GARDA
INSPECTORATE
PROMOTING EXCELLENCE & ACCOUNTABILITY

Report of the Garda
Síochána Inspectorate

Policing with Local Communities

December 2018

The objective of the Garda Síochána Inspectorate is:

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

(s. 117 of the Garda Síochána Act 2005)

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Foreword

Visibility, accessibility and reassurance are essential elements of policing and are critically important to local communities, particularly those most vulnerable. They can also have a positive effect on public confidence in policing. Delivering effective policing services is not solely dependent on the number of staff or stations available, but on the totality of resources at the disposal of the Garda Síochána and how they are used.

In policing, it is critically important to understand demand for services in order to match resources with the right skills to meet the various demands. This inspection found a limited understanding of the demand for garda services and the Inspectorate considers that the absence of an intelligence-led strategic assessment process is a significant weakness. Although the Garda Síochána has a workforce plan, it is still unclear what the optimum number and mix of members, garda staff and reserves should be to police Ireland. Opportunities to increase front-line resources and release members to areas of higher risk and vulnerability are hindered by slow progress on civilianisation and declining numbers of reserves. It is disappointing to find large numbers of members still working in non-operational posts.

Despite a recommendation made in 2009, no model is used to allocate resources to headquarters and national units and the model used for local policing is not evidence based. As such, it does not determine how many staff a division needs to match its policing demands. At a local policing level, there are often insufficient gardaí on duty at the right times to deal with local demand and, compared to urban areas, there are often fewer gardaí available each day in more rural places. Abstractions of members for prisoner escorts and other non-core functions greatly impact on the availability of resources and often the persons most affected are victims of crimes and local communities. The "one-size-fits-all" garda roster is not making the best use of finite resources and, although popular with members, it does not support the effective delivery of local policing services.

The development of multiple rosters, aligned to a unit's policing function, would put resources on duty when needed. There are also inefficient practices linked to garda allowances which inhibit effective use of resources.

A leaner Garda Síochána organisational structure based on divisions rather than districts, with fewer regions and divisions, would improve efficiency and effectiveness and provide additional resources for front-line duties. The district model is too small in scale, leading to inefficient and inconsistent services to victims and communities. The Inspectorate believes that a move to a divisional policing model would improve local services and ensure sufficient levels of resources are available at peak demand times. While the Garda Síochána is committed to a divisional approach, the proposed model effectively retains the district structure. This report contains a detailed analysis of how a divisional model could improve the delivery of local policing services.

The inspection identified several areas of organisational risk, including the deployment of district detectives to incidents requiring an armed response, without the same level of training and equipment as Armed Support Units. This requires an organisational review to determine the national firearms response requirement. There are also serious concerns about front-line supervision levels, particularly with the inexperience of a large proportion of members. Training also needs to be addressed to ensure sufficiency of local policing skills, such as response driving.

The Garda Síochána is well behind other comparable police services in terms of using modern technology for dealing with calls for service and resource management. Mobile devices could transform garda capability and local policing should be prioritised for new technology.

Visibility matters to local communities and they want to see an increased garda presence. While there is an understanding within the Garda Síochána of the importance of visibility, there is no strategy or local plans to utilise resources for greater visibility.

Visibility can be increased without additional resources by maximising foot and cycle patrols as well as using reserves and members on overlap shifts. An intelligence-led approach would identify where visible policing can have the greatest impact.

Policing should be mobile and accessible to the public, by using innovative ways of delivering services away from garda stations. The development of garda clinics, kiosks or shopfronts, particularly in locations of high footfall would bring services to local communities. A decision needs to be taken on whether it is more efficient to build new stations, to refurbish existing accommodation or lease facilities that provide more agility. It is also important to consider if it is cost effective to invest funds in existing stations that are seldom used. The move to a divisional policing model provides an opportunity to establish how facilities can be more effectively used now and into the future. In any process, the Garda Síochána needs to consult with local communities and other stakeholders. The Inspectorate believes that all decisions about the number, type and location of stations are operational ones for the Garda Commissioner.

Previous recommendations were made to improve practices in relation to dealing with victims and customers. It is positive to note that changes have taken place, such as the introduction of divisional Garda Victim Services Offices. However, many recommendations are not yet implemented. There is an absence of national call allocation and investigation policies and there are no formal systems in place to identify repeat callers for services, repeat victims of crime or vulnerable people who require an enhanced response.

Although in 2014, the Garda Síochána reported that it was developing a new community policing model, it is not yet in place. Some divisions have reduced community policing resources by 50% and some districts have no community policing units. The Inspectorate considers community policing as a specialism and believes that units should address issues that are important to local communities. The Garda Síochána needs to create a vision for community policing and ensure that sufficient resources are in place across all divisions.

Local policing plans present an opportunity to address community needs and a more interactive and collaborative approach should be taken to achieve positive outcomes on things that matter to communities. Plans are not costed, and it is unclear if sufficient resources are in place to deliver objectives. There should be one local divisional policing plan, supported by micro level plans created in smaller community policing areas. Accountability for the delivery of local policing services could be enhanced through the further development of Joint Policing Committees and local community fora. This needs to be supported with guidance, training and funding and with much wider community representation.

Crime prevention should be a critical component of garda activity and the creation of a strategy is a good first step. However, there was a limited awareness of the strategy or its use to prevent local crime. There was also an unstructured approach to understanding the needs of communities. Policing should be delivered in partnership with local communities and engagement should be an integral part. Although the Inspectorate believes that partnership working should be more formalised, it does not prevent the development of shared objectives, joint activity and agreed protocols. Within a divisional model, there is an opportunity to develop stronger local partnerships.

There are nine critical actions in this report, including essential elements, such as developing an effective workforce plan. Other actions are strategic in nature such as the implementation of an intelligence-led process. At a tactical level, actions are designed to increase resources on the front line. Some actions require the appointment of senior managers as strategic leads to own the issue on behalf of the organisation and resolve it. Underperformance of members featured strongly in this inspection and unsatisfactory performance procedures need to be developed to deal with low productivity and failure to meet standards. Many of the actions in this report are new, such as the development of a multi-agency rural crime prevention and reassurance partnership to tackle crime in rural communities.

This inspection also examined the progress of recommendations made in previous Inspectorate reports. The Inspectorate welcomes the measures already taken to address some previous recommendations, but many have not been progressed.

The Inspectorate would like to thank the many staff in the Garda Síochána and community and agency representatives for their contributions to this inspection.

This is a comprehensive inspection of local policing services and the critical actions are intended to deliver a more effective, visible and responsive policing service. As such, the Inspectorate believes that this report should be considered along with the 2018 report by the Commission on the Future of Policing in Ireland.

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Acknowledgements

Glossary

AGSI	Association of Garda Sergeants and Inspectors
ANPR	Automatic number plate recognition
ASU	Armed Support Units
BWV	Body worn video
CAD	Computer Aided Dispatch
CBD	Competency Based Driving
CCC	Command and Control Centre
CEPOL	European Agency for Law Enforcement Training
CPD	Continuous professional development
CPO	Crime prevention officer
CSO	Central Statistics Office
DCPO	Divisional Community Policing Office
DMR	Dublin Metropolitan Region
DPER	Department of Public Expenditure and Reform
ESRI	Economic and Social Research Institute
FTE	Full time equivalent
GPSU	Garda Professional Standards Unit
GRA	Garda Representative Association
GRIPS	Garda Regional Integrated Personnel System
GSAS	Garda Síochána Analysis Service
GYDO	Garda Youth Diversion Office
HMIC	Her Majesty's Inspectorate of Constabulary
HMICFRS	Her Majesty's Inspectorate of Constabulary and Fire & Rescue Services
HRM	Human Resource Management
IBEC	Irish Business and Employers Confederation
ILP	Intelligence-led policing
INIS	Irish Naturalisation and Immigration Service
JLO	Juvenile liaison officer
JPC	Joint Policing Committee
MRP	Modernisation and Renewal Programme
NGO	Non-Governmental Organisation
OPW	Office of Public Works
PAF	Performance Accountability Framework
PALF	Performance , Accountability and Learning Framework
PBB	Priority-based budgeting
PSNI	Police Service of Northern Ireland
PTU	Planning and Tasking Unit
PULSE	Police Using Leading Systems Effectively
RDMS	Roster and Duty Management System
SARA	Scanning, Analysis, Response and Assessment

Introduction

Background to the Review

A Programme for Partnership Government (2016) committed the Government to ensuring visible, effective and responsive policing in every community and to minimising garda response times. One of its provisions was that the Policing Authority would oversee a review of:

> Both the boundaries of Garda Síochána districts and the dispersement of Garda Síochána stations in rural areas and in developing urban and suburban areas; and

> Deployment and rostering arrangements with a view to enhancing community policing units.

In a letter to the Policing Authority on 30 June 2016 asking for the review to be carried out, the Minister said that there was a recognition that the configuration of Garda Síochána districts and the dispersal of manpower are not fixed in time and must be responsive to, among other things, changing demographics, crime trends and developing technology. The Minister suggested that the Garda Inspectorate would appear to be best placed to undertake the review, given its previous work in regard to Garda Síochána resourcing. This included the *Resource Allocation (2009), Crime Investigation (2014)* and *Changing Policing in Ireland (2015)* reports.

A Programme for Partnership Government also committed to the reopening of six garda stations, both urban and rural, which had been closed as part of the Garda District and Station Rationalisation Programme in 2012 and 2013. The reopenings were to be on a pilot basis so that the impact on criminal activity, public safety, community confidence and overall operational effectiveness could inform this review. While the Garda Síochána identified six stations for reopening, no station is yet back in service and, therefore, the Inspectorate was unable to conduct this evaluation.

Context of the Review

In July 2016, as part of its consideration of a Five Year Reform and High-Level Workforce Plan for the Garda Síochána, the Government decided that the current district model of policing would be replaced on a phased basis with a divisional one. In this new model, responsibilities would be allocated on a functional rather than a geographic basis. This decision followed confirmation by the Garda Síochána that it fully agreed with moving to a functional rather than a geographic model subject to some flexibility in large rural divisions.

The Garda Commissioner subsequently decided to pilot the model in Dublin Metropolitan Region South Central, Galway, Mayo and Cork City divisions. The Inspectorate recognises this decision to be a fundamental restructuring of the organisation of local policing in Ireland. It effectively means that the basic unit of policing is to become the garda division, of which there are 28, broadly corresponding to county boundaries, rather than the 96 districts in operation.

The decision to move to a divisional model had consequences for this review as it rendered the proposed review of district boundaries redundant.

The Government's decision also committed to significantly increased resources over a five-year period. This changed the context of the review towards one which envisaged expansion and growth in the resources available to the Garda Síochána up to 2021 in contrast to the restrictions on resources that had prevailed in previous years.

The Remit

In summer 2016, meetings took place between the Policing Authority and the Inspectorate to consider these developments. The terms of reference were revised and were issued to the Inspectorate by the Policing Authority on 18 October 2016, as follows:

'In accordance with Section 117(2) of the Garda Síochána Act 2005, as amended, the Policing Authority hereby requests the Garda Inspectorate to examine the dispersement and use of resources available to the Garda Síochána in the delivery of policing services to local communities and to make recommendations to provide a more effective, visible and responsive policing service.

The review should take account of:

> *the changing environments in rural, developing urban and suburban areas*

> *the views of local communities*

> *the allocation of Garda resources and their deployment at the local policing level, including the use of the Garda Reserve, Garda facilities and Garda equipment; and*

> *relevant recommendations made in previous Inspectorate reports.*

It is envisaged that this examination will take account of the ongoing work by the Garda Commissioner to implement a divisional model of policing in Ireland.'

The Policing Authority said that it believed the review outcomes will contribute to an understanding of how best visible, effective and responsive policing can be delivered in every community.

Methodology

The Inspectorate's consideration of the terms of reference for this inspection involved an in-depth examination of over 40 specific areas. Material to inform the review was gathered through the following methods:

> Formal information and data requests to the Garda Síochána;

> Statistical information from the PULSE[1] system and other technology systems;

> Self-assessment questionnaires completed by divisional officers prior to inspection visits;

> Visits to eight divisions and a number of districts within those divisions and relevant headquarters and national units;

> Structured interviews and focus groups;

> Meetings with key stakeholders including the Department of Justice and Equality, the Policing Authority, the Courts Service, staff associations, local authorities, Joint Policing Committees and non-governmental organisations (NGOs);

> Attendance at the Commission on the Future of Policing in Ireland public consultation meeting in January 2018 in Wood Quay, Dublin and at the Policing Authority's annual meeting for Chief Executives of Local Authorities and Chairpersons of Joint Policing Committees in July 2018;

> Visits to and contacts with other policing jurisdictions and agencies;

> Implementation reports on the *Changing Policing in Ireland (2015)* report; and

> Desk-based research.

Relevant recommendations from previous inspections which are not yet implemented or fully implemented are referenced throughout the report and summarised in Appendix 1.

Data Analysis

As part of the review, the Inspectorate requested and received a large quantity of data from the Garda Síochána relating to the allocation of human and other resources as well as data from PULSE and other technology systems. This data is analysed throughout the report and is assessed along with qualitative information obtained on inspections and in meetings with garda members and staff and stakeholders.

Field Visits and Meetings

The eight divisions and particular districts inspected were selected in order to achieve a representative sample of the variety of local policing challenges.

The selection criteria were based on a mixture of divisions to include two of the four where the divisional policing model is being piloted, as well as the different categories of districts outlined in the 2009 *National Model of Community Policing*. These are:

> A busy urban city centre;

> A suburban district;

> A rural district; and

> A district with a large provincial town.

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1   PULSE is an acronym for Police Using Leading Systems Effectively. PULSE is an IT-enabled service delivery project. PULSE comprises 17 operational and integrated systems areas e.g. crime recording, processing of persons in custody and traffic management.

On this basis, the following locations were inspected:

Pilot Divisional Model

Cork City Division
Galway Division

In addition, the Inspectorate visited Dublin Metropolitan Region South Central and Mayo divisions to discuss the pilots with local senior management.

National Model of Community Policing Category A – Busy City Centre Urban

Dublin Metropolitan Region North Central Division
Cork City Division – Pilot Divisional Model

National Model of Community Policing Category B – Suburban District

Galway – Salthill – Pilot Divisional Model
Dublin Metropolitan Region South – Tallaght

National Model of Community Policing Category C – Rural Districts

Galway – Clifden – Pilot Divisional Model
Kerry – Listowel
Donegal – Buncrana

National Model of Community Policing Category D – Large Provincial Towns

Kerry – Tralee District
Westmeath – Athlone District
Wexford – Wexford District

Meetings also took place with many stakeholders in policing, including statutory and voluntary agencies and groups representing local people.

International Research

To identify comparable international practice, the Inspectorate conducted considerable desktop research as well as making formal visits to Police Scotland and the West Midlands Police.

Report Structure

Following consideration and analysis of all the material gathered under thematic headings, it was decided to examine the issues raised by the terms of reference through four lenses:

1. Local Policing – The Strategic Perspective;
2. Availability and Utilisation of Resources for Local Policing Services;
3. Deployment and Capabilities of Resources at the Local Level; and
4. Delivering Local Policing Services.

