when used to address a specific issue has the capacity to deliver real savings. The Victoria Police found that by using technology to streamline the administrative processes for the response to family (domestic) violence, over 72,000 operational hours have been released for other front-line policing duties. For the Garda Síochána, 72,000 operational hours equates to approximately the annual equivalent of 40 full-time gardaí.¹⁵ Queensland Police in Australia have issued 4,000 iPads to police officers to increase visibility and to keep officers out on patrol.

The Garda Síochána's *Strategy Statement 2013-2015* prioritises the development of technology to aid in the delivery of a professional police service. Key themes within this strategy centre on the value of technology. Those areas of the strategy that are aligned with IT use and development include:

- 'Continuing to enhance our organisation's performance and accountability systems.
- Harnessing technology and information to generate efficiencies in the delivery of a policing service.
- Reducing the organisation's cost base by exploring shared service opportunities across the public service.'

¹⁴ Information Technology (IT) is sometimes referred to as Information and Communications Technology (ICT). For simplicity, the term IT is used as far as possible throughout this review.

¹⁵ 72,000/1,802 (annually worked hours, including 30 Haddington Road hours) = 40 members

Current Position with IT in the Garda Síochána

Structure of IT

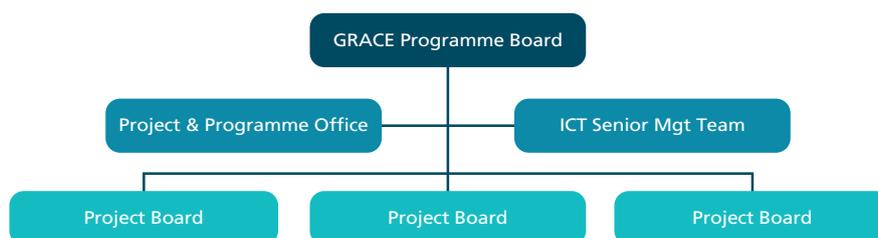
The Information and Communications Technology (ICT) Branch is responsible for providing all ICT solutions and services to the Garda Síochána. This includes radio, voice and data communications infrastructure, IT and data centre infrastructure, information systems and ICT security. They are also responsible for ensuring that these systems and solutions are available on a 24/7 365 basis. These are delivered at present through three sections: Telecommunications Section, Information Technology Section and IT Strategy and Planning Section. The Inspectorate was informed that over time and with the convergence of technologies and ICT solutions, a considerable amount of overlap has led to some duplication across these sections.

A review of ICT staffing needs and structures was completed by the Garda Síochána and published internally in September 2014. It sets out a new ICT structure based around five sections which streamline how ICT solutions and services are delivered. These are:

- An ICT Programme Office.
- ICT Service Delivery Section.
- Technical Infrastructure Section.
- Information Systems and Future Policing Section.
- Digital and Innovation Section.

The strategy provides that all ICT programme governance, projects, financial management and administration are co-ordinated through the ICT Programme Office (referred to in the *An Garda Síochána Information and Communications Technology Strategy 2013-2015* as the Project and Programme Office). All day-to-day ICT service delivery will be managed through the ICT Service Delivery Section. All communications, IT infrastructure and security will be delivered through Information Systems Section. Future policing solutions will be tested through a new Digital and Innovation Section.

Figure 5.10 Garda Síochána's IT Governance Structure



Source: *Garda Síochána Information and Communications Technology Strategy 2013-2015*

The HR Strategy for ICT has been approved by the Commissioner, the Department of Justice and Equality, the Department of Public Expenditure and Reform (DPER) and the Office of the Government Chief Information Officer. The Inspectorate supports the implementation of this strategy (See also the references to ICT staffing in Chapter 4, Part I Workforce Modernisation).

IT Governance Structure

The current IT governance structure within the Garda Síochána, identified in Figure 5.10, operates with the ICT Branch input and is primarily project-based. The Programme Board aligned to the Garda Response to a Changing Environment (GRACE) programme is jointly chaired by the Chief Administrative Officer, the Deputy Commissioner Operations and the Deputy Commissioner Strategy and Change Management. This Board provides overall direction and prioritisation for all IT initiatives across the organisation.

Progress on each individual IT project is monitored and driven by a project board, which is usually chaired by an assistant commissioner or the Executive Director of IT. All IT project boards report into the GRACE Programme Board. The Project and Programme Management Office provide support and co-ordination.

The ICT Branch Policing Plan is monitored on a fortnightly basis at the IT Senior Management Meeting, at the regular Garda Executive Team meetings and annually by the Commissioner.

The Garda Síochána has undertaken recent action to improve IT management as identified later in this part, notably through the IT Steering Committee and in planning for future technology acquisition and development.

All of this work is conducted in the context of the broader Garda Síochána Transformation Programme. From a governance perspective, the new *ICT Vision and Roadmap*

highlights the importance of integrated work between the recently established Strategic Transformation Office and a proposed ICT Transformation Office.

The oversight process for IT projects has challenges for effective technology management. The chairpersons for the individual project boards, as well as the GRACE Programme Board, all have full-time responsibilities in other areas. Furthermore, a background in technology or project management is not required to chair the project boards, despite their role in managing project implementation. Multiple responsibilities and limited technology management backgrounds for project board chairs diminish the strength of the overall technology management programme. The Garda Síochána IT management process focuses on individual projects rather than organisational goals. As highlighted in many reports on IT, a lack of and/or under-skilled leadership are key reasons IT projects fail (State Tech, 2013).

The Challenges Faced

The Garda Síochána uses a number of IT systems. While stand-alone databases provide a range of information sources, there is little connectivity across the IT systems in the Garda Síochána. Over the years, the Garda Síochána has made incremental investment in single systems to address issues of critical need. These systems were often designed only to meet the specific immediate need, rather than advance overall organisational requirements. As a result, the data-rich information systems available in other police services are not available to managers within the Garda Síochána. Very little information is readily available to inform management decisions across a range of areas, from recruitment to deployment of operational resources.

The Inspectorate has previously identified the IT challenges facing the Garda Síochána. During this review, the IT priorities identified by the Garda Síochána were consistently focused on maintaining current systems. The existing systems, including the Tetra radio system and PULSE, consume most of the IT budget and resources. As a result, other IT projects have not been a priority for funding. Too often, critical needs have not been addressed due to a lack of resourcing and the inability to leverage IT projects to meet other demands.

During field visits, the Inspectorate identified that not all garda stations have access to PULSE terminals and not all divisions are operating a CAD system that electronically records all calls received from members of the public and

all deployments of garda resources. Hardware and access to garda systems should be available for all members who require these tools to do their job, including access to computers, email, and PULSE-enabled terminals. Each technology need is aligned with some level of operational or corporate risk. As part of a project plan, risks associated with technology should be identified, including risks that may arise during the implementation process. In its 2014 *Corporate Strategy Report*, Police Scotland identified one of its key risks as the lack of investment in the legacy IT systems, which prevent the development of the technology required to deliver effective services.

During this review, the Inspectorate was provided with numerous examples of the limitations of the IT software in use throughout the Garda Síochána and its varying ability to support day-to-day policing operations. The Garda Síochána recently underwent a significant investment to update its operating systems because the current system would no longer be supported by the vendor. Over the course of visits conducted for this review and other inspections, the Inspectorate was informed by most units of technology needs that would provide for greater efficiency. This included digital images and attachments, such as photographs and videos, that cannot be sent within the Garda Síochána or externally, which limits the ability to provide crime investigation support remotely. Email continues to be a challenge for all personnel to access and use efficiently. Communications with partner criminal justice agencies are also sometimes limited, including investigative requests that are accompanied by file attachments, which cannot be opened due to firewalls and other IT restrictions. Most units reported that they had highlighted these issues, but few had received any feedback or the necessary IT support.

Strategic IT Development

The Government recently announced an additional allocation of €205m in the capital framework 2016-2021 for the development of development of garda technology and ICT systems. This is very welcome news and will require intensive strategic IT development and governance. The Garda Síochána faces the same issues as other large organisations, in that it must innovate and develop technology, while keeping the basic systems of the organisation up and running. An enhanced corporate ability to adapt to and assess new technology is needed to advance efficiencies within the Garda Síochána. Developing a comprehensive IT strategy will require a strong corporate

vision and an organisational commitment to drive the necessary change and reform beyond just addressing not only the technology needs of today, but those in the future as well. In the *Public Service ICT Strategy (2015)*, the Department of Public Expenditure and Reform states that the day-to-day delivery of services accounts for the majority of IT expense in most public sector organisations. Operations and the corporate IT function should be engaged and focused on developing comprehensive solutions to IT needs, thereby avoiding the need to realign or redirect resources from other projects.

Good IT planning aligns with the tenets of the community policing problem-solving model, SARA – Scan, Assess, Respond and Analyse. As Figure 5.11 demonstrates, the IT strategy should support the core functions and key strategies of the Garda Síochána. An effective strategy requires an ongoing scanning of the corporate environment for needs and innovation within the overall policing profession. With all IT plans, ongoing analysis and evaluation following implementation are needed to ensure that the IT systems continue to meet the corporate vision and support key operations.

Figure 5.11 IT Scanning Process



Source: Adapted from the SARA Community Policing Model, U.S. Department of Justice, National Center for Justice Planning

Police services face serious challenges in providing the modern technology necessary to police efficiently in an increasingly complex environment. Technology needs to be constantly updated to take account of new crimes and expanding criminal networks. It also needs to facilitate joint-working relationships with criminal justice and other

bodies nationally and internationally. Risk issues, such as data access and privacy compliance and systems failure must be incorporated into the planning process.

The Garda Síochána ICT Strategy

The Garda Síochána's *Information Communications and Technology Strategy 2013-2015* has a primary focus on maintaining and enhancing existing infrastructure and systems. There is little focus on the development or expansion of new technology.

