



GARDA  
INSPECTORATE  
PROMOTING EXCELLENCE & ACCOUNTABILITY

Report of the Garda Síochána Inspectorate



EXECUTIVE SUMMARY

NOVEMBER 2015

## Changing Policing in Ireland

Delivering a Visible, Accessible and Responsive Service



# 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 staff<sup>1</sup> 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.

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<sup>1</sup> 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.

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