These lenses comprise the four chapters of the report, each of which outlines the Inspectorate's findings under the relevant themes and points the way forward.

Critical Actions

Given the broad range of the terms of reference and the many relevant previous recommendations, the Inspectorate decided to frame its findings and the actions needed to address them into nine critical actions that in the Inspectorate's view are essential to ensuring that policing services in local communities are more effective, visible, accessible and responsive. Each action is accompanied by a number of areas that if addressed will support the implementation of the critical actions.

Executive Summary

Introduction

This report is titled *Policing with Local Communities* because policing is a service delivered in partnership with communities, not something done to communities.

The report has four chapters that describe policing from the strategic perspective through to operational service delivery, from the organisational level to the local, with each pointing to the way forward. Many previous Inspectorate recommendations are relevant to this inspection, particularly from *Resource Allocation (2009)*, *Crime Investigation (2014)* and *Changing Policing in Ireland (2015)*. Many of these have not been progressed; others are not yet fully implemented. Where appropriate, they are referenced in the report and a summary of the key high-level recommendations is provided in Appendix 1.

Key Findings

This inspection found a police service that is well behind other comparable services. The Garda Síochána has a limited understanding of current and future demand, and the absence of an intelligence-led strategic planning process is a significant organisational weakness. As a result, decisions on the workforce plan and resource allocation model are not fully informed. The Inspectorate found that the roster and certain allowances are barriers to developing a more flexible and responsive service.

The Inspectorate found that there is an insufficient understanding of the skills and training needs of members and staff, as well as a deficit of training to address skills gaps. In spite of increased investment, opportunities to maximise front-line resources have been hindered by slow progress on civilianisation, the continual decline in the number of reserves, abstraction of members from key front-line policing roles and unnecessary bureaucracy. The Inspectorate is concerned about supervision levels, particularly given the inexperience of a large proportion of front-line members.

A further concern is the deployment of district detectives and detective assistants to incidents that require an armed response. This is a significant organisational risk, due to training and equipment issues and the absence of command and control protocols at divisional level.

Some key organisational strategies, such as the accommodation strategy, are outdated; others, such as the information and communications technology (ICT), community policing and the diversity strategies, were in draft at the time of this inspection and not available to the Inspectorate. There is no strategy or plan to improve visibility and accessibility.

Throughout this inspection, the district model was identified as being too small in scale, leading to inefficient and inconsistent practices. This has an adverse impact on the services provided to victims and citizens. The Inspectorate's divisional functionality model is put forward to address this.

Critical Actions

This report contains nine critical actions that in the Inspectorate's view are essential to ensuring that policing services in local communities are more effective, visible and responsive. Each action is accompanied by a number of activities that if addressed will support the implementation of the critical actions.

Some of the critical actions and activities identified to address the inspection findings relate to the essential building blocks of the organisation, such as developing a workforce plan that is informed by policing priorities and a clear understanding of demand, as well as developing an ICT strategy that integrates systems and supports the organisation's vision for policing including at the local level.

Some are strategic in nature, such as the full implementation of an intelligence-led planning process that uses strategic assessments of threat, risk and harm to inform decisions about policing priorities and resourcing.

Others are tactical, for example, timely and relevant training for detectives and community policing officers.

Some are necessary to mitigate organisational risks associated with arrangements for custody, front-line supervision and the deployment of detectives to firearms incidents. Others aim to bring consistency and corporacy to existing activity, such as national call allocation and investigation policies.

In some cases, the activities restate or update previous recommendations because of their importance to efficient and effective service delivery. These include procedures to deal with unsatisfactory performance and unsatisfactory attendance. The Inspectorate considers that a good way to develop these is to appoint a senior manager as strategic lead to own the issue on behalf of the organisation, develop the policy and lead on implementation.

This report contains a number of new activities aimed at improving the delivery of local policing services. These include:

> Using tools such as strategic assessments, activity analysis, business process mapping, academic research and priority-based budgeting to develop a fit for purpose workforce plan;

> Developing an organisational visibility and accessibility strategy;

> Developing a new and wider definition of vulnerability, to ensure that policing responses match the needs of individuals;

> Creating a national community engagement/reassurance strategy that includes the use of social media at local policing levels;

> Creating a multi-agency rural crime prevention and reassurance partnership;

> Appointing a strategic lead to develop rosters for the various garda units that put people on duty at the right times;

> Reviewing the current system of allowances to improve flexibility in deployment of resources and reduce inefficiencies; and

> Conducting an organisational review to determine firearms response requirements.

Also included is a complementary action to develop Joint Policing Committees and local community fora to provide enhanced accountability of and support to local policing. This action is for the Policing Authority with the assistance of the Department of Justice and Equality.

Chapter 1: Local Policing – The Strategic Perspective

Introduction

Key strategic decisions that affect service delivery include the organisation's resource distribution model and its policing priorities, as well as its structure, strategies and arrangements for governance.

The chapter looks from a strategic perspective at how demand for policing services is understood, measured and managed. It examines the factors and information that influence the identification of the policing priorities. It also considers key strategies and plans that are in place to support the delivery of policing services, as well as the current structure of the organisation, including plans to move to a divisional model of policing.

When using the term "local policing services", the Inspectorate is referring to the policing services currently delivered at divisional and district levels throughout Ireland.

Review Findings

A Changing Ireland

An understanding of demographics is critical to decision-making about service provision. Over the last two decades, Ireland has witnessed a population growth of over 31%, mainly focused on larger urban centres. Population is forecast to increase to between 5.2 and 5.6 million by 2031. Census 2016 shows that over 15% of the population had an ethnicity other than White Irish. The growth, dispersal and diversity of the population, as well as other global and environmental factors such as serious and organised crime, climate change and Brexit will all affect demand for policing services and influence the priorities for policing.

The Garda Síochána needs to assess the impact of these factors on policing and be sufficiently agile to be able to respond appropriately.

Importance of Understanding and Measuring Demand

The Garda Síochána is a large and growing organisation that is required to address the combined challenges of dealing with traditional types of crime, preventing harm and protecting vulnerable people, as well as tackling new and complex threats. To do this in an efficient and effective manner, it must understand the current demand for its services in order to determine its optimum size, composition and structure, as well as the workforce skills necessary to deal with that demand. It is also important that it looks ahead and assesses how demand for its services will change over time.

Understanding Demand

Policing demand can be described in three broad categories. The first is public demand and this consists of the calls for service received from other organisations or the public and includes reports of crimes and other incidents. The second category, known as protective demand, is the pre-emptive or proactive demand arising from work to improve public safety and prevent crimes and incidents from occurring. The third is internal demand, which is the self-generated demand that comprises internal processes, protocols, administrative tasks and bureaucracy.

Measuring Demand

Public demand is usually measured by counting the number of calls for service. The Garda Síochána's understanding of public demand is incomplete because it does not currently have a single national system for recording all calls for service. The computer aided dispatch[2] system, which operates in the Dublin Metropolitan Region and in a number of divisions outside Dublin, contains information on all calls for service in those divisions.

Divisions without a computer aided dispatch record calls for service on an electronic database, however, this was found to be used inconsistently. The PULSE system contains crime and incident data for the whole organisation, but this also does not provide a complete picture of public demand because not all calls for service are crime or incident related.

The Inspectorate was informed that a nationwide roll-out of the computer aided dispatch system is underway and is expected to be in place by the end of 2018. Provided it is accompanied by robust systems and standard processes to record information, it should result in all public demand being more accurately captured on one system and contribute to a better understanding of demand.

The Garda Síochána could make better use of data from the existing computer aided dispatch system. However, its capabilities are not well understood throughout the organisation and not used to best effect.

Intelligence-Led Policing

Protective demand is difficult to measure; however, using an intelligence-led policing model can provide an understanding of what proactive work is required. Intelligence-led policing is a forward-looking, proactive process that assists police managers to make evidence-based decisions about their operational policing priorities and how they will deal with them. It includes the preparation of a strategic assessment report that identifies the medium to long-term threats and risks in the police service's operating area. Once the priorities have been identified, control strategies setting out preventative, intelligence, enforcement and reassurance actions are developed for each priority. This approach ensures that by understanding and prioritising police activity, the types of demand that create the highest levels of threat, risk and harm can be reduced. The Garda Síochána does not have a strategic planning process at national or local level and does not task its analysts with preparing strategic assessments of threat, risk and harm.

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2   Computer aided dispatch is an electronic system that records the details of all emergency and non-emergency calls received from the public that require a police response.

Process Mapping

Internal demand can be measured by conducting business process mapping. This defines what a business area does, who is responsible, and to what standard a business process should be completed. It is used to assist organisations to improve the efficiency and effectiveness of their processes and determine the resources necessary for them. The Garda Síochána has a large degree of control over its internal systems and processes. However, it does not fully understand the nature and scale of this demand and, although it is undertaking a significant change to its operating model, it has not conducted a systematic review of the relevant organisational processes. Tackling internal demand would save time, improve morale and change the behaviour of individuals, at the same time as increasing organisational productivity and changing the organisation's culture.

Activity Analysis

Activity analysis is another tool that can be used to obtain a more comprehensive understanding and measurement of demand. It involves capturing all activities that are carried out in the organisation, the time spent on them and by whom. To conduct an organisation-wide activity analysis in the absence of a modern human resources information system and duty management system would be challenging for the Garda Síochána. However, it would contribute to improved understanding of demand.

Academic Research

In other jurisdictions, police are collaborating with universities to undertake academic research to inform resourcing decisions, as well as identify effective crime reduction techniques and evaluate policing initiatives.

Determining Policing Priorities

Police services need to have strategic priorities in order to make evidence-based decisions about the allocation of their resources. In other jurisdictions, a wider range of information is used to identify policing priorities. This includes high-level government objectives for policing, stakeholder engagement and police assessments of threat, risk and harm.

The Policing Authority is responsible for determining the priorities and performance levels for the Garda Síochána in relation to its policing function in consultation with the Garda Commissioner. It consults widely on draft priorities, which take account of a number of policing objectives set out in *A Programme for Partnership Government*. In other jurisdictions, the strategic assessment of threat, risk and harm prepared by the police service would also be included in the process to determine policing priorities. The Garda Síochána does not fully operate an intelligence-led policing process. This is a significant organisational weakness. The introduction and routine use of the full suite of intelligence-led policing tools would result in a more complete set of information to identify policing priorities.

Critical Action 1 identifies how the Garda Síochána could better understand demand and identify its policing priorities.

Critical Action 1

To develop evidence-based methodologies and processes that enable the Garda Síochána to better understand its current and future demand and inform the identification of its policing priorities.

In support of this critical action, the Inspectorate considers that the following areas need to be addressed:

> Fully implement an intelligence-led policing process at national and local level, which includes the use of strategic assessments and control strategies;

> Undertake an organisation-wide activity analysis to provide a better understanding of demand;

> Carry out business process mapping of all relevant activities, starting with those used in divisions, to ensure they are fit for purpose and to eliminate unnecessary bureaucracy; and

> Increase collaboration with academia to develop evidence-based approaches to key policing issues.

Review Findings Continued

Organisational Structure

The structure of the Garda Síochána can be broadly broken down into three main components, namely operational divisions, national units and headquarters, with divisions providing the majority of policing services in local communities.

National and Headquarters Units

Most national units manage or co-ordinate the response to certain types of incidents because of their complexity, seriousness or national impact, while others provide strategic support to operational units. Headquarters provides management, human resources and logistical services for the organisation. This inspection found no evidence-based process for determining the number of staff allocated to these units and a lack of clarity about what aspects of demand they deal with.

Divisional Policing Model

The resources that deliver day-to-day policing services in local communities are organised in a geographical model comprising six regions, 28 divisions and 96 districts. This model gives each of the 96 district officers (superintendents) responsibility for a wide range of functions and the structure results in skills gaps, inconsistent decision-making, variable operational practices, unnecessary bureaucracy as well as multiple points of contact for Garda Headquarters and external partners. To improve efficiency and effectiveness, the Inspectorate previously recommended a leaner organisational model with fewer regions and divisions and a new divisional policing model in which senior management responsibilities are allocated on a functional divisional basis rather than a geographical district basis. The Garda Síochána accepted the recommendation to move to a divisional model but has not yet fully implemented it. Comparison between the Garda Síochána's proposed model and the one recommended by the Inspectorate shows that, although some functions will be managed on a divisional basis, the creation of multiple community engagement hubs perpetuates the current district model of policing.

The Inspectorate continues to be of the view that fewer regions and divisions, together with the implementation of a full divisional functionality policing model would improve the efficiency and effectiveness of local policing.

National Policing Plan

The *Garda Síochána Policing Plan 2017* contained 89 performance measures of which 48 were achieved, 14 were partially achieved and 27 were not achieved. The 2018 plan has 119 measures and it appears that many of these may not be achieved. The Inspectorate considers that the Garda Síochána should focus on fewer initiatives and associated measures, which reflect clearly identified strategic priorities, rather than making almost everything a priority and setting too many objectives, the totality of which may not be achievable. As previously recommended, the Garda Síochána also needs to adopt a process to cost its policing plans and link its resource allocation process to the strategic priorities.

Community Policing

The Garda Síochána regards being part of the community and working with the community as a major strength and in its *Modernisation and Renewal Programme 2016–2021*, it committed to enhancing its model of community policing. This inspection found several different community policing models in operation. Although the internationally recognised elements of community policing such as community engagement, problem solving and partnership working are included in these models, there was a lack of clarity about the purpose of community policing at all levels of the organisation and the key elements were not always well understood or consistently applied.

While communities have different policing needs and a one-size-fits-all model will not best serve those needs, there should be one clear strategy for community policing. This should set out the vision for and purpose of community policing, describe the essential elements of it, including engagement, problem solving and partnership working, and define the role and responsibilities of all those involved in community policing. The Garda Bureau of Community Engagement has an important role in the development of the strategy and an implementation framework, as

well as providing strategic support to divisions. The Inspectorate was told that a new community policing framework was being developed, but no implementation date was identified.

Information and Communications Technology Strategy

The Garda Síochána is well behind comparable police services in terms of its use of technology. This significantly limits its ability to provide the best possible policing service. The introduction of new ICT systems is critical to the modernisation of the Garda Síochána and the Government has provided €217m for technology improvements. However, at the time of writing, the Garda Síochána did not have a current strategy. The Inspectorate was provided with updates in relation to a number of organisational projects and notes that some progress is being made. However, there is an urgent need for an updated strategy that integrates with and supports the Garda Síochána's vision for policing. As well as ensuring that the essential strategic systems are in place, a key objective of the strategy should be to put in place technology solutions that support and enhance the delivery of local policing services. The strategy should not be just about digitising existing processes but should also be an opportunity to review, streamline and update processes to create efficiencies and reduce unnecessary bureaucracy.