While the strategy addresses the organisational technology goals, IT projects are often approved and developed independent of the ICT Section. Technology programmes are established by the individual project boards and once approved, they are forwarded to the ICT Section for implementation. The Inspectorate noted that operational and management requests were often directed at short-term needs, rather than long-term organisational IT development. The Property Exhibits Management System (PEMS) is an example of using technology to fill a critical need for accurate property inventory records. However, there has been a subsequent programme developed for the Garda Technical Bureau (GTB), independent of PEMS, that electronically tracks the intake of evidence at the GTB. This system does not connect with PEMS or to the Forensic Science Laboratory tracking system, to which most of the exhibit items are sent to be forensically processed (see also Chapter 1 of this report). The Inspectorate was informed that connecting the three systems was not envisaged during the planning for the GTB system. This shows a tendency to deliver on unit level needs without consideration of larger organisational needs. An integrated inventory system could provide for outcomes such as:

- Tracking the path of exhibits through reception to evidentiary processing.
- Providing for information as to specific location and status of evidence during processing and preparation for court.
- Generating reminders for proper disposal of the property once a case is completed.

Even if the goal of a joined-up system was not achievable at the point of initial planning and procurement, the vision is necessary to be able to advance organisational priorities into the future and beyond individual project goals. As the new GTB system stands, it does not inform the PEMS process or the Forensic Science Laboratory process and as a result, serves a limited purpose in

the overall management of evidence within the Garda Síochána. However, a technology management process that addresses organisational priorities would have planned for subsequent integration of PEMS, the Forensic Science Laboratory and the GTB systems to create a more efficient and effective inventory system.

Another technology solution introduced to address unit level need was that of Key Performance Indicators (KPIs), created to assist in the management and oversight of criminal sexual assault investigations. This technology solution is one that could assist with the management of a variety of investigations across the Garda Síochána, a critical gap identified by the Inspectorate in its *Crime Investigation* report (2014). However, it was not part of the initial scope of work or planning to use this tool to advance the management information for overall criminal investigations. Therefore, despite the resources invested, the KPIs assist management in only one area of crime. The Inspectorate understands that there are plans to use KPIs in other areas within the organisation.

The fiscal challenges faced by the Garda Síochána, coupled with a project-focused IT governance structure, have served to limit the advancement of technology projects currently and into the future. However, strong governance would support a cohesive IT strategy and leverage technology decisions to ensure they are sufficiently advanced to address larger organisational issues, where possible.

Garda Síochána ICT Steering Committee

The Garda Síochána ICT Steering Committee, with representation from the Department of Justice and Equality, the Department of Public Expenditure and Reform and the Garda Inspectorate was convened in December 2014 to review the process used in identifying the IT needs and priorities within the Garda Síochána.

The Garda Síochána conducted internal workshops to identify IT needs and the ranking of those needs by garda personnel. The organisation is now seeking to develop a five-year IT strategy for technology implementation and use. While this process is in its embryonic stage as of the finalisation of this report, the Garda Síochána is seeking to address many of the technology and resulting service challenges that the Inspectorate has identified in this and previous reports.

The Inspectorate supports an ongoing review and co-ordination of the IT strategy, with a focus on ensuring that current priorities drive technology advancement under a strategic and sequenced plan. The planning process bodes well for developing the internal IT governance that is required to manage the large-scale technology programme that is needed to effectively support the Garda Síochána's policing goals. The Inspectorate will monitor the results of this programme.

The IT strategy, as a means to link the operational need for IT systems and how they will support the corporate goals of the Garda Síochána, should be the linchpin of any planning process. Additionally, any future investment in existing technology should be evaluated under the IT strategy goals, including obtaining the best value for the long-term technology needs of the organisation. It is more efficient and effective to plan for integration and operational need, rather than subsequently trying to re-engineer or build necessary IT capacity into existing, single technology systems. As the current IT planning process progresses within the Garda Síochána, the Inspectorate advocates that it continues to assess future need and focus on integration into a seamless, modern operating platform.

IT Management in Other Police Services

IT management is an area of growing concern within the public sector and policing internationally. Police agencies have learned that large-scale technology goals and projects require strong management and oversight to achieve the benefits required. Lessons learned by other organisations identify that the distinction between successful and unsuccessful technology programmes lies with the strength of the management, leadership and oversight of the plan.

Over the years, police services internationally have encountered challenges in implementing technology, including:

- Determining the actual effects of implementing various technologies.
- Identifying the real costs and benefits.
- Examining unintended consequences.
- Exploring the best practices for governance structures to support how technology can be evaluated, acquired, maintained, and managed (U.S. Department of Justice, 2015).

Similar to the Garda Síochána, Police Scotland has existing technology systems which have been in place for some time and is further developing them. Currently in Scotland, there is a large-scale technology project that seeks to implement an integrated technology platform. Police Scotland, as a national police service, faces similar large-scale technology project implementation challenges. As part of an extensive IT integration and roll-out programme, Police Scotland established an IT board, chaired by a Deputy Chief Constable. All IT development projects and requests must be accompanied by a business case which is reviewed by the IT board to determine whether the request supports the overall corporate strategy and existing priorities and goals. If a request is approved, the IT board makes the final decision as to how and when it is implemented. Management of the project becomes a key issue in the subsequent monitoring of its implementation.

The PSNI has identified that the modern demands placed upon policing have increased the need for technology support. In addressing this issue, the PSNI has engaged in significant planning and advancement of its technology programme by aligning IT investments with its policing priorities. As highlighted in the PSNI *IT Strategy 2015-2017*, strong governance over technology development is required to ensure that funds and resources are focused on the highest of organisational priorities. As with Police Scotland, the PSNI also has an IT governance structure under which technology acquisitions are prioritised by senior management and reviewed as part of the overall governance structure. All IT projects must be endorsed by the Programme Board, thereby assuring incorporation into the overall strategic plan. The PSNI plan includes structured, consistent reviews of IT projects to ensure delivery of efficiencies which support the corporate vision.

Management and oversight of technology is critical to ensure its effective and efficient use as well as overall value. There are many examples of expensive investment in projects that do not deliver the anticipated outcomes. In the U.S., a police department in Arizona sought to introduce a modern technology system. However, a failure to adequately manage the project resulted in significant delays and cost overruns. A Canadian police service experienced years of project delays and cost overruns arising out of poor project management, including a lack of coordination of contracts that resulted in a need to redirect investment in a new IT system. One of the police services that engaged with the Inspectorate as part of this review

identified that they redirected resources mid-stream in a large technology project, as it became apparent that the IT plan was not going to achieve its goals. While this decision resulted in lost financial investment as well as time, it was determined that it would be better to advance a new strategic plan rather than continue to invest in a system that could not deliver the organisational goals.

ICT Governance Committee

Management of IT within a large enterprise such as the Garda Síochána requires a strategic whole-of-organisation approach that matches technology development with corporate goals and priorities. Significant, strategic technology investment by the Garda Síochána is required to ensure the continued effective delivery of services. Consistent oversight, defined strategies, clearly established goals and proper sequencing of the development, implementation, training and operational needs arising out of technology projects are instrumental to their success. The current IT planning process within the Garda Síochána is a good start, but the process as a whole needs to be robust, ongoing and ingrained within the corporate framework to achieve long-term goals.

The IT management structures and lessons learned from other police services can inform IT governance and implementation strategies within the Garda Síochána. There is also a need to assess the corporate risk associated with technology, i.e. the consequences of implementation and non-implementation. For example, the challenge of limited forensic resources facing the Computer Crime Investigation Unit noted earlier went unaddressed, despite being placed on the unit risk register for years. Over time, the inability to process computer evidence in a timely manner became a significant corporate risk.

The Inspectorate recommends the establishment of a strategic, organisation-wide ICT Governance Committee to ensure joined-up technology planning and oversight of an integrated IT strategy. As envisaged by the Inspectorate, the ICT Governance Committee will provide a single decision source for a structured and transparent review of IT requests and implementation plans. Adopting a business case approach will result in consistent guidance and vision for the development of IT projects. The ICT Governance Committee will review and assess progress under the strategy and management plan. On-going review as to whether implementation goals are being met will be a critical component of IT governance management.

As highlighted in Chapter 3, Part II, of this report, this ICT Governance Committee should report to the new Governance Board. The ICT Governance Committee should prioritise integrated systems within the organisation and ensure that implementation is sequenced to support overall enterprise technology development. The IT Committee must be authorised to make decisions to ensure that technology planning aligns with the organisation's core functions. The Inspectorate believes that the ICT Governance Committee should:

- Have an oversight and accountability role in order to assess the specific, measured tasks for achievement and to ensure compliance with performance goals.
- Be able to assess how the proposed technology project will help achieve the overall organisational goals and how acquisition and implementation fit into the long-term policing strategy for the Garda Síochána.

An ICT Governance Committee will serve to support the goals of the DPER's public sector ICT strategy. This strategy prioritises improving overall management of IT projects to ensure they are aligned, directed and monitored to support specific governmental goals and objectives. DPER envisages that providing for integrated services and increased data sharing will drive efficiencies and facilitate evidence-based decision making. This will provide better services for the public. Strong governance over the IT development and implementation processes will allow the Garda Síochána to develop and integrate the systems it needs to maintain an effective professional policing service aligned to the broader goals of the Irish public sector.

This Committee should aim to provide for a balance between operational demands and IT investments to achieve the best mix of efficiency and value for investment. The technology solutions necessary to support core functions and key strategies must be championed by the ICT Governance Committee to drive innovation and change within the Garda Síochána. While reporting to the Governance Board, the ICT Governance Committee should have the authority to implement the plan and oversee the governance of IT projects. The Executive Director of the ICT Unit should serve as an integral member of the ICT Governance Committee to ensure that there is a balance between current tactical need and the sequenced development of technology that support all organisational goals. In addition to the Executive Director of IT, members of this committee should include representatives from administrative and operational units and where necessary, external IT or subject matter experts.

Towards the finalisation of this review, the Garda Síochána established a Strategic Transformation Office (STO). The Inspectorate was provided with an overview of the anticipated role and responsibility of the STO. The Garda Síochána envisages a connected role between the advancement of change projects and their use and implementation of technology.

Recommendation 5.17

The Inspectorate recommends that the Garda Síochána establishes an ICT Governance Committee to develop an ICT strategy and ensure alignment with the corporate priorities. (Short term)

Budget and Planning Implications

Technology is an area that consumes a large amount of resources and consequently, requires considerable budgetary support. The IT budget accounted for more than 5% of the overall Garda Síochána budget in the period 2009-2013, as demonstrated in Figure 5.12. Over the period from 2009 to 2013, there has been a continued decrease of the actual IT budget, realising a total reduction of 8.4% in actual expenditures and 32.8% in personnel expenditures (excluding contractors). In 2014, the Garda Síochána estimated that the IT expenditure would be approximately €71.8m, inclusive of contractors.¹⁶ This represents a projected increase, the first in five years. While IT development, implementation and maintenance are important, technology demands compete for funding with other policing priorities that are sometimes more visible.

Figure 5.12 Garda Síochána IT Expenditure 2009-2013

Year	ICT Section Budgetary Expenditure (Includes contractors) ¹⁷	Fixed ICT Staff Costs ¹⁸	Total Net Expenditure ¹⁹	ICT % of Total Expenditure ²⁰
2009	74,610,394	10,821,897	1,507,746,000	4.90%
2010	84,083,412	8,703,345	1,397,638,000	6.00%
2011	76,848,203	8,384,432	1,437,247,000	5.30%
2012	67,354,254	8,282,126	1,332,503,000	5.00%
2013	68,310,908	7,275,116	1,321,635,000	5.20%

Source: End of year ICT submissions to Department of Public Expenditure and Reform, C&AG Appropriations Accounts 2009-2013

16 Statistics received from Department of Justice & Equality.

17 End of year ICT submission to Department of Public Expenditure and Reform under Circular 02/09.

18 An Garda Síochána ICT HR Strategy.

19 C & AG Appropriation Accounts 2009-2013.

20 Excluding fixed staff costs.

Upon publication of the Inspectorate's *Crime Investigation* report in November 2014, both the Minister for Justice and Equality and the Garda Commissioner accepted the recommendation to invest further in the Garda Síochána's ICT capacity. In particular, the Minister outlined the government's support of the Inspectorate's findings with regard to technological deficiencies and emphasised the government's commitment within the short-term to upgrading technology to reflect 21st century policing needs. The Inspectorate notes that the Minister later stated to the Oireachtas that a working group had been established to determine the Garda Síochána's overall strategic ICT needs. In October 2015, the Government announced an additional allocation of €205m in the capital framework 2016-2021 for the development of Garda technology and ICT systems.

The *Human Resources Strategy for Information and Communications Technology (ICT)* seeks to reduce overall costs and improve service delivery through enhanced capabilities and cost reduction. Staffing considerations and the agreements in place for the PULSE and Tetra systems limit the ability to significantly reduce costs. Efforts have also been made to make savings through licence consolidation, which is a means to reduce costs per user through renegotiating the licence fees. Savings of almost €3m over five years have been achieved through improved licence management.

The current procurement process is often too lengthy for a timely solution, given the need to develop and navigate through highly structured procurement processes. The DPER *ICT Public Service Strategy 2015* has identified expanding capacity for shared services and using the Office of Government Procurement (OGP) for the development and delivery of sourcing strategies designed to reduce the current fixed IT base costs. This new process has the ability to expedite procurement and provides a ready catalogue of approved vendors for urgent technology needs. The Garda Síochána should ensure that it is an active partner in this process as it attempts to reduce expenditures while targeting strategic development.

Multi-Year Projections and Planning

The Garda Síochána, like most public sector organisations, is tied to an annual budget planning and expenditure process, which is approved by government. However, effective planning for technology programmes requires multi-year projections to allow for integration in order to achieve true efficiencies. Large, complex systems like those

needed by the Garda Síochána, can take multiple funding cycles to plan, to develop and to achieve maximum effect. They are also very expensive.

A strategic technology implementation plan that seeks to create shared IT platforms and awareness of future acquisitions is best managed over a multi-annual projection that is adapted to organisational needs and innovations. The annual time frame often serves to constrain IT investment to single technology systems and purchases rather than integrated technologies that can innovate service delivery and provide substantive efficiencies. In the absence of a multi-year strategic plan and strong governance, it is easier to invest in technology that addresses short-term needs.

The Inspectorate believes that the ICT Steering Committee should work to develop a process that facilitates efficient and effective technology strategies. The plan under development is based upon a multi-year forecast for IT needs and development. As part of this plan, the Garda Síochána should seek sanction from DPER for a multi-year budget forecast plan for IT needs, based upon the strategy. A multi-year budget is needed to account for the integration of existing systems and to ensure consistency in vendors and contracts for the procurement process through to final implementation.

The Garda Síochána should include reasonable, evidence-based cost projections that match the time frame for the proposed technology plan, generally a period of three to five years. Initial sanction for major IT projects and proposed multi-year expenditures should be sought through DPER, either in support of, or independent of, the actual annual budget sanction. Oversight and control of the technology programme could then be established as agreed between the parties. The Inspectorate notes that this issue has been discussed with the Garda Síochána's ICT Steering Committee as part of the new IT strategy and it is one that should be progressed. Provision of multi-annual budget indications is covered in the recommendation in Chapter 5, Part I Financial Management.

The Future - IT Investment

The delivery of enhanced IT services in the Garda Síochána is a challenge in times of austerity. The *ICT Vision and Roadmap* sets out a five-year ICT vision for policing. It includes initiatives for enhancing current technology such as PULSE and for the development of new technology and systems. There are a total of twenty initiatives including the following:

- Computer-Aided Dispatch (CAD).
- Enterprise Content Management.
- Property Management.
- Investigations Management.
- Mobility of the workforce (in-car technology etc.).
- Custody Management.
- Human Resource Information Systems (HRIS).
- Rostering and Duty Management.

In order to effectively prioritise these systems, the overall IT strategy should account for the acquisition and implementation plan, the level of integration with other systems that is required and how the broader IT system will support current and future needs of the Garda Síochána.

Given the lack of IT investment, modern technology systems including CAD, Human Resource Information Systems (HRIS) and Crime Recording and Management Systems (CRMS), which are used in most modern police services, have not sufficiently progressed within the Garda Síochána. The Inspectorate stands by its earlier recommendations that these are critically needed technologies for the Garda Síochána and reiterates the urgency of the implementation of these systems.

Essential Systems for Modern Policing

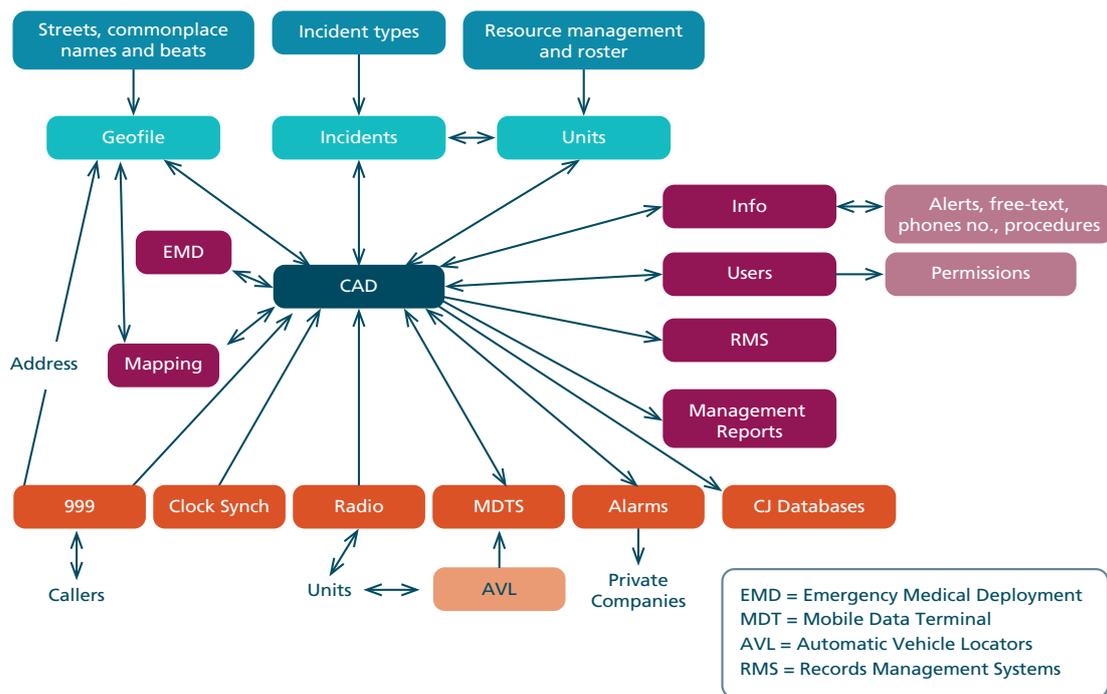
The following are technology systems identified by the Inspectorate as essential for the delivery of effective policing services.

Computer-Aided Dispatch

A modern CAD system is critical technology by which to enhance effective deployment of garda resources and to provide immediate operational management information. Despite previous recommendations of the Inspectorate in *Resource Allocation* (2010) and *Crime Investigation* (2014), the Garda Síochána still does not have a nationwide CAD system. A national, integrated CAD system is urgently required to electronically record all calls from the public and to provide important management information on deployment of garda resources.

As technology has evolved, so has CAD and a modern CAD system is more than call taking and dispatch. Internationally, CAD systems now serve as a management information resource that can be used to drive allocation and deployment, as well as develop forecasting of crime trends. As demonstrated within Figure 5.13, CAD provides a multitude of functions, including personnel information and rosters, connection with other record systems, crime analysis reports and mapping features.

Figure 5.13 Potential CAD Capacity and Support for Operations



Source: Adapted from Dispatch Magazine Online, November 2013

The Inspectorate is aware that the Garda Síochána intends to move forward with a new CAD system. However, a new CAD system consists of a multitude of components and as with any IT system, the Garda Síochána should determine what its specific needs will be for CAD. A strategy that accounts for current need, future capacity and financial forecasting based upon the identified need is required. Ahead of the specifications for a new CAD system, a review should be carried out on how data is captured and used within the current CAD system. A communications programme informing the public about when to call for police assistance and what numbers to use, should accompany a roll-out of a new system.

Human Resource Systems

The Garda Síochána does not have an electronic system for managing people or resources. Effective human resource management data is a necessary and vital tool for any organisation that employs over 15,000 people and has a budget of over €1.3 billion. Approximately 86% of the Garda Síochána budget is allocated for personnel costs, but the organisation has limited data on what skills and abilities its employees possess and how and when they are used. A modern system will advance the goals of the Garda Síochána and support the organisation in ensuring that it is able to manage and deploy its resources in the most effective and efficient manner possible.