Accommodation Strategy

In 2010, the Garda Síochána published a *Long Term Accommodation Strategy* and, although eight years old, many of the challenges identified at that time remain. The strategy needs to be refreshed in preparation for a bid to the 2022–2028 capital planning process and to assist the Garda Síochána in its modernisation programme. A refreshed strategy needs to identify future organisational requirements that take account of growth in the organisation, anticipated changes to the organisational structure and operating model, as well as changing demographics and population movements. The strategy should explore new types of facilities to meet the demands of 21st-century policing, which take account of new technology and new ways of working both within and outside the Garda Síochána.

Workforce Plan

Although the Garda Síochána has a workforce plan, it is unclear what the optimum number and mix of members, garda staff and reserves should be to police Ireland. The Garda Síochána's limited understanding of current and future demand for its services hinders the development of an effective workforce plan. Its draft plan sets out the "as is" allocation of garda members and staff and identifies the projected "to be" number of members and staff in each service area, based on the target of 15,000 garda members and 4,000 garda staff. The plan states that the "to be" model has been developed to reflect priorities agreed by the senior leadership team, including prioritisation of regular garda units and specialisation and professionalisation at regional/divisional level. The resulting "to be" numbers are described as high level and indicative. However, the plan does not contain any analysis of current demand, nor reflect a correlation between the organisation's policing priorities, as described in the strategy statement, and the resourcing levels.

As previously recommended, applying a priority-based budgeting process could further develop the workforce plan by critically assessing the deployment of current resources, redistributing them as necessary and by identifying where to deploy the additional resources currently being recruited.

Communicating Change

At a time of modernisation and reform within the Garda Síochána, it is vital that organisational changes are understood and embedded. This inspection identified limited awareness of organisational changes such as the roll-out of the divisional model. It is important therefore that change programmes are supported by engagement strategies and plans that are tailored to both internal and external audiences.

Governance, Accountability and Risk Management at a Strategic Level

The Inspectorate was informed that the Garda Síochána's main governance tools are its policing plans, management meetings that are held within the Performance Accountability Framework and its risk management processes.

The Inspectorate reviewed the operation of the Garda Síochána's risk management processes and noted that previous recommendations for this area of business had been implemented. Several senior managers reported receiving good advice from the Garda Risk Management Unit and a number of managers identified themselves as "risk champions", with responsibility for driving and supporting the use of risk management practices in their area. The Inspectorate welcomes these positive developments; however, the policy of each district having a risk register, resulting in a total of 130 for the regions, divisions and districts, should be reviewed.

Critical Action 2 contains a number of organisational strategies and plans that could significantly support and enhance the delivery of local policing services.

Critical Action 2

To develop organisational structures, strategies and plans that enhance the delivery of local policing services.

In support of this critical action, the Inspectorate considers that the following areas need to be addressed:

> Implement the full divisional functionality policing model previously recommended by the Inspectorate;

> Develop and implement a single community policing strategy that includes a clear definition of the vision and purpose of community policing, outlines the operating framework and states the core role and responsibilities of all members and staff involved in community policing;

> Ensure that a strategic principle of the new ICT strategy is to support the delivery of local policing services;

> Develop the organisational workforce plan to ensure that it aligns resources to policing priorities and demand and takes account of the ongoing increase in human resources;

> Develop an updated accommodation strategy that takes account of structural and workforce changes; and

> To support such organisational changes, develop and implement an internal and external engagement strategy.

Chapter 2: Allocation, Availability and Utilisation of Resources

Introduction

This chapter examines how garda resources are allocated and used to provide an effective, visible and responsive service. It looks at how headquarters allocates human resources and how divisions further distribute and use those resources. It considers the extent of progress to implement previous Inspectorate recommendations that gardaí be released from non-operational roles to front-line policing duties. Visibility and accessibility of services are considered, including how garda staff, the Garda Reserve and the use of garda stations can enhance service delivery. Finally, it examines a number of areas that impact on the availability and utilisation of resources including abstraction from front-line policing duties, as well as the management of performance and attendance.

Review Findings

Allocation of Human Resources

Despite Inspectorate recommendations dating back to 2009, the Garda Síochána still does not have suitable human resource systems in place to support the effective allocation and management of people. Some data on staff location and skills is inaccurate and not all of the call data that is available is used by the Garda Síochána in its allocation formula. It is also unclear what areas of threat, risk and harm are managed by headquarters, national and local policing units. Headquarters and national unit resources are not allocated using a specific model and it appears that many decisions are based on historical factors, rather than on demand. These units play an important role in supporting local policing but in the absence of a formal allocation process, meaningful demand data and clarity about functions of the units, the Inspectorate is unable to determine if the allocation of resources is sufficient. There is also no resource allocation model in place for deciding on the levels of regional resources.

It is important for the Garda Síochána to critically assess all positions in headquarters, national units and local policing to identify efficiency and effectiveness opportunities which will enable the allocation of additional resources to areas of higher threat, risk, harm and vulnerability.

The Garda Síochána needs to incorporate all available data sets/demand analytics, including calls for service data, to develop a new resource allocation model.

Distribution of Resources to Divisions

The Garda Síochána is using a relatively new model called 'Cohort' to distribute gardaí who are available for local policing across the 28 divisions. Cohort takes into account a number of relevant factors including population levels, the number of stations in a division, as well as crime and non-crime incidents from PULSE over the previous five years. While it provides a fair system for the distribution of gardaí at divisional level (after headquarters and national unit numbers are excluded), it is not an evidence-based resource allocation model that has established how many gardaí each division actually needs. Analysis showed that according to the numbers set by Cohort, 12 divisions had a surplus, one had the exact number and 15 had a deficit. Numbers are mainly adjusted by the distribution of new probationers on completion of their training at the Garda College, as there are challenges in transferring members from one division to another. The Inspectorate also found that there is no correlation between the Cohort process and the numbers of garda staff assigned to each business unit.

Members in Non-Operational Roles

Examination of units from headquarters level down to district level shows that there is still a high number of members in non-operational posts. This is despite a recommendation in 2015 about increasing the proportion of members on the front line.

Distribution of Members to Districts

Following the distribution of gardaí by Cohort to divisions, the local divisional chief superintendent decides on how those members will be further distributed.

Analysis of the distribution of resources showed considerable variations in the assignment of members across divisions to various policing functions, with different assignment choices being made in rural and urban divisions. Many of these variations arise from the continued use of a district policing model. Some district officers informed the Inspectorate that they were not assigned an appropriate number of members to match policing demand. Assigning on a district basis is inefficient as it creates barriers to later reassignments. This process also perpetuates the duplication of units comprising small numbers of members, spread thinly across multiple districts. For example, there are several small district detective units instead of one larger divisional unit.

The decline in the number of members assigned to community policing duties was raised as a barrier to delivering more effective local policing services. In many divisions, the number of community policing members has reduced by up to 50% from their highest levels and some districts have no dedicated community policing members in place. To enhance local service delivery, the resource allocation model should take account of the needs of all communities.

Availability of Resources

This inspection found that there are often insufficient gardaí on duty at the right times to deal with local policing demands. Compared to urban areas, the Inspectorate found that there are often fewer gardaí available each day in more rural places and, as a result, communities in these areas often receive more limited services. This analysis confirms that when the number of overall members reduced, the Garda Síochána became a far more reactive police service. Many of the proactive units in operation such as crime task forces, drugs units and community policing units lost considerable numbers of gardaí. Despite recent increases in numbers, the strength of these units has not been replenished.

Other police services visited by the Inspectorate had leaner organisational structures and a good understanding of policing demand, particularly in relation to people and local communities who are at most risk of harm. They also had systems for ensuring minimum numbers of police officers are available.

With the implementation of the new divisional functionality model, the Inspectorate believes that the responsibilities of a human resource manager at divisional level should include leading on all local resource distribution processes and workforce succession planning.

Critical Action 3 is designed to ensure that resources are allocated through an evidence-based model, focused on areas of higher threat, risk, harm and vulnerability.

Critical Action 3

To develop an evidence-based resourcing model that allows the accurate allocation of resources at all levels of the organisation based on areas of higher threat, risk, harm and vulnerability.

In support of this critical action, the Inspectorate considers that the following areas need to be addressed:

> Incorporate all available data sets / demand analytics, including calls for service data to develop a new resource allocation model;

> Establish what areas of risk/harm will be managed by headquarters, national and local policing units;

> Ensure that a resource allocation model takes account of the needs of all communities; and

> Support the resource allocation process with the development of a local policing workforce plan led by the divisional human resource manager.

Review Findings Continued

Visibility

Visibility, accessibility and reassurance are essential elements of policing and they are critically important to local communities, particularly to those most vulnerable. Visibility matters to local communities and providing a highly visible and accessible policing presence is a priority for most police services. Visibility is not solely about a physical presence; other activity such as a strong media and online presence can be very effective. Putting a uniform presence in specific hotspot areas at times when crime or public disorder is anticipated provides a visible presence and a physical deterrent.

The Garda Public Attitudes Survey measures visibility and in 2017 only 36% of adults reported that gardaí patrolled their area regularly (98% of which was in cars). Awareness of gardaí patrolling on foot was 12% and on bicycles 5%. The survey does not provide any analysis at divisional level and the Inspectorate views this as a lost opportunity for local feedback.

During visits it was raised that constant abstractions of gardaí from their core duties is a major contributory factor in the low number of members who are available for patrol and visibility. The absence of foot patrolling was evident in most regular and community policing units, where vehicles were often the default option for patrol. Many rural districts explained that the number of members on regular and community policing units was too low for foot patrols and with larger areas to cover, members generally patrolled in vehicles.

There are some new practices in place that have led to increased garda visibility, such as the call-back initiative to victims of crime. At divisional levels, the inspection found that the Garda Síochána had an understanding of the importance of visibility, but there was no associated strategy, plan or systemic approach to using all available resources for greater visibility.

Promoting garda good news stories and providing crime prevention advice at divisional level was identified during visits as something that should be improved.

Publicising garda activity is a good way of providing a visible presence and offering practical crime prevention advice can make people feel safer. Many divisions have developed good relationships with radio stations and use this to communicate with local people. Social media also provides an excellent platform for the Garda Síochána to communicate important messages in real time to much wider audiences.

To increase visibility, divisions can take immediate action without additional resources. This includes the creation of local patrol plans that maximise the use of foot and cycle patrols, overlap shifts and reserve members for patrol and visibility. Using an intelligence-led policing approach would assist in identifying locations and times where visible policing can have the greatest impact. Expediting the roll-out of mobile technology would reduce the need for front-line units to return to stations.

Measuring the time spent outside of a station on foot, cycle or vehicle patrol is important to establish the visibility of patrol units. In 2014, the Inspectorate made a recommendation to enhance garda visibility by increasing the amount of time that gardaí spend out of stations. This area has not been progressed and apart from the Public Attitudes Survey, there are no systems or indicators used to measure visibility. The Garda Síochána has access to GPS technology in radios and vehicles that can track and locate individuals or vehicles but the Inspectorate did not find one division that was using this technology to monitor patrols and visibility.

Garda Stations and Accessibility

Police stations have traditionally provided public office counter services and a place to access services or report a crime. Symbolically, police stations provide a physical presence in a particular area and communities and individuals often feel much safer in the knowledge that there is a station nearby. Stations have become an issue of much public debate and many communities are still concerned about the closure of their station, especially if alternative service arrangements were not put in place. It was interesting to note that the 2017 Public Attitudes Survey revealed no notable differences in public perceptions of national crime and local crime and how far respondents lived from a station.

Not everyone wants to go to a station and the development of the sustainable use of garda clinics, kiosks or shopfronts, particularly in locations of high footfall would bring services to local communities. There are also great opportunities to extend the use of online garda services to provide people with alternative ways of reporting crime and other incidents as well providing access to information on local issues such as the provision of crime mapping. Using new and innovative ways of delivering services away from garda stations takes policing to the public.

In deciding on the appropriate number of stations and the reopening of previously closed stations, the Inspectorate believes that the Garda Síochána needs to look at least five to ten years ahead and decide where it needs facilities. The Inspectorate believes that all decisions about the number of stations, the type of stations and where they should be located are operational decisions for the Garda Commissioner. There are a number of principles that need to be considered. These include service criteria, response times, mobility of resources and visibility. The location of a station should be related to its purpose and the population it serves; it should also be accessible to users, be highly visible to the public and support efficient policing services.

Choices regarding the location of stations and other buildings have long-term implications. Many police services have moved away from building new large police stations to acquiring more flexible arrangements, such as leasing or sharing accommodation with other local services. It is also important to conduct cost benefit analysis exercises as to whether it provides value for money to invest funds and assign resources in existing stations that are seldom used.

Between 2011 and 2013, 139 garda stations were closed; some on the basis that they were already out of service while others were intended to release members for patrol duties. However, no formal public engagement was carried out at the time of closing most stations and there was no structured plan in place to ensure that the Garda Síochána maintained a physical presence in the areas affected.

The move to a divisional functionality model provides an excellent opportunity for the Garda Síochána to develop local accommodation plans that would enable divisions to establish how facilities can be used more effectively into the future. Additionally, key decisions need to be made about the opening hours of stations.

The Inspectorate believes that the Garda Síochána needs to make it clear to the public how it intends to deliver policing services. Closing a station is not a decision that should be taken lightly and communities should not be left feeling that they have lost their local policing service. In this regard, the Inspectorate believes that the Garda Síochána must improve a community's understanding of these types of policing decisions as well as ensuring a policing presence in affected areas.

Custody Facilities

Another area for consideration is the use of custody facilities. Across the Garda Síochána, 139 stations are used as places of detention. This is a large number of facilities to operate from. This inspection found that many lacked necessary equipment and most were not secure areas. Also, the Inspectorate continues to have serious concerns about the use of garda members in the management of detained persons. Having fewer purpose-built facilities, appropriately staffed and with the full range of equipment would provide much better use of resources. Many police services have moved to national or service-wide approaches to the management of detained persons. This has removed the management and operational responsibilities for detained persons and custody facilities from divisions. The Inspectorate believes that the Garda Síochána should develop a national approach to the provision of custody services.

Availability and Utilisation of Garda Staff

The Government has committed to provide an additional 2,000 garda staff and this is reflected in a draft garda workforce plan. During this inspection it was evident that at many levels of the Garda Síochána, civilianisation is not accepted or embraced and many of the suggestions provided by senior garda managers for using more garda staff centred on clerical support and lacked imagination.

There was a general absence of acknowledgement of the benefits of high-level management, technical skills and qualifications that garda staff could bring. Without immediate action, the Inspectorate believes that the Garda Síochána will be unable to meet its 2021 recruitment target. An increase in garda staff would facilitate the release of members back to front-line duties. During inspection visits to eight divisions, the Inspectorate found limited examples of the reassignment of gardaí from non-operational roles.

This report highlights a number of functions that should be performed by garda staff, such as in public offices, control rooms and custody suites. To utilise garda staff for these functions would require the recruitment of a critical mass of people and would expedite the process of releasing large numbers of members from station duties.