A Human Resource Management System (HRMS) is used to record all staff duties, leave, attendance, performance, training and all aspects of personnel management. In the police service context, it is a duty-planning system, which has information on resources to assist current needs and future planning; including annual leave and absences, staff skills and gaps. As highlighted in Chapter 2, *Enhancing Operational Deployment Practices* the acquisition of a system would greatly assist the Garda Síochána in making effective resource allocation and deployment decisions. It should be available to all managers within the organisation, with appropriate security and access levels, as this is the only way to achieve true efficiency at every operational level. The Inspectorate has found that in some stations, personnel book on and off duty through paper records. Good practice requires personnel to electronically book on and off duty. A resource management system also ensures that enquiries are generated when a member of staff does not attend work at the designated time or has not booked off at the end of their scheduled duty. This is important for

daily management purposes and for health and safety reasons. The Inspectorate notes that a Rosters and Duty Management System is now at tender evaluation stage.

A Human Resource Information System (HRIS) records staff personal details such as address, tax reference number, payroll information and assignment. The Inspectorate has recommended the development and implementation of a Human Resource Information System (HRIS) and a Human Resource Management System (HRMS) in previous reports (GSI, 2010 and 2014). In the 2011 *Human Resources Strategy*, the Garda Síochána identified the need to replace the legacy HR information systems with one core integrated Human Resource Information System (HRIS). However, this project has not been progressed and a critical resource information and management gap remains.

The Inspectorate is aware of advances in technology which combine HRIS and HRMS into one integrated system. A Human Resources Information Management System (HRIMS) is a type of information system that is designed to manage an organisation's electronic human resource processes. In this context, it is also inclusive of what would be known as HRIS, or a human resource information system. While it holds information on payroll, scheduling, attendance, performance and training, it also provides the capacity to produce analytical reports, which are essential for effective human resource management. Figure 5.14 demonstrates the types of systems and data that support an effective HRIMS. As it integrates all HR information, distinct efficiencies are obtained by reducing the amount of redundant or duplicated data.

Under its *ICT Strategy 2013-2015* and *ICT Vision and Roadmap* (January 2015), the Garda Síochána is again raising the need for a HR Management System. The Inspectorate supports the need for modern human resource systems within the Garda Síochána.

The Inspectorate is aware that the new Executive Director Human Resources and People Development has prioritised developing basic information and forecasting reports from the existing systems to expand HR management information capacity within the organisation. This is a welcome first step, but will not address the ongoing need for quality management information and accurate, timely HR and deployment data at the scale required for a modern police service.

Figure 5.14 Human Resource Information Management System Functionality



As the Garda Síochána expands its technology portfolio, linking systems and sequencing their development become important in ensuring the best use of technology. There is an important relationship between a resource management system and deployment of resources through a CAD system. Ideally, efficiency in allowing for one data entry or source to feed multiple systems is another way for IT to assist in reducing unnecessary bureaucracy. Providing employees with direct access to a fully integrated HRIMS should be considered, again, with appropriate access and security levels. An electronic system reduces administration and provides management with the opportunity to plan for various leave entitlements and other abstractions.

The *Public Service ICT Strategy* (2015) has a primary goal of ‘Build to Share’ as a means to drive cost savings through technology. This concept advocates creating shared services to support integration throughout the public sector and is intended to drive efficiency, standardisation, consolidation and reduction in duplication. The PeopleSoft HRMS system aims to include up to 40 government departments and offices and has already been rolled out to several bodies in the justice sector. The Inspectorate is aware that the Garda Síochána has considered use of this shared HR system but it was decided that the Garda Síochána would not be included in the system until an integrated system for all staff is in place in the organisation. Access to the

PeopleSoft HRMS system is a significant resource saving and should be borne in mind in any decision on the system to be implemented.

Crime Recording and Case Management System

The Inspectorate has previously recommended prioritisation of an electronic Crime Recording and Case Management System (CRMS). As envisaged by the Inspectorate, a CRMS is an incident, crime recording, investigation and case management system. An effective CRMS covers the entire life-span of crime record development, from start to final use in court and closure of the case. While the Inspectorate notes that the ICT vision includes an intention to modernise the PULSE system, the *Crime Investigation* report recommended a new national crime investigation/records management system that records all information and actions taken relating to the investigation of a crime.

Custody Management

The Inspectorate also previously recommended that the Garda Síochána develops and implements a technology-based custody system to ensure appropriate oversight and management of persons in custody. In making that recommendation in its *Crime Investigation* report, the Inspectorate recognised that this is a long term solution but that planning and development should start immediately.

Summary

This section has identified the essential IT systems urgently required to deliver a more efficient and effective police service.

Implementation Outcomes

A strong, ICT strategic planning and governance process, enabled and overseen by an ICT Governance Committee, will ensure the alignment of planning and implementation of IT projects with overall corporate goals. This will support the development of the new software and technology to meet the needs of the Garda Síochána now and into the future.

Implementation of this recommendation will result in:

- Increased clarity in authority and decision-making on IT projects.
- Improved alignment of IT project development with organisational goals.
- Improved management data to support the more effective deployment of people and other resources.
- Delivery of an IT platform that facilitates integration and single entry of data.
- Reduced redundant or duplicated data.
- Reduced operational and administration costs.

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Appendix 1

Parties with whom the Garda Inspectorate engaged during this Review

The Garda Síochána:

- Commissioner – Noirín O’Sullivan
- Former Commissioner – Martin Callinan
- Deputy Commissioners – John Twomey, Dónall Ó Cualáin.
- Chief Administrator Officer – Cyril Dunne
- Assistant Commissioners – John O’Mahony, Derek Byrne, Jack Nolan, Tony Quilter, Kieran Kenny, Fintan Fanning
- Executive Director of Finance & Services – Michael Culhane
- Executive Director of Information and Communications Technology – Liam Kidd
- Executive Director Human Resources and People Development – John Barrett
- Head of Garda Analysis Service – Gurchand Singh
- Director of Garda Civilian Human Resources Directorate – Alan Mulligan
- Director of Communications – Andrew McLindon
- Chief Medical Officer – Dr. Donal Collins

Garda Staff Associations and Trade Unions:

- Garda Representative Association
- Association of Garda Sergeants and Inspectors
- Association of Garda Superintendents
- Association of Garda Chief Superintendents
- Civil Public and Services Union
- Public Service Executive Union
- Association of Higher Civil and Public Servants
- IMPACT

Garda Regions and Specialist Units:

- Chief Superintendents from the Dublin Metropolitan Region, the Western Region and the Southern Region
- Chief Superintendents and Superintendents of National Units
- Workshops with management and staff in Cork City, DMR Western and Galway Divisions
- District Officers representing each Division
- Procurement and Stores Units/National Repository Stores, Santry
- Garda Commissioner’s Office
- Garda Press Office
- Garda Band
- Garda Human Resource Management
- Garda Civilian Human Resources Directorate
- Change Management
- Internal Affairs
- Legal Affairs/Human Rights Section
- Garda Museum

- Information and Communications Technology Branch
- Garda Finance Directorate, including Housing and Transport
- Garda National Traffic Bureau
- Garda Central Vetting Unit
- Garda Information Services Centre
- Garda Internal Audit Service
- Organisational Development, Strategic and Planning Division
- Garda College
- Donnybrook Garda Station (PALF)
- National Bureau of Criminal Investigation
- Garda Technical Bureau (All units)
- Operational Support Units
- Garda Bureau of Fraud Investigation
- Garda National Drugs Unit
- Crime & Security Liaison and Protection, Security and Intelligence, Crime Policy and Administration, Garda Síochána Analysis Service.
- Criminal Assets Bureau
- Garda National Immigration Bureau
- Garda Professional Standards Unit
- Garda Fixed Charge Processing Office

Government Departments and other agencies:

- Minister for Justice and Equality – Frances Fitzgerald T.D.
 - Departmental Senior Officials
- Minister for Public Expenditure and Reform – Brendan Howlin T.D.
 - Departmental Senior Officials
- Irish Naturalisation and Immigration Service
- Policing Authority Chairperson Designate – Josephine Feehily
- Department of Social Protection
- The Garda Síochána Ombudsman Commission
- The Courts Service
- Commission for Public Service Appointments
- Forensic Science Laboratory
- Office of Public Works

Independent Advice and Assistance

- PwC
- Former member on The Advisory Group on the Garda Management and Leadership Development 2007 – Dr. Maurice Hayes
- Former Deputy Chairman of the Labour Court – Ray McGee
- Representatives of Dublin City Council
- Representatives from Dublin Chamber of Commerce, Dublin City Business Association and Dublin Town
- Mr. Kevin Hurley, Police and Crime Commissioner, Surrey

- Mr. Nick Bracken – Director of Enforcement for Newham Council in London
- Mr. Andrew Morley, Police Consultant
- Mark Reddy, Mental Health Professional