An issue that that still needs to be resolved is the absence of defined reporting lines between garda members and garda staff. A recommendation in this regard was made in the 2015 report and the lack of clarity is a major obstacle to the integration of garda staff into the Garda Síochána.

This whole area requires the appointment of a senior manager as a strategic lead to help the Garda Síochána to achieve its 2021 target and to ensure that garda staff feel that they are an equally valued part of the workforce.

Garda Reserve

The Garda Reserve is an important element of the garda workforce and, with the right leadership and support in place, it can deliver an additional and important uniformed presence in local communities. In order to address the 50% decline in the number of reserves since December 2014, the Garda Síochána should complete its Garda Reserve strategy and address the retention of existing reserves, as well as barriers to the recruitment of new members. The Inspectorate believes this requires the appointment of a senior manager as a strategic lead to help the Garda Síochána to achieve its 2021 target and to ensure that reserves feel they are an equally valued part of the workforce.

Abstractions

Abstractions of front-line members for court cases, court security and summons serving are a daily occurrence. Following the opening of a new court house in Cork City in May 2018, an additional two sergeants and nine gardaí are now required on a daily basis for prisoner management and building security. No additional resources were provided resulting in daily abstractions from core policing roles. This greatly impacts on the availability of resources for local policing. Often, those most affected by abstractions are victim of crimes and local communities. This inspection has identified that in most divisions/districts, regular units have insufficient resources assigned to withstand the current level of abstractions. Outside of the main urban areas and into rural parts of Ireland, the impact can often be greater.

It has previously been recommended that options for divestiture and outsourcing in relation to these kinds of issues as well as reducing unnecessary and repeated court appearances for witnesses be developed. This is an area that requires the appointment of a strategic lead at senior management level to resolve some of these issues, working with other agencies, with the aim of releasing significant numbers of gardaí back to front-line policing duties.

The Inspectorate was informed that the Department of Justice and Equality established a Criminal Justice Strategic Committee in March 2015 to drive enhanced co-operation and collaborative change across the criminal justice sector and that it has made some progress. In December 2018, a Value for Money Review of prison escorts supported the Inspectorate's view that escorting remand prisoners to and from courts is not a core Garda Síochána function.

National Ports

The Inspectorate visited several divisions with national immigration responsibilities. Most senior garda managers who met with the Inspectorate in these divisions felt that immigration was a national function that should come under the umbrella of the Garda National Immigration Bureau.

At present, and particularly with the possibility of significant changes to border controls as a result of Brexit, the management of ports of entry and immigration services by districts does not appear to the Inspectorate to be the most effective and efficient method of managing a national function.

Mobility

In local divisions and districts, members and garda staff are assigned to a specific location and transferring them for operational or other business reasons can sometimes be challenging, if the individual concerned does not agree to move. This is a barrier to the effective use of resources and needs to be addressed.

Financial Management

At local policing levels, the financial responsibilities of divisions and districts is restricted to budgets for overtime, travel and subsistence and local purchases. Divisions have no control over pay costs and are not responsible for paying utility bills. However, they are responsible for managing the overtime budget. During visits, the Inspectorate identified a common correlation between the proactivity of the Garda Síochána at local policing levels and the use of overtime. It was also found that while many districts were already well overspent, there were no plans or actions in place to address this. Garda overtime spending is considerably higher than in comparable police services and this inspection has found limited accountability measures and systems in place to ensure that overtime is only incurred when absolutely necessary. Senior finance managers need to be in place at divisional level to provide business support to operational policing and to address factors that impact on the availability and management of financial resources such as overtime and allowances.

Critical Action 4 contains a number of strategies and actions that could significantly increase garda visibility and enhance accessibility to local policing services.

Critical Action 4

To develop an organisational visibility and accessibility strategy, supported by divisional implementation plans, to enhance public confidence and take policing to the public.

In support of this critical action, the Inspectorate considers that the following areas need to be addressed:

Visibility and Accessibility

> The strategy and divisional implementation plans should include:

- Local communication plans that use a range of media channels to publicise police activity, crime prevention advice and good news messages;

- Intelligence-led patrol plans including foot and cycle patrols and the use of overlap shifts to enhance visibility;

- Deployment of reserve members to provide high visibility patrols;

- Proactive responses to feedback from the Public Attitudes Survey;

- Increased capacity for patrol time by allocating mobile technology to front-line units;

- Use of technology to measure levels of daily patrols and implement actions to increase out of station time; and

- Development and promotion of new methods of accessing policing services and information, such as online services and local crime mapping.

Garda Stations and Local Services

> Create divisional station and accommodation plans following public consultation that determine the availability and use of garda stations and other local facilities. Plans should include the following activities:

- Review the location and function of all available garda stations/accommodation;

- Complete a cost benefit analysis as to whether investment of funds and resources in stations that are seldom used represents value for money;

- Engage with other public services and other service providers to explore opportunities for sharing or using accommodation to provide a range of public services;

- Develop the sustainable use of garda clinics, kiosks or shopfronts, particularly in public locations with high footfall levels;

- Explore opportunities for the use of mobile stations;

- Conduct a review of station opening times and ensure that operating hours are published.

Custody Services

> Develop a national approach to the provision of custody services.

Civilianisation/Garda Reserve

> Appoint senior managers as strategic leads to promote civilianisation and the Garda Reserve;

> Maximise the release of garda members from support roles to enhance visibility; and

> Create a strategy/plan for civilianisation and Garda Reserve recruitment that is ambitious and imaginative to deliver the Government targets by 2021.

Availability of resources

> Appoint senior managers as strategic leads to:

- Reduce abstractions from front-line roles;

- Seek opportunities for outsourcing or divestiture of non-core policing functions;

- Develop a national ports policing approach;

- Increase staff mobility within divisions; and

- Review resourcing requirements associated with courts, including security, prisoner management, presenting and attendance of police witnesses.

Financial Management

> Appoint and empower finance managers at a local policing level to address factors that impact on the availability and management of financial resources such as overtime and allowances.

Review Findings Continued

Unsatisfactory Performance

Underperformance of members featured strongly in most interviews and people at all ranks estimated that a significant proportion of members are underperforming. The Performance, Accountability and Learning Framework (PALF) performance management system being rolled out has no ultimate sanction of dismissal for those members who are not subject to disciplinary proceedings but who still fail to reach the required standard. The Inspectorate believes that the Garda Síochána needs to develop unsatisfactory performance procedures to deal with low productivity, failure to meet standards, negative or apathetic attitude and breaches of the Code of Ethics.

Sickness Absence and Light Duties

This inspection examined sickness levels as well as arrangements for those members on light duties who are not available for the full range of duties or hours. Like other police services, the Garda Síochána sometimes struggles with the challenge of managing sickness absence and people on light duties while maintaining sufficient numbers of people on operational units. Analysis of sickness and light duties showed that the highest combined levels were all in rural divisions. To more effectively manage sickness absence and light duties, the Inspectorate believes that the Garda Síochána needs to develop attendance management policies and procedures.

Human Resource Managers

The Inspectorate welcomes the decision to appoint divisional human resource managers, but stresses that they must be empowered to lead on key human resources areas such as workforce planning, wellness of staff, sickness, training and selection processes.

Critical Action 5 contains a number of strategies and actions that could significantly increase the availability and utilisation of all garda resources and deliver more effective policing services to local communities.

Critical Action 5

To maximise the availability of human resources at a local policing level.

In support of this critical action, the Inspectorate considers that the following areas need to be addressed:

> Develop unsatisfactory performance procedures;

> Develop attendance management procedures; and

> Appoint and empower human resource managers at a local policing level to address factors that impact on the availability of resources such as sickness absence and light duties.

Chapter 3: Deployment and Capabilities of Local Resources

Introduction

The everyday policing needs of a community are varied and require the provision of a wide range of policing services, including responding to calls for service, investigating crime and incidents, protecting the community from harm and improving public safety through community policing.

This chapter assesses how the Garda Síochána identifies demand at a local level and how it makes decisions to deploy resources to deliver a visible, effective and responsive local policing service. The chapter considers specific issues including understanding and managing demand at the local level, briefing and tasking of staff, management of resources, training and professional development, front-line supervision and technological capability.

Review Findings

Matching Resources to Demand

To ensure that there are sufficient resources on duty to deal with calls for service, local senior managers need readily available and accurate demand data to make informed decisions on the number of resources required on different days and at different times of the day. In designing response policing services, it is important that the Garda Síochána builds in resilience both in terms of the number of resources on duty and their skills so that local units are able to deal with the majority of incidents that can occur. Barriers to better resource planning and management of demand include poor quality data and the district level approach to dealing with calls for service. For example, call and PULSE data examined by the Inspectorate noted poor recording of domestic incidents on PULSE, an area previously identified by the Inspectorate. The results of this analysis require further examination by the Garda Síochána to ensure that incidents of this nature are always recorded on PULSE. The Garda Síochána needs to take a more holistic and divisional level approach to managing calls for service.

This would facilitate easier identification of trends and patterns to determine the allocation of resources to better match demand for services.

Intelligence-Led Policing

Key to effectively managing protective demand is the use of an intelligence-led policing process at a local policing level. This process uses strategic assessments of threat, risk and harm to identify policing priorities and control strategies. It helps inform the deployment and tasking of resources to prevent harm, increase public safety and reduce demand for services. The Garda Síochána uses some components of this process, such as tactical assessments, however, the whole process is not embedded into local policing. An embedded process would help local senior managers to develop formal systems including tactical tasking and co-ordinating meetings that can be used to determine what proactive policing activity is required and assign specific tasks to operational units. The Garda Síochána needs to implement fully an intelligence-led policing process at divisional level. To support the process, it should allocate garda analysts to each division to work alongside criminal intelligence officers. This would create the basis for divisional intelligence units.

Briefing, Tasking and Debriefing

In 2016, following a Labour Court recommendation in the context of a garda pay dispute, a payment was introduced for parade briefing in the form of 15 minutes' overtime per member per shift. Every garda member up to inspector rank receives this overtime payment at the start of a tour of duty as briefing time whether they are actually briefed or not. All operational units should be formally briefed and tasked by a supervisor at the commencement of each tour of duty. The purpose is to assign roles and policing tasks for the day, as well as providing relevant intelligence and information on new legislation or policies. Each operational unit should also be debriefed at the end of duty to ensure tasks have been completed, records updated and relevant information passed to the oncoming unit. Some examples of good practice were identified during this inspection, however, structured briefing, tasking and debriefing of units was generally absent.

As a result, the maximum policing benefit is not being realised from the significant cost of paying 15 minutes' briefing time to gardaí, sergeants and inspectors. The Garda Síochána needs to derive more value from unit briefings, which should be structured and supported with analytical products produced by local intelligence units.

Duty Planning

The Garda Síochána needs to manage its resources proactively to ensure that there are sufficient numbers on duty to deal with predicted demand, while also managing absences and abstractions. Most comparable police services have divisional duty planning units and use electronic resource and duty planning systems to ensure that sufficient resources with the right skills are on duty. In the Garda Síochána, duty planning is paper based and managed on a district-by-district basis. While technology is in pilot phase in one division, there are no immediate plans to roll it out. This technology is critically important and it should be operating nationally as soon as possible.

Garda Roster

The current one-size-fits-all garda roster does not make the best use of finite resources and, while popular with members, it does not effectively support the delivery of local policing services. The roster has built-in overlaps that provide additional staff at certain set times. Overlaps are opportunities for proactive or high-visibility policing, but were found to be widely used for administration and completion of investigation files. The Garda Síochána needs to develop multiple rosters that are more closely aligned to a unit's core policing function and which put resources on duty when they are needed. A senior manager should be appointed as a strategic lead to progress this issue.

Impact of Allowances

The availability of certain allowances hinders more effective use of resources and results in inefficient practices. There is a clear connection between the roster and some allowances, which combined, reduces flexibility in matching resources to policing demand and puts people on duty at times when they are not needed.

The Inspectorate understands the complexities of the roster and allowance provisions, but considers the current arrangements to be major inhibitors to more effective deployment of garda resources. A review of the current system of allowances is required.

Call Allocation

Matching the most appropriate resource to deal with an incident or a call for service is key to delivering a high quality service to victims and the public. There is currently no national policy to determine how different types of calls for service should be allocated. As a result, there is a lack of clarity about the types of calls that specific units should respond to and there are inconsistent practices. A national call allocation policy would ensure that calls are correctly graded; it should also consider risk and the vulnerability of callers and result in more effective deployment of resources to calls for service. A national call allocation policy, based on a risk assessment framework, should be developed and implemented in all control rooms.

Allocation of Investigations

There is no national or local policy to determine the assignment of crimes for investigation and there remains an unsatisfactory practice that the first person assigned to deal with an incident will usually investigate it. There is a lack of clarity about the types of crimes that specific units should investigate and there are inconsistent practices across districts and divisions. A national investigation policy should be developed and implemented to provide clarity, consistency of approach and deliver a better service to victims of crime.

Identifying Vulnerable People

Garda policy narrowly aligns vulnerability with certain types of incidents and provides for additional support to be given to a victim who meets the vulnerability criteria. However, the unique needs of a vulnerable person do not necessarily influence the nature of the first response to a call for assistance. Vulnerability arising from repeat victimisation is not easily identifiable.

As the identification of those who are vulnerable is an important aspect of local policing services, the Garda Síochána should develop a new and wider definition of vulnerability and embed it within call management and investigation policies. It should also introduce technology to identify repeat callers for services and repeat victims of crime to ensure the most appropriate policing response is provided.

Previous Recommendations

In previous Inspectorate reports, a number of recommendations were made to improve the deployment and management of resources that have not been fully implemented. These included the introduction of a resource management and duty planning system and ensuring that senior garda managers use available data to understand and manage calls for service.

Critical Action 6 contains a number of actions that could significantly improve the deployment of resources and deliver more effective policing services to local communities.

Critical Action 6

To develop policies, processes and systems to ensure the effective deployment of resources at a local level.

In support of this critical action, the Inspectorate considers that the following areas need to be addressed:

> Collate and analyse available data at divisional level to inform deployment decisions with the objective of ensuring that there are sufficient resources in place to match calls for service demand;

> Improve the management of resources through the introduction of duty planning units and an electronic resource management system;

> Appoint a senior manager as a strategic lead to develop multiple rosters for garda units that put people on duty at the right times;

> Review the current system of allowances to improve flexibility in deployment of resources and to reduce inefficiencies;

> Develop an intelligence-led policing process at divisional level to identify policing and community issues and direct resources in a way that will prevent harm and reduce demand;

> Allocate garda analysts to each division and combine these resources with criminal intelligence officers to create divisional intelligence units;

> Extract more value from unit briefings, which should be supported with analytical products produced by the local intelligence units;

> Develop a National Call Allocation Policy based on a risk assessment framework, which should be incorporated into existing and new control rooms;

> Develop a National Policy for Investigations that is consistent with a national call allocation policy and which outlines the investigative roles of all units, particularly response, community policing and detective units;

> Develop a new and wider definition of vulnerability that should be used to ensure the level of policing response matches the needs of the individual; and

> Introduce technology that identifies repeat callers for services and repeat victims of crime and informs the appropriate policing response.

Review Findings Continued

Developing Workforce Skills and Knowledge

The complexity of policing requires a broad range of skills and professional knowledge that need to be regularly updated. However, there is no electronic human resource system that holds staff training records, and a training needs analysis has not been conducted to identify local requirements. As a result, there is a poor understanding of the training needed to ensure divisions have sufficient levels of the skills necessary to deliver a high quality local service.

Some districts are individually trying to ensure they have all the skills in place to manage the full range of incidents they could deal with, up to and including homicides, even though they may never need these skills or may only use them infrequently. In contrast, core operational skills required to deliver local policing services such as first aid and officer safety training are not being adequately addressed. There is no training programme for community policing members and those performing this role are often untrained in important aspects, such as partnership working and problem solving.

Each division needs to conduct a training needs analysis and create a training and development strategy to address the identified training requirements for its members, garda staff and reserves. This should include induction training for all new staff and continuous professional development of all ranks and grades. Training and development should not be limited to classroom-based methods and could include e-learning and video conferencing to minimise abstraction time and travel costs. A divisional human resource manager should lead this work.

Driver Training

During this inspection, many divisions raised concerns about the low number of front-line members who are qualified to drive police vehicles using warning lights and sirens. The current driver training programme is struggling to provide sufficient numbers of courses to keep pace with the demand. The Garda Síochána needs to take immediate action to develop a plan that delivers sufficient driving skills for local policing.

District Detective Capability

The development of investigative skills for district detectives is unstructured and unlike other jurisdictions, there is no professional development programme in place for detectives. Detective assistants are also assigned to detective units and in general, they investigate the same types of cases as appointed detectives. However, they do not receive detective training. The Inspectorate found concerns amongst investigators that a lack of training had left them ill equipped to investigate crimes such as fraud and cybercrime.

Mandatory, timely and accredited detective training would enhance operational capability and improve the service provided to victims of crime.

District Firearms Response

District detectives and some detective assistants are trained and authorised to carry firearms on duty and are required to respond to firearms or other life threatening incidents. However, they do not have the same equipment or level of training as the Armed Support Units and, outside the Dublin region, command and control protocols for the deployment of armed officers are weak. This arrangement creates an organisational risk. To address this, the Garda Síochána needs to review any current strategic assessment of the firearms threat in the State and from that, to determine the necessary firearms response requirements. This would inform decisions to train detectives and detective assistants in the use of firearms.

Front-Line Supervision

Effective front-line supervision is vital for the successful delivery of local policing services. Sergeants should be visible leaders, available to their teams and play a key role in reinforcing ethical standards, as well as providing technical guidance. This inspection found that front-line supervision has been disproportionately affected by decisions on the assignment of sergeants in recent years. No organisational priority has been given to assigning sergeants to local policing and, within local policing, priority has not been given to assigning sergeants to front-line units. This has resulted in significant gaps in front-line supervision, which are magnified by the fact that front-line resources include almost 2,000 gardaí with less than four years' service. This is an organisational risk which requires immediate mitigating action including the need for patrol sergeants and an inspector to be on duty on a 24/7 basis across all divisions. This inspection also found that unnecessary administrative bureaucracy reduces supervisory capacity and needs to be systematically identified and removed.

Technology to Support Front-Line Policing

The Garda Síochána needs to develop further its use of technology to be more agile in dealing with local policing demand, more effective in preventing harm and more responsive to public expectations. It has the opportunity to learn from the experience of other police services which have trialled systems that could enhance policing in Ireland. The use of mobile technology can provide real-time access to police systems, increase visibility by reducing the need for members to return to stations and has the potential to enhance both capacity and capability. The pilot underway in Limerick Division should be evaluated as a priority. A renewed and ambitious strategy for the use of automatic number plate recognition technology is required to maximise the intelligence and investigative opportunities the system presents. Research has shown that the use of body worn video cameras has many potential benefits for police services, the criminal justice system and victims of crime. This is an area that the Garda Síochána should actively explore.

Previous Recommendations

This part of the chapter has highlighted a number of previous Inspectorate recommendations that are not yet implemented. This includes the prioritisation of front-line supervision and the training of new probationers in response driving.

Critical Action 7 contains a number of strategies and actions that could significantly improve the skills of the local workforce and enable the Garda Síochána to deliver more effective local policing services.

Critical Action 7

To develop the capability of the local policing workforce through the provision of relevant training programmes, better supervision, and the use of new technologies.

In support of this critical action, the Inspectorate considers that the following areas need to be addressed:

> Divisional human resource managers should be tasked to conduct a local training needs analysis to identify gaps in skills and to create a divisional training strategy to address training and development needs;

> Embed continuous professional development as a practice within local policing;

> Ensure that detective training is mandatory, delivered in a timely fashion and current in its content;

> Conduct an organisational review / strategic assessment to determine firearms response requirements;

> Develop a national training programme for all community policing members (all ranks);

> Develop a strategy / plan that delivers sufficient driving skills for local policing;

> Prioritise the allocation of supervisors to operational front-line units; and

  - Ensure dedicated patrol sergeants are deployed on every shift, with a focus on leading operational service delivery;

  - Identify and remove unnecessary bureaucracy that hinders the ability of sergeants to provide front-line supervision;

> Expedite the allocation of new technology to front-line units to enable more efficient and effective delivery of local policing services.

Chapter 4: Delivering Local Policing Services

Introduction

This chapter examines how the Garda Síochána engages with communities and stakeholders, responds to communities in the delivery of services at local level and explores how trust and confidence can be enhanced. It also discusses the Inspectorate's preferred management model for divisional policing.

Review Findings

Role of Headquarters and National Units

While this inspection identified some positive activity to involve local communities in policing and to make places safer, much of the action taken is unco-ordinated at a national level and there are inconsistencies in local approaches. Headquarters and national units have an important role to play in creating strategies, policies and procedures for critical areas, such as crime reduction and community engagement that should lead to the delivery of more consistent local services, within a national framework.

Local Policing Plans

It is important that local policing plans are not just a rebranding of the national plan, but reflect the concerns and needs of local communities. Evidence was found of some public consultation in relation to the plans. However, there are underdeveloped opportunities to adopt a more interactive and collaborative approach that achieves positive outcomes on things that matter to communities. Plans generally contain a number of actions, but often have no defined outcomes. It is unclear if divisions and districts have sufficient resources in the right places to deliver the many objectives and initiatives in the plans and, as with the national policing plan, the local plans are not costed. The Garda Síochána should ensure that local plans reflect local concerns and have outcome focused performance indicators.

The Inspectorate considers that the 96 district plans create unnecessary bureaucracy and that there should be one divisional policing plan, supported by a number of micro level plans created in smaller community policing areas or aligned to community fora areas. Local plans and performance updates should be accessible to the public.

Public Attitudes Surveys

The Public Attitudes Survey provides important feedback about the Garda Síochána, with results available at national and provincial level. There is merit in extending the survey to enable analysis to be conducted at divisional level, although it is acknowledged that this would increase costs. It would also be beneficial to enhance the representativeness of respondents to measure the impact of policing on people living in rural and urban areas as well as those from minority groups. Developing the survey and acting on the results from it demonstrates responsiveness to public feedback, helps divisions to identify areas for improvement and contributes to improving trust and confidence.

Victim and Customer Services

It is positive to note that a number of recommendations made to improve practices and procedures in relation to dealing with victims, witnesses and customers have been implemented. These include the introduction of Garda Victim Services Offices in all divisions and changes to PULSE to record victim contact. However, many aspects of those recommendations have not yet been implemented, such as creating a policy and process for identifying and supporting repeat victims of crime. The Garda Síochána needs to appoint a senior manager to conduct a strategic review of the progress made to implement the victim and customer service recommendations contained in the *Crime Investigation (2014)* and *Changing Policing in Ireland (2015)* reports.

Crime Prevention

Preventing crime is a core function of policing and must be at the forefront of everyone's mind. The Inspectorate welcomes the publication by the Garda Síochána of a *Crime Prevention & Reduction Strategy*, but was disappointed to find a very limited awareness of its existence and use to drive activity to reduce crime and prevent harm. The strategy should be reviewed to ensure that it is operationally relevant and its implementation should be monitored and evaluated. New opportunities for crime arise through new technology developments and products entering the market and criminals are quick to change the way that they operate. It is therefore important that police services influence manufacturers and planners to design systems, products, public spaces and buildings that reduce offending opportunities for criminals.

Rural Crime and the Fear of Crime

During this inspection, a number of local people and organisations representing communities raised the issue of rural crime and the high fear of crime experienced by some people. Geography and rural isolation present challenges for the Garda Síochána in terms of visibility and providing reassurance. Additionally some rural areas have experienced the closure of local stations and seen reductions in the number of community policing gardaí. Recognising the concerns about crime in rural communities, the Inspectorate believes that a multi-agency rural crime prevention and reassurance partnership should be developed to tackle crime and the fear of crime in rural communities.

Community Engagement

Community engagement is important to identify local priorities, maintain regular contact with communities as well as provide information and feedback on police activity. While it is vital that all engagement is positive and meaningful and every member of staff has a significant role to play, there are important engagement activities that need to be supported with the assignment of specialist resources at a local level.

This inspection identified an absence of national or local community engagement and reassurance strategies, resulting in varying degrees of ad hoc engagement and limited understanding of local communities' needs or concerns. Despite a strong community ethos, many aspects of garda engagement activities are unstructured and unco-ordinated. There should be a national community engagement and reassurance strategy based on clear objectives supported by an operating framework and guidance for all staff. In particular, this needs to include engagement and reassurance activity with minority and emerging communities.

Community Policing

Community policing is a critical area of service delivery and where garda community policing units were sufficiently staffed and able to undertake their role appropriately, it had led to some positive local initiatives. In urban divisions, although the numbers of gardaí assigned to community policing have reduced, they have still maintained sufficient numbers to deliver community policing services. However, in rural areas, large reductions in the numbers of gardaí in community policing roles and the use of a hybrid model have had a significant impact on the delivery of local policing services. At present, there is a risk of the Garda Síochána delivering an inconsistent community policing service across the 28 divisions, depending on whether the division is in an urban or in a rural location.

Feedback from service users, partners and external stakeholders was generally very complimentary about the work of community policing gardaí and highlighted some positive local initiatives to solve problems, often in partnership with other agencies. Identifying and implementing long-term solutions to endemic problems is essential to preventing harm and is a core element of community policing. Adopting a problem-solving approach can address the root cause of an issue affecting a local community and remove the need for gardaí to continue to deal with similar incidents in the future. Some good examples of problem solving were found during this inspection but, in general, it was poorly understood and infrequently used.

It was also the case that most community policing members had not received any problem-solving training. Effective problem solving requires time and specialist skills, which can be best achieved through dedicated community policing units. The Garda Síochána should develop specialist community policing units in all divisions with sufficient resources to identify and tackle the issues that are important to local communities.

Partnership Working

In most other similar jurisdictions, there is a statutory requirement for agencies to work together. The Inspectorate believes that tackling crime and making places safer requires more formal arrangements to ensure that agencies work more closely together, agree shared priorities, co-locate resources where appropriate and facilitate the effective sharing of information. While the Inspectorate believes that partnership working should be more formalised, it does not stop the development of shared objectives, joint activity and agreed protocols to facilitate more effective partnership working. In previous Inspectorate reports a number of recommendations were made to improve local partnership working that have not been progressed. These included convening partnership groups at a divisional level to improve criminal justice processes and to develop clear protocols and guidelines as necessary to support information sharing. The divisional model provides an excellent opportunity for the newly formed garda management team to develop much stronger partnerships at a local level and a strategic lead should be appointed to take this forward.

Managing Offenders

There are inconsistent approaches to the management of adult offenders by the Garda Síochána. Managing offenders who are on bail, wanted on warrant or named on summonses is critical in order to prevent reoffending. While a variety of different units can assist with the monitoring and targeting of such offenders, the Inspectorate believes that these types of functions should be managed and led at a divisional level and could be enhanced by a multi-agency approach. This will ensure consistency in practice and co-ordination of activity to reduce the risk of reoffending.

Critical Action 8 contains a number of strategies and actions that could significantly support and enhance the delivery of local policing services.

Critical Action 8

To develop strategies, processes and action plans to improve the delivery of local policing services.

In support of this critical action, the Inspectorate considers that the following areas need to be addressed:

Local Policing Plans

> Develop a single divisional policing plan that is informed by a divisional strategic assessment and interactive consultation with stakeholders and community representatives followed by the publication of regular progress updates on performance.

Victim and Customer Services

> Appoint a senior manager to conduct a strategic review of the progress made to implement the victim and customer service recommendations contained in the *Crime Investigation (2014)* and *Changing Policing in Ireland (2015)* reports.

Engagement and Reassurance

> Develop a national community engagement/reassurance strategy that includes the use of social media at local policing levels;

> Develop a multi-agency Rural Crime Prevention and Reassurance Partnership; and

> Develop the Public Attitudes Survey to provide local divisional feedback and enhance the representativeness of respondents to measure the impact of policing on people living in rural and urban areas as well as those from minority groups.

Crime Prevention

> Ensure that the Crime Prevention & Reduction Strategy is operationally relevant and that it drives local crime prevention activity.

Community Policing

> Develop specialist community policing units in all divisions focused on the critical policing elements as outlined in this chapter. This requires the assignment of sufficient levels of resources to effectively deliver local community policing services.

Partnership Working

> Appoint a strategic lead to develop much stronger partnerships at a local level.

Complementary Action

Delivery of and accountability for local policing services could be enhanced through the further development of Joint Policing Committees and local community fora. There should be a stronger relationship between local policing plans and Joint Policing Committees' plans. The composition of Joint Policing Committees should change to have much wider representation from community members, while committees would benefit from having independent chairs. The move to a new divisional model of policing presents an excellent opportunity to develop local policing fora to help identify more localised policing priorities, hold the Garda Síochána to account and provide more support to the overall work of Joint Policing Committees.

Joint Policing Committees and local fora need to be fully supported with guidance, training and funding and new legislation may be required.

The Policing Authority should lead this area with the assistance of the Department of Justice and Equality.

Complementary Action 8A

Develop new guidance and training and provide funding for Joint Policing Committees and local community fora to provide enhanced accountability for and support to local policing.

Review Findings Continued

Garda Síochána Divisional Model

As outlined in Chapter 1, the Inspectorate considers that the implementation of a full divisional functionality model of policing would improve the efficiency and effectiveness of local policing and facilitate the redeployment of gardaí and garda staff to areas of policing where there are higher levels of threat, risk, harm and vulnerability. Despite resistance to change, the Garda Síochána has committed to move from a district model to a divisional model. However, the most recent version is not a full functionality model as it retains a geographical and district-based model, albeit with a different title.

The four pilot divisions and the Divisional Policing Team at headquarters have invested a significant amount of time and effort to prepare for the implementation of the model. However, enthusiasm for the roll-out has lost its initial impetus and progress to date is very slow. While delays persist, the benefits of a divisional model are not being realised.