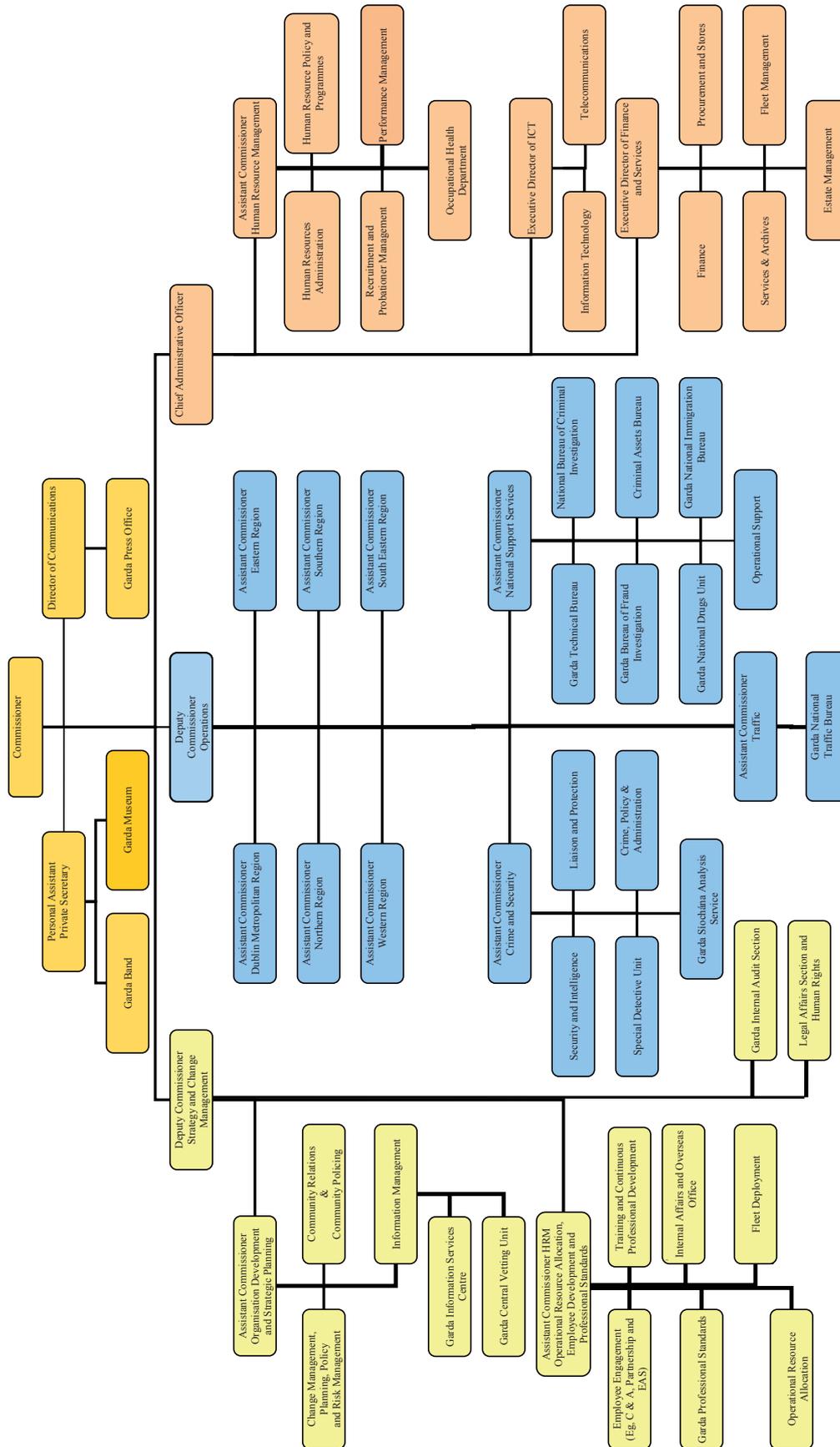
Community Policing Forums

- Gurrabraher, Cork City
- Lucan, Dublin
- Bailieborough, Co. Cavan
- Clondalkin, Dublin
- North Wall, Dublin

International Police Services and Inspectorates

- Police Service Northern Ireland
- Criminal Justice Inspection Northern Ireland
- Police Scotland
- Greater Manchester Police
- Metropolitan Police Service, London
- Surrey Police
- Essex Police
- Merseyside Police
- Chicago Police Department
- The Danish National Police – Politi
- Forensic Science Scotland
- The Winsor Review Team at the Home Office, London
- Commissioner Western Australia Police – Karl O’Callaghan
- Her Majesty’s Inspectorate of Constabulary, London
- Former Commissioner New Zealand Police – Howard Broad
- Commissioner Queensland Police Service – Ian Stewart
- Mr. Alex Marshall, Chief Constable, College of Policing U.K.

Appendix 2 Current Organisation Chart of the Garda Síochána



Appendix 3

Operational Deployment – Stakeholders Survey Template

Garda Síochána Inspectorate – Stakeholder Survey



Name: _____

Community Group/Organisation: _____

Contact (phone or email): _____

1. What service does the Garda Síochána provide to your Community Organisation that works well?

2. List three strengths and three weaknesses of the service your community receives.

Strengths:

1. _____

2. _____

3. _____

Weaknesses:

1. _____

2. _____

3. _____

3. How would the Garda Síochána deliver a more effective service to you and the people you represent?

4. If you could change one thing to deliver a better police service, what would that be?

5. Any other comments.

Thank you for taking the time to complete this survey

Appendix 4

Chapter 2 – Operational Deployment Garda Workshops and Interviews – Key Points Raised

Chapter 2 – Operational Deployment Garda Workshops and Interviews – Key Points Raised

What works well:

- State Security.
- Good operations conducted such as Fiacla.

What could be improved:

Resources

- GERM is an old model of deployment.
- Have to manually count who is on duty and the lack of IT makes deployment of resources more difficult.
- Using paper in place of an electronic resource management system.

Back Office Support

- Reduce the numbers of members in office roles.
- Reduce Headquarters staffing levels.

Workforce Planning

- Limited succession planning.

Control Rooms

- Need two or three and not 22.

National vs. Local Needs

- National units don't always attend serious incidents.

Urban vs. Rural

- Need different operating models.

Custody

- Need centralised custody facilities.

Abstractions of Staff

- Unexpected demands such as court escorts have a daily impact on policing.
- Court abstraction impacts on operational policing.
- Staff are seconded away on projects and tasks for long periods.
- Why are some events policed such as concerts.

Roster

- Use overlaps more productively.

Civilianisation

- Release members from administrative roles and roles such as public offices and control rooms.

Visibility

- Stop three people patrolling in cars.
- Need a system to measure visibility.

Equipment

- Switch on vehicle tracking systems.
- Need more bicycle equipment.

Briefing, Tasking and De-briefing

- Units are often briefed in the cities, outside they receive duty details.
- Often supervisors are not available to conduct briefings.
- Sometimes units are assigned tasks and if not they self-task

What would help

- A focus on crime prevention.
- Better command and control of resources.
- Re-allocate resources based on a resource model.
- Introduce a better roster.
- Use predictive policing.

Appendix 5

Chapter 2 – Operational Deployment Domestic and International Experiences – Key Points Identified by the Inspectorate

Chapter 2 – Operational Deployment Domestic and International Experiences – Key Points Identified by the Inspectorate	
Irish Government Public Service Reform Plan 2014-16	<ul style="list-style-type: none"> Reform is needed in the Justice and Equality sector so that it will continue to have the capacity to deliver services with maximum efficiency and effectiveness and be able to respond to the challenges facing it in the future.
Department of Justice White Paper on Crime	<ul style="list-style-type: none"> White Paper (incorporating an anti-crime strategy) outlines a strategy and priorities to tackle crime and improve the co-ordination of activities and processes across the criminal justice system.
Police Scotland	<ul style="list-style-type: none"> Made significant savings in senior management posts. Moving to three call centres.
Greater Manchester Police	<ul style="list-style-type: none"> Reduced assistant commissioner equivalent ranks from seven to four. Operate from three call centres. Most resources are deployed in response and investigation roles.
West Yorkshire Police	<ul style="list-style-type: none"> New Human Trafficking Unit established with a serious and organised crime unit. Detained persons are taken to five custody suites.
Western Australia Police Change Programme	<ul style="list-style-type: none"> Focus on reducing demand in places most called to and action taken to reduce calls to anti social behaviour and mental health issues.
Victoria Police	<ul style="list-style-type: none"> Operating model was struggling to meet demand. Prevention first focus. Police buildings in the wrong place and not all fit for operational needs. Industrial arrangements limit capacity to move police efficiently from one location to another.
New Zealand Police	<ul style="list-style-type: none"> Co-ordinated activity with other government organisations to prevent and deter organised and financial crime. Reduced headquarters to a small team. Increased mobility of staff by issuing 6,500 iPhones and 3,200 iPads. Put people on duty at the right time into preventative tasks. Reduced the need for officers to return to stations and saved 520,000 hours a year.
West Midlands Police	<ul style="list-style-type: none"> Agreed a five year contract with consultants to lead restructuring and develop new ways of operating to meet demand. Conducted a 'Week in the life' initiative to review the work of response officers and analysed activities. Increased patrol time from an average of three and a half hours to five and a quarter hours, per officer per shift.
Surrey Police	<ul style="list-style-type: none"> People now have to work until they are 60. Reduced numbers of senior managers by 50%. Focus on response, investigation and neighbourhood policing. Regionally based organised crime unit.
Police Service of Northern Ireland	<ul style="list-style-type: none"> Use vehicle tracking systems to monitor deployments.
HMIC Core Business Report 2014 Crime prevention, police attendance and the use of police time	<ul style="list-style-type: none"> England and Wales has 43 forces. 'There are not, and have never been 43 best ways of doing something'. Forces need to understand demand e.g. numbers and types of calls received, numbers and types of crimes, number of persons detained and the number of prosecutions and other disposals. More time freed up allows more time to concentrate on crime prevention.

Appendix 6

Chapter 2 – Operational Deployment Crime Investigation Report – A Synopsis of Key Recommendations

Report Part	Chapter 2 – Operational Deployment Crime Investigation Report – A Synopsis of Key Recommendations
Crime Prevention	<ul style="list-style-type: none"> • Develop standard operating procedures for the use of crime prevention officers to reduce offending. • Introduce initiatives to reduce the impact of the top places that generate policing demands. • Develop action plans with strategic partners to tackle local crime and disorder.
Divisional Policing	<ul style="list-style-type: none"> • Implement a new divisional policing model and a functionality model for divisional superintendents. • Develop a policing model that has at least one uniformed inspector and one uniformed patrol sergeant on duty 24/7 in each division. • Design a national resource allocation model to allocate resources fairly and match resources to demand. • Complete the review of the pilot roster. • Implement a system that delivers effective briefing, tasking and de-briefing to all operational resources.
First Response	<ul style="list-style-type: none"> • Implement a command and control system to accurately records calls for service and use available resources to manage demand more efficiently. • Rationalise the number of control rooms. • Reallocate police staff to control room duties to release gardaí for front-line duties. • Activate radio and vehicle location systems. • Ensure control rooms have details of all available operational units to allow direct deployment to calls. • Fully utilise reserves in an operational capacity. • Implement a resource management system. • Improve mobility of garda resources. • Develop a standard operating procedure based on the concept of ‘getting it right first time at an incident’. • Review the role of first response and develop a new model of response policing.
Investigating Crime	<ul style="list-style-type: none"> • Align all district detective units into a divisional model. • Identify unnecessary deployments of detectives in non-investigative roles and assign them to criminal investigation posts. • Extend Regional Support Units across all regions. • Develop an Internal Affairs investigation unit. • Develop regionally based murder investigation teams. • Develop divisional units to investigate volume crimes. • Provide clarity about the roles of divisional specialist units.
Intelligence led policing	<ul style="list-style-type: none"> • Develop a national intelligence model/process.
Investigation and Detention of Suspects	<ul style="list-style-type: none"> • Conduct a full review of custody provisions to include centralisation/rationalisation of facilities.
Offender Management	<ul style="list-style-type: none"> • Progress the development of a co-located multi agency and fully integrated youth offender service and a similar adult service. • Develop centralised locations for managing warrants.

Other Reports	Chapter 2 – Operational Deployment Crime Investigation Report – A Synopsis of Key Recommendations
Front-line Supervision (2013)	<ul style="list-style-type: none"> • Resource allocation, availability and visibility should be given the highest priority. • Develop new strategies for a more efficient and effective delivery of policing services.
Resource Allocation (2010)	<ul style="list-style-type: none"> • Negotiate new rosters for front-line uniformed gardai. • Improve quality of CAD data. • Adopt graduated response to calls for assistance. • Introduce two garda control rooms. • Co-locate control rooms with other emergency services.
Policing in Ireland – Looking Forward (2007)	<ul style="list-style-type: none"> • Implement a rural policing model that enhances visibility.

Appendix 7
Operational Deployment Survey Template Form

Garda Operational Resource Template															
Division:		District:			Date:			*Time:							
Available Resources					Assignments of Numbers on Duty										
Resource Unit/ Group	Rank	District Strength	Unit Strength	Number on Duty	Total Number on Patrol	Total Number of Vehicles on Patrol	Number patrolling in a Vehicle	Number patrolling on Foot	Number patrolling on a Bicycle	Court	Training	Escorts	Public Office, Comms Room, Custody	Case Files and crime enquiries	**Other e.g. events, protection duties
Senior Managers	Superintendent														
	Inspector														
***Regular Unit	Sergeant														
	Garda														
	Sergeant (Overlap)														
	Garda (Overlap)														
Traffic Unit	Sergeant														
	Garda														
Community Policing	Sergeant														
	Garda														
Detective/Detective Aide	Sergeant														
	Garda														
Task Force	Sergeant														
	Garda														
Drugs Unit	Sergeant														
	Garda														
Crime Scene Examiners	Sergeant														
	Garda														
Administration or non operational posts	Sergeant														
	Garda														
Garda Reserves	Garda														
Regional Support Unit/ Special Detective Unit/ Organised Crime Unit	Sergeant														
	Garda														
Other e.g. JLOs	Sergeant														
	Garda														

* Only include the details of those on duty at the time specified in the request
 ** Do not include those on sick, annual, rest days, etc.
 ***Specify the details of each unit separately in the event of an overlap shift

Appendix 8

Code of Ethics for Policing in Scotland

Code of Ethics for Policing in Scotland

This Code of Ethics for Policing in Scotland sets out the standards expected of all of those who contribute to policing in Scotland. This is neither a discipline code nor an unattainable aspirational tool.

Rather this Code is a practical set of measures, which reflect the values of the Police Service of Scotland. We are all responsible for delivering a professional policing service to all people across the country. This Code sets out both what the public can expect from us and what we should expect from one another.

Integrity

- I recognise my role in policing as being a symbol of public faith and trust and the obligation this places upon me to act with integrity, fairness and respect.
- I shall behave in a way which reflects the values of policing in Scotland.
- I understand I am personally responsible for my own actions and will appropriately exercise my discretion.
- I shall act as a positive role model in delivering a professional, impartial service, placing service to communities before my personal aims.
- I will not accept any gift or gratuity that could, or could be perceived to, compromise my impartiality.
- I shall avoid all behaviour, which is or may be reasonably considered as abusive, bullying, harassing or victimising.
- I will demonstrate and promote good conduct and I will challenge the conduct of colleagues where I reasonably believe they have fallen below the standards set out in this Code.

Fairness

- I will act with courage and composure and shall face all challenges with self-control, tolerance and impartiality.
- I will promote a positive wellbeing within the community and service and ensure that all people have fair and equal access to police services according to their needs.
- I shall maintain an open attitude and continue to improve my understanding and awareness of cultural, social and community issues.
- I will carry out my duties in a fair manner, guided by the principles of impartiality and non-discrimination.

Respect

- I take pride in working as part of a team dedicated to protecting people.
- I will show respect for all people and their beliefs, values, cultures and individual needs.
- I will have respect for all human dignity as I understand that my attitude and the way I behave contributes to the consent communities have for policing.
- I will respect and uphold the law in order to maintain public confidence and, by enhancing my personal knowledge and experience, contributing to the professional development of policing.
- I shall treat all people, including detained people, in a humane and dignified manner.
- I shall ensure that my relationships with colleagues is based on mutual respect and understanding and shall, therefore, conduct all communications on that basis.

Human Rights

- I shall ensure my actions and policing operations respect the human rights of all people and officers whilst understanding that I will also enjoy these same human rights.
- I will not undertake high-risk activities or use force other than where strictly necessary in order to attain a legitimate objective and only after I have balanced all the competing priorities I am aware of. (Article 2)
- I will not encourage, instigate or tolerate any act of torture or inhuman or degrading treatment under any circumstance nor will I stand by and allow others to do the same. I understand that the humane treatment of prisoners is an essential element of policing and that the dignity of all those I am trusted to care for remains my responsibility. (Article 3)

Code of Ethics for Policing in Scotland

- I understand that people have an equal right to liberty and security. Accordingly, I will not deprive any person of that liberty, except in accordance with the law. (Article 5)
- I will investigate crimes objectively and be sensitive to the particular needs of affected individuals whilst following the principle that everyone who is the subject of criminal investigation is innocent until found guilty by a court. (Article 6)
- In carrying out my duties I shall respect everyone's fundamental rights. I will only interfere with privacy or family life when I am legally authorized to do so. (Article 8)
- I will respect individual freedoms of thought, conscience or religion, expression, peaceful assembly, movement and the peaceful enjoyment of possessions. (Articles 9, 10, 11)

Source: Police Scotland

Appendix 9

Chapter 3 – Leadership and Supervision Domestic and International Experiences – Key Points Identified by the Inspectorate

Chapter 3 – Leadership and Supervision Domestic and International Experiences – Key Points Identified by the Inspectorate	
Danish National Police	<ul style="list-style-type: none"> • Strong modern police forces require leadership on several levels. • The police have an enormous asset in the form of dynamic leaders.
Surrey Police	<ul style="list-style-type: none"> • Direct entry to the police in place. • Reduced managers by 50% without a deterioration in the function output. • Developing talent pools of future leaders.
Police Scotland	<ul style="list-style-type: none"> • Implementing alternative modes of entry. • Developing integrated leadership training and development strategy.
West Yorkshire Police	<ul style="list-style-type: none"> • Restructuring senior management positions. • Latest recruitment of new constables filled by selecting special constables and police staff.
Western Australia Police (Frontline 2020 Change Programme)	<ul style="list-style-type: none"> • Those who welcomed change and who were innovators were put in charge of high risk areas. • Champions emerged from the process and only about 10% were resistant to change. • Significant investment in middle managers to look at performance outcomes and to manage blockers.
Victoria Police	<ul style="list-style-type: none"> • Identify talent early and create career pathways. • No member should be a bystander to misconduct of any kind and at any rank. • Direct entry into senior officer roles (inspector and above).
New Zealand Police	<ul style="list-style-type: none"> • CompStat in place. • Invested in leadership and development of talent. • Need to have high ambition for leadership. • Few sworn officers had senior organisational experience beyond the police.
Police Service of Northern Ireland	<ul style="list-style-type: none"> • Operate a duty officer (inspector) and section sergeant system to ensure that front-line supervisors are on duty at all times and available.
Key Points from Research	
Irish Government Public Service Reform Plan 2014-16	<ul style="list-style-type: none"> • Reform plan requires leadership at all levels to address the necessary change in culture. • A high performing and accountable leadership cadre at the most senior levels of public service is crucial in supporting economic recovery and driving effective delivery of services to citizens.
Policing the Future International Conference Report - February 2007	<ul style="list-style-type: none"> • Change processes require visible leadership. • To institutionalise change, leadership must believe in the idea of change and must engage the organisation in agreeing there is a need for change.
Independent Commission on Policing for Northern Ireland –(Patten Commission)	<ul style="list-style-type: none"> • Police leadership teams should include specialists in change management. • District commanders should have fully devolved authority over the deployment of personnel and devolved budgets.
Independent Police Commission - 'Policing for a better Britain' November 2013	<ul style="list-style-type: none"> • 'A self motivated, self regulated professional should require less supervision and fewer bureaucratic checking systems'.
Decoding Leadership McKinsey & Company	<p>Survey of 189,000 people in 81 worldwide organisations.</p> <p>Leaders in organisations with high-quality leadership teams typically displayed the following traits:</p> <ul style="list-style-type: none"> • Supporting others. • Operate with strong results orientation. • Seek different perspectives. • Solve problems effectively.

Chapter 3 – Leadership and Supervision Domestic and International Experiences – Key Points Identified by the Inspectorate

<p>HMIC ‘Leading From the Front Line’ (2009) HMIC ‘Policing in Austerity’ (2013)</p>	<ul style="list-style-type: none"> • HMIC ‘Leading From the Front Line’ (2009) called for active, visible leadership, with a clear emphasis on upholding standards to improve effectiveness. • Frontline sergeants need to be leaders, with the skills, capability and confidence to direct activity. • HMIC ‘Policing in Austerity’ (2013) Leaders need to demand more of fewer people.
<p>Winsor Review</p>	<ul style="list-style-type: none"> • ‘...The system of promotion of police officers relies almost exclusively on officers putting themselves forward for promotion. The police service has for too long failed to take proactive and effective steps to identify officers with strong promotion potential and actively manage and develop their careers.’
<p>UK Police Services</p>	<ul style="list-style-type: none"> • ‘We would like to see a greater emphasis on promoting innovation and instilling a culture that welcomes informed risk-taking’ (Police Superintendents Association England and Wales). • Hampshire Police operate quarterly staff surveys to assess the progress of the <i>You said, we did</i> initiative. • Master Classes are given by internal experts in a particular field to share their expertise and learning.