Impact on Stakeholders

In most places visited by the Inspectorate, there was limited knowledge of how a divisional functionality model would work. Even in the pilot divisions, knowledge and understanding was poor and little engagement had taken place with staff or local stakeholders. There was limited awareness of the benefits of the Inspectorate's model such as improvements in services to victims of crime, to local communities and to other stakeholders. For stakeholders such as local authorities, this model provides a single point of contact and a consistent approach to how a division interacts with its partners, as well as ensuring that those accessing garda services receive a consistent standard of service irrespective of where an incident occurs. The Garda Síochána believes that removing a district superintendent will be very unpopular with key stakeholders and will adversely affect community confidence. The Inspectorate's model provides a full-time superintendent as a strategic lead for communities supported by inspectors, sergeants and gardaí. It is therefore important that local communities and other stakeholders understand that partnership working will be enhanced and not diminished.

Management Levels

Senior garda managers informed the Inspectorate that additional superintendents would be required to operate the garda model. The Inspectorate's model allows for different management models depending on the size, complexity and risk associated with policing a division. While the Inspectorate saw opportunities to reduce the number of superintendents required nationally, the decision to have multiple community engagement hubs is likely to require an increase in superintendent numbers. Since completing inspection visits, divisions are reassessing the number of community engagement hubs with a view to reducing the number of superintendents required.

Responsibilities of Senior Managers

The Inspectorate's model reduces the broad scope of the current responsibilities of superintendents and assigns them to portfolios with fewer but specific divisional responsibilities. Superintendents will become more expert in a defined field of responsibility and the model will facilitate greater consistency in decision-making and operational deployment practices. In the Inspectorate's model, the garda staff business manager would be responsible for key support functions such as human resources, finance and training, as well as providing expertise in a number of important business areas.

Achieving Policing Priorities

In the Inspectorate's model, all senior managers should be focused on achieving overall divisional policing priorities rather than superintendents concentrating on their own district/hub performance, sometimes to the detriment of the overall performance of the division. Removing geographical responsibilities from superintendents and doing away with district policing plans will create a more collegiate, collaborative and consistent approach by senior managers to tackling local policing issues. A single divisional policing plan, a single divisional risk register and a single divisional Performance Accountability Framework meeting should accompany a move to this model.

Improving Local Services

The Inspectorate's model is intended to improve deployment practices and response times by placing all regular units in a division under the leadership of one superintendent. It is also intended to enhance the timeliness and quality of investigations by assigning certain cases to new investigation units staffed by people who have the skills to conduct investigations thoroughly and expeditiously. In the garda model, regular units will continue to be part of each community engagement hub and will continue to investigate a wide range of different crime types. This will negatively impact on their availability to perform their core role of responding to calls for service. To support the change, the roles and responsibilities for all functions within the divisional structure need to be defined.

Impact on the Workforce

The implementation of a full divisional functionality model will have an overall impact on the workforce, but it will not necessarily result in a change of role for individuals or in a change in the location where they work. However, the model provides a number of benefits for all staff including clarity of role for individuals and units, fairer distribution of workloads and better duty management to ensure that sufficient levels of resources are available at peak demand times.

Policing Rural and Urban Areas

The Inspectorate believes that its model is sufficiently flexible to cater for both urban and rural policing environments and will support the growth of the Garda Síochána now and into 2021. It creates the opportunity to review the availability and use of garda stations on a divisional basis. The pilot divisions in Cork City and Dublin Metropolitan Region South Central do not have the geographical challenges faced in Galway and Mayo and provide excellent opportunities to design more effective and efficient policing services that improve service to the public.

Commission on the Future of Policing in Ireland

The Commission on the Future of Policing in Ireland recommended that garda divisions should be self-sufficient and envisaged that for most policing purposes, a division should be a mini police service in its own right. The Inspectorate supports the empowerment of divisions and the delegation of authority to the lowest and most appropriate level. However, it is concerned about the creation of mini police services at this level. The Commission also recommended a new district policing model, positioning front-line district police as the core of the organisation. Both the Commission and the Inspectorate are consistent in highlighting the importance of designing and delivering efficient and effective local policing services. While there are differences in the language used to describe the structure, the Inspectorate considers that the Commission's approach, which could involve fewer larger districts and fewer divisions, may not be incompatible with its full divisional functionality policing model.

Interim Actions

In the interim of a national roll-out, the Inspectorate believes that actions, such as developing an internal/external consultation and communication plan and appointing divisional human resource managers, could be taken now to realise some of the intended benefits of the model and support its full implementation across all divisions.

Critical Action 9 contains a number of areas that could significantly support the transition to a divisional model and enhance the delivery of local policing services.

Critical Action 9

To implement a full divisional functionality policing model

In support of this critical action, the Inspectorate considers that the following areas need to be addressed:

> Take account of the Inspectorate's model, particularly the assignment of specific functions under the leadership of individual senior managers;

> Develop an internal/external consultation and communication plan for the divisional model;

> Create roles and responsibilities for all divisional functions, including the role of supervisors;

> Appoint a senior manager to conduct a strategic review of the partnership recommendations made in the *Crime Investigation (2014)* and *Changing Policing in Ireland (2015)* reports with a view to developing much stronger partnerships at a local level;

> As outlined in Critical Action 4, create divisional accommodation plans that review the availability and use of garda stations and other local facilities as part of the divisional model implementation process; and

> As outlined in Critical Action 8, develop a single divisional policing plan, a single divisional Performance Accountability Framework meeting and a single divisional risk register.

Chapter 1

Local Policing - The Strategic Perspective

1

'The Garda Síochána has a limited understanding of current and future demand, and the absence of an intelligence-led strategic planning process is a significant organisational weakness'.

Introduction

To ensure that service delivery is consistent, efficient and effective, decisions on how policing services are delivered must sit within a strategic framework. Key strategic decisions that affect service delivery include the organisation's resource distribution model and its policing priorities, as well as its structure, strategies and arrangements for governance. This chapter examines these areas.

Critical to such decision-making is an understanding of demographics and the demand for policing services, both now and in the future. The chapter opens with an overview of the changing demographics in Ireland and describes the current functions, budget and staffing of the Garda Síochána. It looks from a strategic perspective at how demand for policing services is understood, measured and managed before examining the factors and information that influence the identification of policing priorities.

The chapter also considers the key strategies and plans that are in place to support the delivery of policing services. The current structure of the organisation, including at the local level, is reviewed, as are the plans to move to a divisional policing model. Previous relevant recommendations made by the Inspectorate are referenced and where appropriate international practice is identified.

A Changing Ireland

Ireland has witnessed significant population growth in the last two decades. The 2016 Census of Population shows an increase of over 31% on the 1996 census and the Central Statistics Office (CSO) has forecast that Ireland's population will continue to grow, reaching between 5.2 and 5.6 million by 2031 (CSO, 2017a; CSO, 2018b). Not only is the population growing in size, but there are also issues of dispersion and diversity. These factors, as well as other global and environmental factors can affect the demand for policing services and the selection of policing priorities. This section examines some of these changes in Ireland and discusses the implications for the Garda Síochána.

Population Change

Census 2016 divides the country into administrative counties/cities based on the Local Government Reform Act 2014, which amalgamated a number of existing councils to create 31 local authorities. There are:

> Three city councils in Cork, Dublin and Galway;

> Two city and county councils in Limerick and Waterford; and

> 26 county councils of which three are in Dublin (Dun Laoghaire-Rathdown, Fingal and South Dublin) (CSO, 2017b).

Figure 1.1 shows the change in population size in each administrative county between the 2011 and 2016 censuses. Many of these administrative counties are aligned to Garda Síochána divisions.

Figure 1.1 - Change in Population Size in Administrative Counties between Census 2011 and 2016

County	Census 2011	Census 2016	Percentage Change
Fingal	273,991	296,020	8.0%
Meath	184,135	195,044	5.9%
Kildare	210,312	222,504	5.8%
Dun Laoghaire-Rathdown	206,261	218,018	5.7%
Cork City	119,230	125,657	5.4%
Laois	80,559	84,697	5.1%
South Dublin	265,205	278,767	5.1%
Dublin City	527,612	554,554	5.1%
Louth	122,897	128,884	4.9%
Longford	39,000	40,873	4.8%
Cork County	399,802	417,211	4.4%
Carlow	54,612	56,932	4.2%
Wicklow	136,640	142,425	4.2%
Galway City	75,529	78,668	4.2%
Cavan	73,183	76,176	4.1%
Kilkenny	95,419	99,232	4.0%
Wexford	145,320	149,722	3.0%
Westmeath	86,164	88,770	3.0%
Galway County	175,124	179,390	2.4%
Waterford City and County	113,795	116,176	2.1%
Offaly	76,687	77,961	1.7%
Limerick City and County	191,809	194,899	1.6%
Kerry	145,502	147,707	1.5%
Monaghan	60,483	61,386	1.5%
Clare	117,196	118,817	1.4%
Leitrim	31,798	32,044	0.8%
Roscommon	64,065	64,544	0.7%
Tipperary	158,754	159,553	0.5%
Sligo	65,393	65,535	0.2%
Mayo	130,638	130,507	-0.1%
Donegal	161,137	159,192	-1.2%

Source: Census 2011 and Census 2016; analysis by the Garda Inspectorate

The change in population size between Census 2011 and Census 2016 varied widely ranging from an 8% increase to a 1.2% decrease. The fastest growing counties were the four administrative areas in Dublin, the commuter belt counties of Meath, Kildare and Laois, as well as Cork City.

Counties Donegal and Mayo witnessed a population decline over the five years, while Sligo, Tipperary, Roscommon and Leitrim all experienced growth of less than 1%.

Urban and Rural Population

The 2016 Census defines an urban area as a settlement with a total population of 1,500 or more, with rural areas defined as having a population of 1,500 or less. Figure 1.2 shows the breakdown of the country on this basis.

Figure 1.2 - Population in Urban and Rural Areas

● Urban Area 2,985,781	● Rural Area 1,776,084
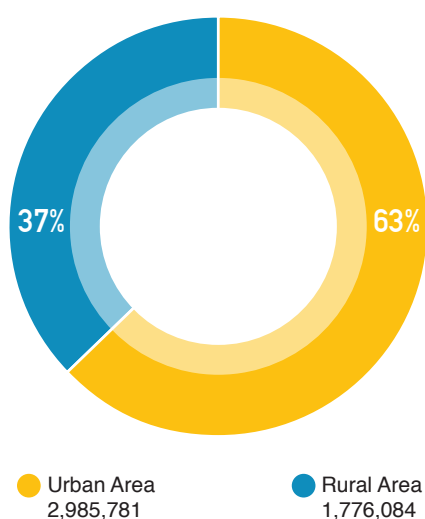
Source: Census 2016

Figure 1.2 shows that 63% of the population live in urban areas with the remaining 37% classed as rural. Population growth has been greatest in urban areas where there has been an increase of 4.9% compared with 2011. In contrast, the population of rural areas has increased by just 2%.

Age Patterns

Urban generated growth contributed to strong population increases in rural areas close to Dublin and Cork. In contrast, those counties that experienced very low or no increases in their rural population are often some distance from large cities. Age was a feature in such counties, with fewer young adults and proportionally more older people. Census data shows the average age of the population living in rural areas was 2.4 years older than in urban areas.

An age pyramid is a tool that provides a visual representation of the spread of the population across different age ranges. For illustrative purposes, Figure 1.3 shows age pyramids for Roscommon (a rural county away from a large city), Dublin City (a city) and Kildare (a commuter belt county).