Appendix 10

Chapter 3 – Leadership and Supervision Crime Investigation Report – A Synopsis of Key Recommendations

Report Part	Chapter 3 – Leadership and Supervision Crime Investigation Report – A Synopsis of Key Recommendations
Divisional Policing	<ul style="list-style-type: none"> • Develop a performance management system that holds individuals to account. • Develop a new functionality model for divisional superintendents. • Develop a new model for posting people and particularly those on promotion. • Develop a visibility model for senior gardaí and a model of engagement with staff. • Develop a policing model that has at least one uniformed inspector and uniformed patrol sergeant on duty 24/7 in each division.
First Response	<ul style="list-style-type: none"> • Implement a system of control room supervisors.
Incident Recording	<ul style="list-style-type: none"> • Develop a policy defining the roles and responsibilities of GISC and front-line supervisors in respect of classification and supervision of crime.
Crime Management	<ul style="list-style-type: none"> • Divisions to hold a daily accountability meeting to review incidents and crimes on a divisional basis.
Investigating Crime	<ul style="list-style-type: none"> • Implement a system to improve the quality of supervision of crime investigation.
Intelligence-Led Policing	<ul style="list-style-type: none"> • Conduct a review of the training for decision making and recording for pre-planned/spontaneous incidents. • Conduct a review of the training and availability of on-scene commanders for pre-planned/spontaneous armed incidents. • Ensure supervisors check the quality of intelligence records submitted by members.
Investigation and Detention of Suspects	<ul style="list-style-type: none"> • Appoint dedicated custody sergeants with responsibility for persons in custody.
Other Reports	Chapter 3 – Leadership and Supervision Other Inspectorate Reports – A Synopsis of Key Recommendations
Front-line Supervision (2013)	<ul style="list-style-type: none"> • Develop a new strategy for a more effective and efficient delivery of police services and conduct an immediate review of the roles, locations and status of all personnel in the organisation. This should determine how each member contributes to service delivery and should inform garda management as to the levels of supervision required. • Conduct an immediate review of each sergeant’s current role to determine how support staff and improved business processes can ease administrative burdens and release sergeants for front-line deployment. • Conduct a fundamental review of duty patterns to ensure greater sergeant coverage at night. • Assign a sergeant for outdoor supervisory duty of front-line staff to each station operating a 24/7 front-line patrol service. • Sergeants to be responsible for all processes relating to detained persons. • Decision making process on prosecuting straightforward offences that exists in the DMR should be replicated in other regions. • Procedures for court presentation, prosecution and attendance that exist in the DMR be replicated in other regions to the greatest extent possible. • Develop an effective system for supervision of court attendance, thereby reducing unnecessary overtime and time spent away from critical front-line activity. • Provide training to new sergeants immediately following promotion. • Refresher supervisory courses should be provided as part of the Continuous Professional Development programme. • Effective supervision and deployment of resources should be a standing agenda item at all accountability meetings throughout the organisation.

Other Reports	Chapter 3 – Leadership and Supervision Other Inspectorate Reports – A Synopsis of Key Recommendations
Resource Allocation (2010)	<ul style="list-style-type: none"> • Develop new managerial and supervisory approaches to resource deployment based on robust/timely data.
Policing in Ireland - Looking Forward (2007)	<ul style="list-style-type: none"> • Enhance a section sergeant's ability to supervise by making them more mobile. • Provide necessary training and professional development to enable managers in the regions to perform their roles more effectively and invest in leadership and executive training programmes for the superintendent and inspector ranks.

Appendix 11

Gardaí to Sergeant Ratios – National Units

Unit	Ratio Gardaí to Sergeant
Criminal Assets Bureau	4 to 1
Garda Bureau of Fraud Investigation (GBFI)	2 to 1
Garda National Drugs Unit	5 to 1
Garda National Immigration Bureau (GNIB)	10 to 1
National Bureau of Criminal Investigation (NBCI)	6 to 1
Crime and Security	5 to 1
Special Detective Unit (SDU)	8 to 1
Technical Bureau	6 to 1
Liaison and Protection	2 to 1
Crime Policy and Administration (CPA)	0.7 to 1
Security and Intelligence	3 to 1
Operational Support Unit	8 to 1
National Surveillance Unit (NSU)	8 to 1

Source: PULSE Deployment data supplied by the Garda Síochána, analysis by the Garda Inspectorate

Appendix 12

Chapter 3 – Leadership and Supervision Garda Workshops and Interviews – Key Points Raised

Chapter 3 – Leadership and Supervision Garda Workshops and Interviews – Key Points Raised

Good Practices:

- Some good individual leaders and some good decision makers.
- Some sergeants give good advice.
- Good support is often provided by first-line managers.
- Open door policy in some places.
- Some supervisors attend parades.
- Many units have daily contact with a sergeant.
- Supervisors deal with discipline issues.

What could be improved:

Organisational Leadership

- New structure must ensure governance.
- Need to be told what the plan is.
- Organisation is too hierarchal.
- Too much micro-managing.
- Organisation is viewed by some as top-heavy.

Local Leadership

- Senior gardaí can go weeks without seeing their staff.
- Inconsistent levels of leadership.
- Breakdown in rank structure and discipline.
- Need to empower managers.
- Senior gardaí want to be part of the selection, training and assignment of their members.
- Some managers are perceived as lacking operational experience.
- When mistakes are made at a high level there is a reluctance to accept it.
- Regular changes in superintendents impacts on motivation.

Supervision

- Large reductions in the numbers of sergeants and inspectors on operational units.
- A good sergeant leads to good case files and good management.
- Some sergeants can be over familiar with gardaí.
- Sergeants need to help to deliver policies.
- Sergeants need to be more involved in management decisions.
- Outside of Dublin, inspectors present cases at court. This helps superintendents, but reduces capacity for front-line supervision.
- Role of a sergeant has changed and is less 'hands on' with unit members.
- Sergeants do not always check notebooks and case files.
- Many units operate without a sergeant or inspector attached.
- Often supervisors are not available to conduct briefings.
- Sometimes units are assigned tasks and if not they self task. While some Garda are briefed, few units are debriefed.
- Lack of CAD makes front-line supervision more difficult.

Chapter 3 – Leadership and Supervision Garda Workshops and Interviews – Key Points Raised

Motivation

- Difficult to motivate staff in more recent times.
- Limited development opportunities makes leading a unit more challenging.
- Pay cuts have impacted on the welfare and morale of members.

Roster

- It can be six weeks before supervisors see a unit.
- Creating a fifth unit has made supervision even more difficult.

Visibility

- Support staff have significantly less contact with senior gardaí.
- Chief superintendents and superintendents only patrol at events.
- It is very unusual for an inspector to patrol.
- Most senior gardaí view an open door policy as visibility.
- Superintendents want more time for visibility.
- Limited formal/informal contact between senior gardaí and operational units.

Underperformance

- The organisation deals with discipline, but can't deal with underperformance.
- Can't dismiss underperformers.
- Under-performers were identified as an ongoing issue throughout the organisation.
- Difficult to manage people without a performance management system.
- Individuals can hide behind a team's performance.
- Underperformers should be identified at an earlier stage of their careers.
- If a less senior person makes a mistake there may be a disciplinary case brought against them, but this is not replicated for higher ranks.
- Managers find the discipline system difficult and complex to use.

Succession Planning

- Numbers are reducing and little evidence of succession planning.
- Strategic HR Management plan required to manage people movements.
- Perceived unfair promotion competitions cause collateral damage to the service and to individual morale.

Decision making

- Some supervisors do not make decisions.
- Leaders need to make difficult decisions.
- Before a decision is made, there is a very long paper trail. Relatively simple issues are referred for advice, before a decision is made.

Training

- Provide promotion courses before posting people on promotion.
- Promotion courses need to be more practical based and fit for purpose.

Recognising good work

- People complete their own good work reports.
- People need to say thank you more often.

Talent Management

- There is no talent management system operating.

What would help

- Empower people to make decisions appropriate to their rank/grade.
- Train everyone in decision making.
- Intrusive supervision e.g. checking note books.
- Promote the best candidates.
- Improve supervisory ratios.
- Develop a system to manage underperformers.
- Introduce a talent management scheme.
- Leaders need essential information e.g. CAD and HR data.
- Develop a merit based promotions and awards systems.
- HR professionals could help to assist with underperformers and other HR issues.
- Enforce tenures and create opportunities to motivate members.

Appendix 13

Chapter 3 – Customer Service Crime Investigation Report – A Synopsis of Key Recommendations

Theme	Chapter 3 – Customer Service Crime Investigation Report – A Synopsis of Key Recommendations
Crime Prevention	<ul style="list-style-type: none"> • Create national standards for crime prevention surveys and information for victims of crime. • Review the process for supplying information to text alert scheme members. • Identify hot spots for crime to identify priority areas for re-launching dormant neighbourhood watch or community alert schemes or for developing new schemes. • Improve crime prevention advice on the Garda Website. • Promote property marking. • Tackle the top places that generate greatest demand for policing services.
Allocation of resources	<ul style="list-style-type: none"> • To allocate resources fairly, matching resources to customer demands.
First Response	<ul style="list-style-type: none"> • Ensure that callers for assistance are provided with an estimated time of arrival. • Introduce data on call demand against charter targets. • Develop a new response policing model.
Station facilities	<ul style="list-style-type: none"> • Audit public office facilities to create more customer friendly environments.
Training	<ul style="list-style-type: none"> • Conduct a training needs analysis to identify gaps in garda investigative skills. • Develop a training package on crime investigation and dealing with victims and witnesses.
Victims of crime	<ul style="list-style-type: none"> • Create a standard operating procedure for dealing with victims of crime. • Develop victim centred policy and good investigative practices in rape, sexual offences, domestic violence, racial crime, homophobic and other similar crimes. • Improve the victim support information provided to victims of sexual assault and domestic violence. • Improve compliance rates for Garda victim letters. • Introduce a system to ensure that victims of crime are updated. • Introduce a system to quality assure the service provided to victims of crime.
Investigations	<ul style="list-style-type: none"> • Reduce the delays in criminal investigations. • Create divisional investigation units to provide a better service to victims of crime. • Develop new systems for recording and investigating crime.
Information	<ul style="list-style-type: none"> • To develop on-line crime mapping information. • Develop electronic reporting for the public to be easily able to report intelligence information.
Other Reports	Chapter 3 – Customer Service Crime Investigation Report – A Synopsis of Key Recommendations
Resource Allocation (2010)	<ul style="list-style-type: none"> • Reduce the volume of administrative functions at Garda stations and develop on-line application forms. • Adopt a graded response system for calls for assistance. • Identify calls that do not necessitate the dispatch of a Garda unit and to transfer those calls to a help desk which can give callers advice. • Devise a telecommunications policy on contacts with members of the public. • Set response times for emergency and non emergency calls.
Responding to Child Sexual Abuse (2012)	<ul style="list-style-type: none"> • Publish information on how, where and when crimes can be reported. • Devise victim-friendly options to encourage reporting of crimes. • Implement a 24/7 helpline.

Appendix 14

Chapter 3 – Customer Service Domestic and International Experiences – Key Points Identified by the Inspectorate

Chapter 3 – Customer Service Domestic and International Experiences – Key Points Identified by the Inspectorate	
Irish Government	<ul style="list-style-type: none"> • Department of Public Expenditure and Reform published guidelines for preparation of customer charters and customers action plans. • Department of Justice and Equality action plans includes guidelines on dealing with customers taking into account the needs of different groups of people. • Department of Social Protection action plan includes using clear simple language and makes information available in alternative formats.
Surrey Police	<ul style="list-style-type: none"> • Neighbourhood policing must have a purpose and engagement is not enough. • Response teams don't routinely investigate crime.
Police Scotland	<ul style="list-style-type: none"> • All communities including those most vulnerable must have access to police services. • Improve public confidence in the service by strengthening connections within communities.
New South Wales Police Force	<ul style="list-style-type: none"> • Managers should audit victims of crime at random. • Customer complaints should be recorded and monitored to identify trends and identify individuals or teams who may require additional training. • Victims may not know how the justice system works and should be provided with information of the relevant aspects of the investigation.
Danish National Police	<ul style="list-style-type: none"> • To become more open and to develop a service culture, the police must work closely with other authorities, partners and citizens.
Victoria Police	<ul style="list-style-type: none"> • Make sure victims do not become repeat victims. • Treat public with dignity and respect. • Reduce complaints of incivility. • On-line tracking of crime available. • Engage and mobilise local communities.
New Zealand Police	<ul style="list-style-type: none"> • Need to fully engage communities in policing. • Police service needs to impact on how the police talk to the public.
Police Service of Northern Ireland	<ul style="list-style-type: none"> • Focus on customer insight, the culture of the organisation, information and access, timeliness and quality of service. • Need to reduce community policing abstractions. • Inconsistent approach to training staff in customer service skills. • Districts and departments operate in different ways. • Operate mystery shoppers and victim call backs. • Created neighbourhood profiles with details of partnership groups and contacts. • Need to refurbish enquiry offices to make them more user-friendly and easy to access. • Need for alternative methods of visibility in light of station closures.
Policing the Future. International Conference February 2007 hosted by the PSNI and the Northern Ireland Policing Board	<ul style="list-style-type: none"> • Society is more diverse. Need understanding of communities needs. • National security depends on neighbourhood security. • Don't make promises you can't keep. • Police service must continue to change, evolve and grow to meet changing society/ community needs. • Community safety requires a multi agency response.

<p>UK Police Services</p>	<p>Quality of Service Commitment England and Wales</p> <ul style="list-style-type: none"> • Published by all police services highlighting minimum standards of service that a customer should receive. Also covers how the public can help the police such as reporting information to prevent or detect a crime. • Underpinned with high quality service fairness and integrity. • A key principle is making sure your voice counts and having a say in how an area is policed. • West Yorkshire Police publish a comprehensive Quality Service Commitment and include a link to show the outcomes of internal misconduct hearings. • Despite falling crime rates and some improvement in public confidence in policing over the past few years, there has not been a step-change in the way people say they experience the ‘services’ of local policing.
<p>Criminal Justice Inspection Northern Ireland Customer Service 2011</p>	<ul style="list-style-type: none"> • Customer service taken seriously by PSNI senior management. • Lack of consistency in approach. • Not all staff had received training. • Culture did not place customers at the centre of service delivery. • Recommended a target of 80% for neighbourhood officer to spend on neighbourhood duties.
<p>HMIC Response to the Funding Challenge 2013 – Metropolitan Police Service</p>	<ul style="list-style-type: none"> • Make more use of the internet and social media to communicate with the public. • Make neighbourhood teams more available and accessible at community locations such as libraries. • An important measure is how satisfied victims are with the overall service received. • HMIC expects police services to make savings without damaging service provide to the public.
<p>Independent Commission into the future of policing today ‘Policing for a better Britain’ November 2013</p>	<ul style="list-style-type: none"> • Critical police confidence is the level of perceived engagement by local people in the setting of local policing priorities. • Extent to which police are visible in local areas held by far the strongest correlation with sustained public confidence. • Police must be accessible and engage communities. • Every contact communicates a message about the police and what they stand for. This can have negative/positive consequences. • Neighbourhood policing needs to be sustained as the key building block for strengthening the relationship between police and the public.
<p>Independent Commission on Policing for Northern Ireland 1999</p>	<ul style="list-style-type: none"> • Most modern police services put a high premium on dealing with customer complaints. • Every neighbourhood area should have a dedicated policing team empowered to determine their own local priorities.
<p>Consumer Focus Statutory consumer champion for the UK</p>	<ul style="list-style-type: none"> • Customer service and responsiveness to local needs is important to the way people perceive the police. • 30% of consumers surveyed who had contact with police were dissatisfied. • Most dissatisfaction stems from frustration about access to services and an unhelpful attitude. • Complaints should be listened to, recorded and acted upon. • Have a dedicated number specifically for complaints and feedback. • Provide postage paid cards so people can submit complaints and comments anonymously.

Appendix 15

Chapter 3 – Customer Service Community Meetings – Key Points Raised and a Synopsis of Survey Results

Chapter 3 – Customer Service Community Meetings – Key Points Raised and a Synopsis of Survey Results

What works well with your local policing service:

- Strong positive links with the community policing unit.
- Community police members are approachable, friendly, and always ready to assist, sometimes even when off duty.
- Community officers have good knowledge of local issues.
- Direct access to the garda station through residents association.
- Helpful to the elderly.
- Respond to emergency calls quickly such as house break-ins.
- Community garda link into local communities.
- Text alert works well.
- Doing a good job with very limited resources.
- Easy to contact community officers.
- The majority of the positive feedback was related to community policing units

What could be improved:

Resources

- Don't see the levels of gardaí that used to be present.
- Apply more resources to problem areas and anti social behaviour.
- Expand use of garda reserves.
- Gardaí are off for four days and there is no follow up.
- Telephone calls need to be answered more promptly.
- Civilians should be doing administration work.
- Need better equipment.

Courtesy

- Members can be rude when you ring the station.
- Should appreciate your efforts when you ring the station.
- People are only taken seriously when a service complaint is made.
- Victims not informed of updates, which frustrates people.
- Improve on receiving feedback from the public.
- Need to be more empathetic.
- Needs to be run like a business providing a service.

Responding to calls

- Slow response to calls regarding anti social behaviour.
- More positive interaction with young people required.
- Not enough concern shown to victims of crime.
- Reports of drug dealing are sometimes ignored.
- Slow responses to calls for service and telephone calls.
- Complaints made to station with no replies.

Visibility

- Provide a more visible presence e.g. foot, cycle or car patrol.
- More direct contact with the residents.
- Free up gardaí to patrol more.
- Interact more with the public when patrolling.
- Areas on boundaries of districts can receive a poorer response and less visibility.

Community Policing

- Increase community policing unit numbers.
- Community policing officers should attend more community meetings.
- Staffing levels in community policing units need to be restored.
- Local garda used to be far more involved in local communities.
- Don't know the garda members anymore; they detach themselves from the local area.
- Insufficient use of text alert.
- Communication alerts could be sent through social networks and better use made of local radio.

Engaging Young people

- Break down barriers with more youth and school interaction.
- Make gardaí better role models for young people.
- Increase garda involvement in youth projects.

New and emerging communities

- Open up recruitment to diverse communities.
- Diverse groups have little confidence in reporting crimes.
- Lack of awareness of the needs of their diverse communities.

Appendix 16

Chapter 3 – Customer Service Garda Workshops and Interviews – Key Points Raised

Chapter 3 – Customer Service Garda Workshops and Interviews – Key Points Raised

What works well:

- Local contact with businesses and communities.
- Provide a generally good customer service.

What could be improved:

- The Garda roster as it impacts on good customer service.
- Lack of professionalism and good manners on occasions.
- Need first point of contact training.
- Better customer service approach and stop the approach of “Answer the phone and you get stuck with it”.
- Better follow up with victims.
- Crime prevention training needed.
- Inconsistent levels of service provided.
- Use of the overlaps.
- Visiting vulnerable persons.
- Take gardaí out of public offices and put them on patrol.
- Can take eight days to take a victim statement.
- Divide between members and support staff.
- People do not feel valued.
- Internal processes (promotion/postings) are perceived as unfair.

What would deliver a better service:

- Address operational blockages such as bureaucracy, poor IT and high workloads.
- Move to a service not a force.
- Social media is a big opportunity.
- Requires an electronic system to monitor victim contact.
- Create call centres and present a professional customer service.
- Better follow up with victims.
- Move away from a cosmetic approach to victim care.
- Use e-mails to update victims.
- Better use of the current roster.
- Need a one stop response to victims.
- Rural roster needed.
- Close some public offices at night to provide more resources for patrol.
- Police support staff could help more with customer contact.
- Increase productivity of individuals.
- Need to be more open and transparent in all internal selection processes.

Appendix 17

Workforce Modernisation – Total Sworn Assignment Inclusive of Full Time Members and Garda Reserves

Percentage Comparison across Garda Divisions		
Division	Member	Reserve
DMR South Central	89%	11%
DMR North Central	89%	11%
DMR North	92%	8%
DMR East	95%	5%
DMR South	92%	8%
DMR West	92%	8%
Waterford	89%	11%
Wexford	87%	13%
Tipperary	90%	10%
Kilkenny/Carlow	88%	12%
Cork City	91%	9%
Cork North	91%	9%
Cork West	90%	10%
Kerry	90%	10%
Limerick	92%	8%
Donegal	94%	6%
Cavan/Monaghan	93%	7%
Sligo/Leitrim	92%	8%
Louth	84%	16%
Clare	96%	4%
Mayo	89%	11%
Galway	90%	10%
Roscommon/Longford	95%	5%
Westmeath	91%	9%
Meath	87%	13%
Kildare	88%	12%
Laois/Offaly	91%	9%
Wicklow	91%	9%
Total Average	91%	9%

Source: Department of Justice and Equality, February 2015 (Figures are as at 31 December 2014)

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