Figure 1.3 - Age Pyramids for Roscommon, Dublin City and Kildare

Roscommon

Male **Female**

Source: Census 2016

Dublin City

Male **Female**

Source: Census 2016

Kildare
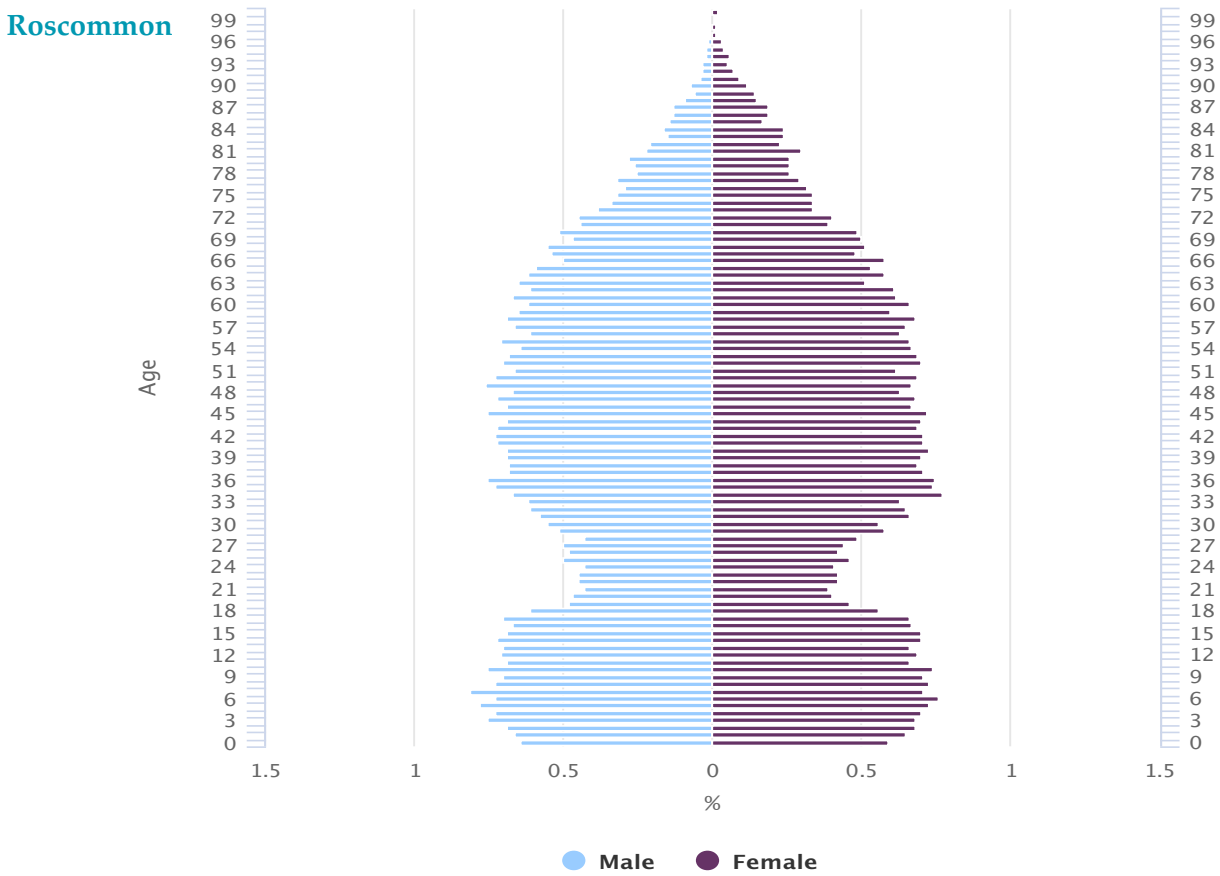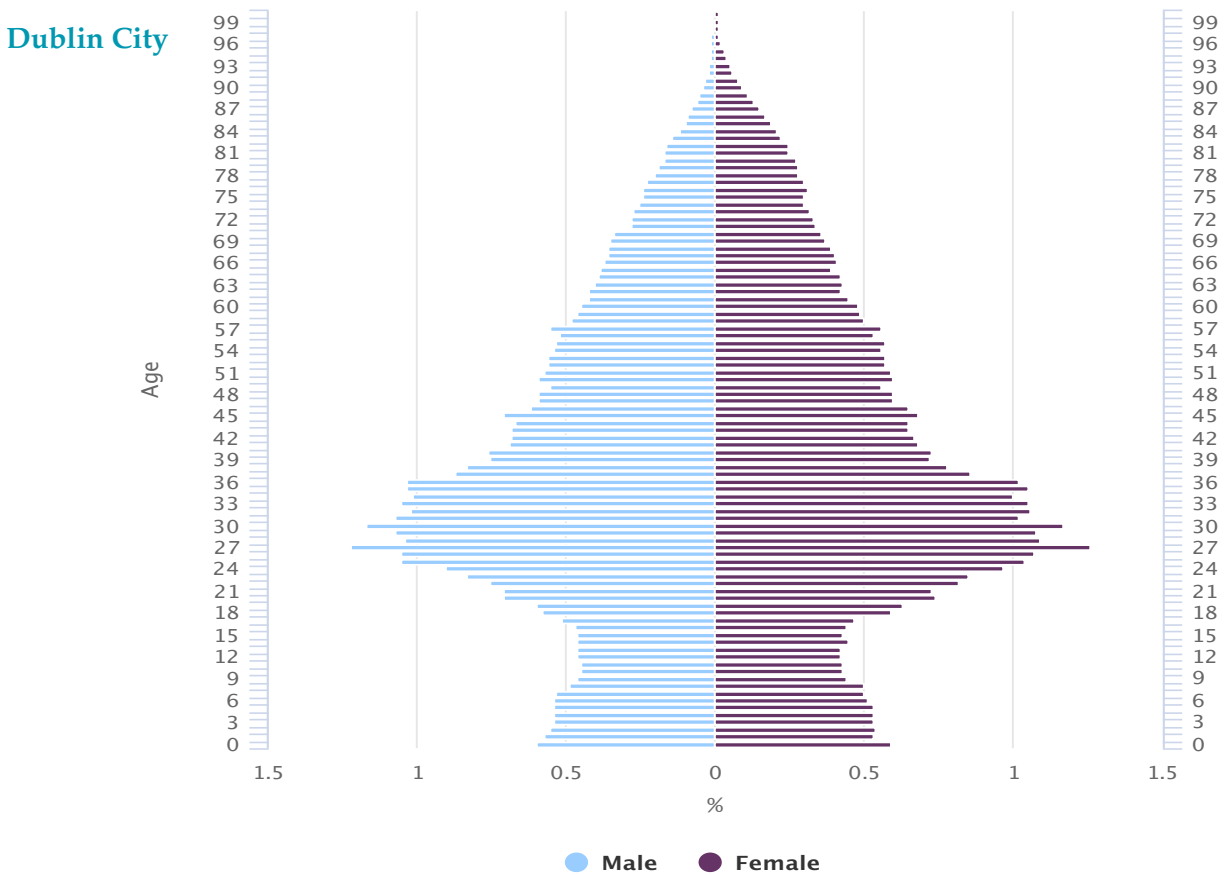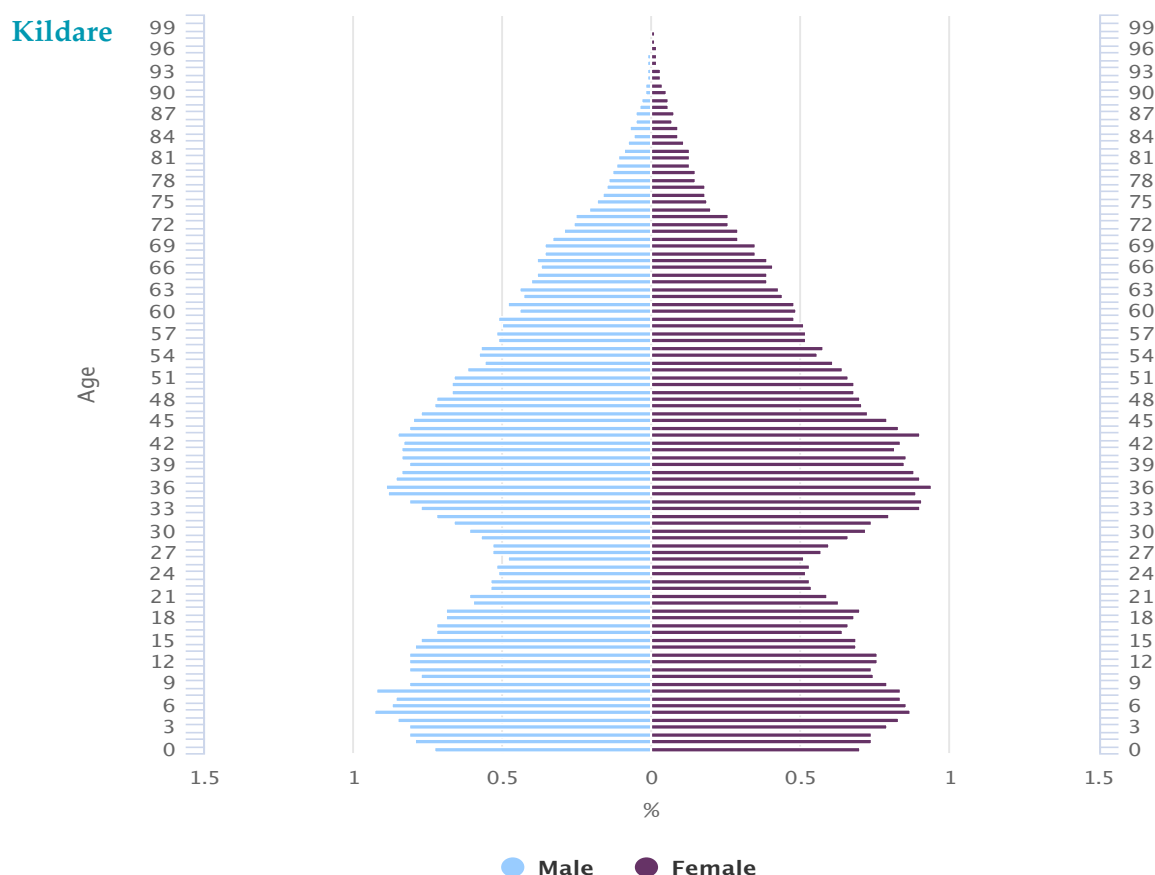
Source: Census 2016

These three administrative counties clearly illustrate general population trends in 2016 in a rural county, a city and a county within proximity to Dublin. These show that there are noticeable differences between the age pyramids for Dublin City and Roscommon, the main difference being the larger proportion of young adults aged 20 to 40 and the smaller proportion of children in Dublin. The Roscommon pyramid clearly illustrates the effects of rural to urban migration in the age group 18 to 30. Kildare illustrates the impact of new residents in the 30 to 50 age group.

Living and Working Patterns in Urban and Rural Areas

A position paper prepared by the Department of Housing, Planning, Community and Local Government (2017) in advance of the publication of the *National Planning Framework under Project Ireland 2040* stated that while population growth has been focused on larger urban centres, it has mainly occurred in the surrounding hinterlands or the edge of those areas.

Decline has generally occurred in less accessible rural areas and in smaller towns outside the hinterlands of the cities or larger towns. There has also been a decline in some parts of inner cities and large towns. The report went on to state that the defining pattern of spatial development in Ireland in recent decades has been that where people live has generally become more spread out while where people work has generally become more concentrated into a smaller number of areas. It has been most prominent in larger centres, but has mainly occurred at the edge of these areas or closer to central areas.

Ethnic Diversity of the Irish Population

As Ireland's population has increased so too has its ethnic diversity. Recent population and migration estimates show that over half of the population growth of 64,500 in the year to April 2018 was made up of people migrating to Ireland (CSO, 2018b).

One way to measure ethnic diversity is through examining ethnicity of the usually resident population.[3] Census 2016 included a question about cultural or ethnic background. In total 711,676 persons indicated that they had an ethnicity other than 'White Irish background'. Figure 1.4 is a breakdown of different ethnicities in the usually resident Irish population on census night.

Figure 1.4 - Ethnicity Breakdown of Irish Population (Usually Resident Population)

Ethnicity	Numbers	Percentages
White Irish background	3,854,226	82.2%
White Irish Traveller	30,987	0.7%
Any other White background	446,727	9.5%
Black or Black Irish	64,639	1.4%.
Asian or Asian Irish	98,720	2.1%
Other including mixed background	70,603	1.5%
Not stated	124,019	2.6%
Total	4,689,921	100%

Source: Census 2016; analysis by Garda Inspectorate

Of those usually resident in Ireland, 82.2% were 'White Irish'. Over 15% of the population had an ethnicity other than 'White Irish'. The largest ethnic group was 'Any other White background' at 9.5%. 'Asian' or 'Asian Irish' comprised 2.1%; with 'Black' or 'Black Irish' at 1.4%; 'Other including mixed background' comprised 1.5%, while 'White Irish Travellers' made up 0.7% of the usually resident population.

Every part of the country has become more diverse in recent years as illustrated in Figure 1.5 below.

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3   The usually resident population size differs from the de facto population and comprises all persons who are usually resident in Ireland on Census night

Figure 1.5 - Ethnic Minorities by Administrative County

Administrative County Area	Ethnic Minorities	Total Population[3]	Proportion of Area Population who are Ethnic Minorities
Carlow	8,957	56,555	15.8%
Cavan	12,169	75,395	16.1%
Clare	17,284	116,909	14.8%
Cork City	24,977	120,814	20.7%
Cork County	61,070	414,241	14.7%
Donegal	16,479	156,675	10.5%
Dublin City	140,626	535,806	26.2%
Dun Laoghaire-Rathdown	37,675	212,983	17.7%
Fingal	83,591	292,881	28.5%
Galway City	22,049	73,406	30.0%
Galway County	23,091	177,556	13.0%
Kerry	22,413	143,050	15.7%
Kildare	36,491	220,693	16.5%
Kilkenny	11,944	97,916	12.2%
Laois	13,977	84,390	16.6%
Leitrim	4,845	31,898	15.2%
Limerick City and County	29,408	192,304	15.3%
Longford	9,221	40,869	22.6%
Louth	21,658	127,711	17.0%
Mayo	17,608	128,245	13.7%
Meath	30,317	194,302	15.6%
Monaghan	8,775	61,185	14.3%
Offaly	10,269	77,750	13.2%
Roscommon	9,208	64,226	14.3%
Sligo	8,830	64,157	13.8%
South Dublin	61,401	276,363	22.2%
Tipperary	20,118	159,296	12.6%
Waterford City and County	17,324	114,681	15.1%
Westmeath	15,108	88,053	17.2%
Wexford	19,080	148,531	12.8%
Wicklow	19,732	141,080	14.0%

Source: Census 2016; analysis by Garda Inspectorate

4   Includes category 'not stated' which is persons who are usually resident in the county but who have not stated their ethnicity

It can be seen that Irish cities and counties close to cities have the highest proportion of persons from ethnic minority backgrounds. The most diverse city in Ireland is Galway where 30% of its usually resident population has an ethnicity other than 'White Irish'. The administrative counties in Dublin are also very diverse, particularly Fingal (28.5%), Dublin City (26.2%) and South Dublin (22.2%). Outside of the cities, Longford is the most diverse county with 22.6% of its population having an ethnicity other than 'White Irish'.

Implications of a Changing Environment on the Delivery of Local Policing Services

Population, Age and Geography

The different urban, rural and suburban environments in Ireland present many topics for consideration in the delivery of local policing services. For example, many suburban and developing areas close to cities are experiencing sustained population growth. This has implications in terms of the increasing number of commuters on the roads, growth in residential estates and suburban towns, which in turn may impact on the nature of crime and incidents in these areas. Such areas often have newer residents and younger populations resulting in communities that are less cohesive than in longer established areas. In addition, many residents may be working elsewhere during the day. This presents challenges and opportunities in terms of provision of services and crime prevention advice. The Garda Síochána must respond by establishing new and innovative ways of connecting with communities. This is further explored in Chapter 4 of this report.

While many of the issues that require the services of the Garda Síochána are the same throughout the country, there are often distinct geographical and social attributes of rural communities that impact on the nature of crime, community safety and corresponding service provision. Particular issues of concern raised by local residents as well as stakeholder groups in the course of this inspection included a greater degree of fear of crime amongst older rural dwellers, criminal networks targeting areas close to the motorways and vulnerabilities in terms of farm thefts.

The closure of garda stations has been an emotive issue for some rural communities as a station is sometimes seen to symbolise garda presence and offers a sense of security to local residents. Chapters 2 and 4 of this report will look at how resources have been dispersed across the country and how this has impacted on service delivery as well as examining how visibility can be improved in local communities.

The profile of communities can impact on crime trends and policing needs. Victimisation surveys show that members of younger age cohorts are more likely to be victims of crime, are most likely to commit crime and are proportionately more likely to be involved in fatal road traffic collisions. Older citizens on the other hand are most likely to have a fear of crime (CSO, 2017b; Road Safety Authority, 2018). As the population ages in coming years, there are associated risks in relation to urban and rural isolation. More generally, changes in family structures and challenges posed by poverty, social exclusion, drugs, alcohol and mental health will impact on public services including policing. These aspects of vulnerability need to be factored into the Garda Síochána's call allocation policy and visibility strategy. They will also require multi-agency partnerships with healthcare and social care to prevent harm.

Ethnic Diversity

The increased ethnic diversity of Irish communities has implications for service provision. Every garda division has people of different ethnic, faith and linguistic backgrounds living and working there, some of whom may have a lack of trust in the Garda Síochána stemming from their previous policing experiences. It is important that everyone has confidence in the Garda Síochána and that its members and staff have an appreciation of the specific barriers which many may face as well as the impact of certain crime types on minority communities. In line with the Government's vision of participation on an equal basis in society, public services, including policing services, should be delivered in a manner that services all customers regardless of their cultural identity (Department of Justice and Equality, 2016; Department of Justice and Equality, 2017).

The delivery of policing services may therefore require some targeted measures to achieve this, but as an organisation, cultural competency must be embedded in all aspects of service delivery nationally and locally. The appointment and training of a sufficient number of community gardaí and garda diversity officers, informed by local need, should be a consideration in the Garda Síochána's approach to serving an increasingly diverse community. This is further examined in Chapter 4.

Other Emerging Environmental Factors

While there are many changes to the composition of the local policing environments the Garda Síochána must also be cognisant of the wider process of globalisation and its impact. International serious and organised crime generates threats such as human trafficking and complex networks of drugs production and supply. These are growing challenges which impact on garda services.

Under the National Broadband Plan, it is envisaged that all households and businesses will have access to high-speed broadband regardless of their location. Nationwide access to a reliable broadband network provides opportunities in terms of community engagement, response and investigation practices and has the potential to create greater opportunities for how people and the police communicate with each other. However, it may also present new and evolving challenges, in the form of cyber-enabled and cyber-dependent crimes, such as exploitation and fraud, which will require new investigative skills. This is further discussed in Chapter 3.

In addition, climate change impacts are projected to increase in the coming decades, though uncertainties remain in relation to the scale and extent (Environmental Protection Agency, undated). In time it is likely that some of the predicted impacts, such as increased flooding, adverse weather events and water shortages will have rapid, large-scale impacts on garda resources. Planning for such events will require sustained co-operation and partnership with key agencies.

Brexit is another unfolding challenge, the impact of which on crime and security at the time of writing is unclear.

Early research by Morgenroth (2018) shows that Brexit is likely to have regionally differentiated effects and could affect some border areas disproportionately. The policing impacts are difficult to assess and depend on the agreements in place at international level.

Summary

When these changes are considered, it shows that a one-size-fits-all approach will not recognise the differing issues which individuals and communities face. The Garda Síochána needs to have an in-depth knowledge of these changes and know how to respond effectively to the specific issues facing those communities. This is particularly important in the development of tailored community policing services that protect and reassure local communities. The Garda Síochána needs to be more agile in planning for and responding to changing demographics, threats and opportunities and become more visible to the communities that it serves. It is important that this level of information is factored into the present and future considerations for the delivery of local policing services.

Garda Functions, Budget and Staffing

Policing plays an essential role in democratic life and in the daily lives of the people of Ireland. The Garda Síochána has a wide remit of policing functions, defined in Section 7 of the Garda Síochána Act 2005. These functions require the Garda Síochána to 'provide policing and security services for the State with the objective of:

a) Preserving peace and public order;

b) Protecting life and property;

c) Vindicating the human rights of each individual;

d) Protecting the security of the State;

e) Preventing crime;

f) Bringing criminals to justice, including by detecting and investigating crime; and

g) Regulating and controlling road traffic and improving road safety'.

Section 7 also provides that members of the Garda Síochána have *'such functions as are conferred on them by law including those relating to immigration'*.

In addition to human rights being incorporated into the functions of the organisation, the Garda Síochána, as a public body, is bound by Section 42 of the Human Rights and Equality Commission Act 2014 to protect the human rights of its members, staff and the persons to whom it provides services. It is essential therefore, that actions and decisions taken at every level in the organisation have a human rights basis.

The Garda Síochána Code of Ethics was established by the Policing Authority and launched in January 2017 to inform and guide the actions of every member of staff, at every level of the organisation. The Code is a clear statement to those who work in the Garda Síochána and to the community of the values and standards expected of each individual in the Garda Síochána. It sets out nine ethical standards and the ethical commitments required to meet these standards. The standards provide that policing must be carried out in a manner that is independent and impartial, that respects human rights, and that supports the proper and effective administration of justice. During visits, the Inspectorate was informed that training on the Code was an organisational priority. In the *Garda Síochána Policing Plan 2018* there was a target to deliver this training by the end of Quarter 2 of this year. By November 2018, 12,371 members and staff had been trained. The target is assessed by the Garda Síochána as red and off track.

Under the 2005 Act, the Garda Commissioner is the accounting officer and is responsible for the Garda Síochána budget, which is provided by the Oireachtas following the annual estimates and budgetary process. The 2018 gross budget is €1.65 billion, 85% of which is spent on salaries and pensions. From this budget, €98.5 million is set aside for overtime that can be used for proactive policing operations and to provide additional resources at times of most need. The Department of Public Expenditure and Reform (DPER) estimates that the Garda Síochána budget will rise to €1.8 billion by 2020 and cautions that expenditure could increase even further if recruitment is not accompanied by the achievement of reform objectives.

In 2016, the Government approved a Five Year Reform and High Level Workforce Plan for the Garda Síochána to support the implementation of the recommendations for reform made in the Inspectorate's report, *Changing Policing in Ireland (2015)*. This workforce plan is based on increasing the strength of the service from 16,000 to 21,000 by 2021. This will comprise 15,000 garda members, 4,000 garda staff and 2,000 reserve members.

Garda headquarters, and ultimately the Garda Commissioner and the executive team, are responsible for making strategic decisions about the allocation of all resources, including those allocated to local policing. The term "local policing" refers to the policing services currently delivered at divisional and district levels throughout Ireland.

In order to fulfil its statutory functions in an efficient and effective manner, the Garda Síochána should make evidence-based decisions about the allocation of its resources. To inform such decisions, it needs to understand the demand it faces and have clear strategic priorities.

The Importance of Understanding and Measuring Demand

Every organisation must understand the demand for its services in order to determine its optimum size, composition and structure as well as the workforce skills necessary to deal with that demand. In any business environment measuring demand is also essential to ensure efficient and effective resource allocation. This is particularly complex in a policing environment when there are often many competing factors in the delivery of an efficient and effective service with finite resources. As a first step, it is vital to understand and consider the policing demand that currently exists and to anticipate future demand.

Having a better understanding of demand will also enable an organisation to identify ways to reduce demand in certain areas and manage it more efficiently in others. However, it is important to be aware that any changes made with the aim of managing or reducing demand in an organisation, or part of it, may simply displace

that demand elsewhere rather than dealing with the core issue.

This section describes the types of demand that police services have to deal with and how other police services determine their demand. It also looks at the Garda Síochána's understanding of its demand and how it can be enhanced.

Understanding Demand

Understanding and measuring demand is a challenge for all police services. Internationally, police services are facing increasing and more complex demand for their services at a time when many of them are also coping with falling police officer numbers because of budgetary restrictions.

Policing demand is much broader than just the incidents reported to the police, for example via the 999 system or by calling the local police station. It is about the proactive activities undertaken by police that are designed to prevent crimes and anti-social behaviour from occurring, such as managing offenders and patrolling crime hotspots. Demand also comes from uncovering hidden crimes particularly those perpetrated against vulnerable persons, such as child sexual exploitation. It also includes demand created by the organisation's own systems and processes.

Common terminology used to describe the different types of demand is set out below and is used throughout this report.

Public demand – this is the reactive demand arising from calls for service, including but not limited to reports of crimes and other incidents.

Protective demand – this is the pre-emptive or proactive demand arising from work to prevent crimes and incidents from occurring. As the terminology implies, it is about preventing harm and improving public safety.

Internal demand – this is the self-generated demand which comprises internal processes, protocols, administrative tasks and bureaucracy. It is always present but often poorly understood and measured. One part of internal demand is described as "failure" demand, in other words demand arising from the need to correct errors or redo work.

It is also important that police services look ahead and assess how demand for their services will change. This could be because of new technologies, new communities or new crime types. One way of building the understanding of future demand is to conduct long-term trend analysis. For example, the ever-increasing volume of crimes committed online will result in an increasing demand for examination of internet-enabled devices. As a result of these increasing demands, additional human and technical resources will be required. Trend analysis and comparisons with other police services would help to understand the nature and scale of the change in demand and help determine the additionality required.

When assessing demand, the importance of using good demand analytics to inform evidence-based resourcing decisions cannot be overstated.

Measuring Public Demand

Public demand is usually measured by counting the number of calls for service. However, the Garda Síochána does not currently have a single national system for recording all calls for service. It has a Computer Aided Dispatch (CAD) system operating in the Dublin Metropolitan Region (DMR) and a number of other divisions, while those divisions without CAD record calls for service on an electronic database called eRC1.

Crime and incident data for the whole organisation is also available from the PULSE system; however, not all calls for service are crime or incident related.

CAD provides an extensive database that can be used to analyse the number and types of incidents that require a police response and the frequency and distribution of those incidents in terms of days of the week and times of the day. CAD also has the capacity to provide management information on how long it takes to arrive at the scene of an incident, how long is spent dealing with an incident and what the outcome was. The Inspectorate found limited appreciation of the value of such data and limited evidence of its use to inform the resource allocation model.

The eRC1 recording system has been in place since June 2017 when it replaced a paper-based process that did not easily facilitate analysis. The Inspectorate found that recording of calls for service in this format appeared to be inconsistent and therefore unlikely to provide accurate information upon which to carry out further analysis of demand. These inconsistencies will be further be explored in Chapter 3.

The Inspectorate was told that a nationwide roll-out of CAD is underway and should be in place by the end of 2018. This is a welcome development, as it should result in all public demand being captured on one system. Analysis of this data will provide important information that will assist in decision-making about the allocation of resources at organisational and local level.

Crime and incident data is also available from the PULSE system. On average about one million PULSE incident records are created each year. In the 12-month period from June 2017 to May 2018, 975,589 incidents were recorded on PULSE. On examination of these records, 30% were recorded as crime incidents.

These types of incidents require an investigation. A further 70% of PULSE incidents related to non-crime matters. These include a wide range of incidents, such as traffic collisions and child welfare reports that require further garda action, as well as records that require no further actions, such as reports relating to the completion of checkpoints and searches. Understanding the complexity of crime and non-crime incidents that require additional actions is important in quantifying demand and assisting with the resource allocation process.

Measuring Protective and Internal Demand

To better inform decisions on human and financial resource allocation, the Garda Síochána needs to also understand its protective and internal demand. However, these aspects of demand can be more difficult to measure.

For example, child sexual exploitation is a growing phenomenon that poses significant risk to child safety. As part of a recommendation aimed at tackling the threats posed to children by the internet, the Inspectorate identified a number of proactive actions that the Garda Síochána needed to take to tackle online child sexual exploitation.[5] These included crime prevention plans to block and take down child abuse material, as well as targeting groups using such material. These preventative and investigative actions are aimed at protecting children, but the scale of the problem, which is not captured by CAD, and the amount of resources needed to tackle it, are more difficult to assess. Nonetheless, the capacity needed to carry out this protective work must be factored into resourcing decisions.

Internal demand arises from the systems, processes, structures as well as behaviours within the organisation.

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5   *Responding to Child Sexual Abuse (2017)* Recommendation 4.4

The Metropolitan Police Service has defined internal demand as *'the time and resources spent on activities created by and for ourselves within the police service. This includes day-to-day admin, attending meetings (that are not a legal requirement), as well as other processes we follow and pieces of work we generate which have not come as a direct response from public contact'* (National Police Chiefs' Council[6], 2017). It identified that tackling internal demand would save time, improve morale and change the behaviour of individuals, at the same time as increasing organisational productivity and changing its culture.

The Garda Síochána has a large degree of control over its internal environment, including the systems and processes that create internal demand. However, it does not fully understand the nature and scale of its internal demand. One way to measure internal demand is to apply business process mapping tools. The Inspectorate was concerned to be told that although the organisation is undertaking a significant change to its operating model, it has not conducted a systematic review of the relevant organisational processes. The only exception to this that the Inspectorate is aware of is the work carried out to inform the resourcing of the administration hub in the divisional policing model. Developing a better understanding of internal demand would help the Garda Síochána to identify and improve inefficient processes and contribute to a more structured and evidence-based process for allocating resources. The divisional policing model and business process mapping are described later in this chapter.

The Inspectorate also found limited evidence of the Garda Síochána identifying future policing demand or planning for changes that will significantly impact on the delivery of services. These include preparing for major infrastructure developments, as well as the roll-out of the national broadband strategy or demographic changes.

The Inspectorate also found examples of demand that could be better managed by automating systems, outsourcing activities or removing duplication.

Barriers to Measuring Demand

The Garda Síochána faces several barriers to accurately measuring demand. These include technological challenges, such as the current absence of a national call handling system, as well as the lack of consistent and reliable systems and processes for data capture and analysis.

In its 2017 report, *Challenges for Investment in Police Expenditure: A Public Expenditure Perspective*, the DPER identified the need for a robust garda data infrastructure (Dormer and Gavin, 2017). This follows on from concerns, raised by the Inspectorate in its *Crime Investigation (2014)* report, about incident and crime recording processes and practices in the Garda Síochána. At that time, the Inspectorate made a number of recommendations in relation to improving recording, supervision and reclassification practices. It also made a number of recommendations to improve audit and review processes for PULSE incidents.[7]

These concerns resulted in a major review of crime statistics by the CSO that confirmed the core findings of the Inspectorate. Since that time, the CSO has periodically suspended the publication of national crime statistics. This is of national significance as it is important to have confidence in the quality of published crime statistics. In 2018, the CSO decided that crime statistics would be published in a new category of "Under Reservation" because of a broad range of concerns about recording practices. The quality of data has not yet met the higher standard required by the CSO for official statistics. Therefore, to inform its understanding of demand, the Garda Síochána must have robust systems and standard processes to accurately record crime and non-crime incident data.

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6   The National Police Chiefs' Council is a national co-ordination body for law enforcement in the UK and the representative body for British police chief officers.

7   *Crime Investigation (2014)* Recommendations 3.27, 3.28, 4.1, 4.8– 4.10, 4.12, 4.15–4.19, 5.5–5.8, 5.10.

As Chapter 2 will show, the volume of crime and non-crime incidents is a heavily weighted factor in the formula used by the Garda Síochána to distribute resources to divisions. Non-recording or inaccurate recording of incidents greatly affects the accuracy of demand data and may result in flawed resourcing decisions. In addition, if incidents are not accurately recorded, then appropriate resources may not be assigned to address underlying policing issues.

Despite the absence of sophisticated technology to quantify policing demand, and subject to the qualification about data quality, the Garda Síochána could make better use of data that is already available. Although the existing CAD system is a rich source of information, the Inspectorate was told that its capabilities are not well understood throughout the organisation and so not used to best effect. As CAD continues to be rolled out, it is important that data on calls for service is used to inform both organisational and local understanding of demand.

The absence of accurate demand management information is a fundamental issue in the whole process of resource allocation. If you do not know how busy you are, it is impossible to say how many staff you need to deal with the various demands that you have. These issues will be further examined throughout the report.

Tools to help Understand, Measure and Manage Demand

In this section, the report describes tools that could be used to help better understand, measure and manage demand. These include intelligence-led policing, business process mapping and activity analysis. It also describes how other police services are collaborating with universities to undertake academic research to inform a range of police-related issues including managing demand and resource allocation.

Intelligence-Led Policing

Most comparable police services use a process referred to as intelligence-led policing (ILP) to help understand, measure and manage demand. ILP is a top-down decision-making model, designed to assist police managers to make informed and evidence-based decisions at strategic and operational levels. It is a defined process in which data and information are systematically gathered, evaluated and used to produce strategic and operational analytical products. The process identifies, analyses and assesses the level of threat, risk and harm in the police service's operating area. The analytical products are used to inform operational decision-making. ILP is a forward-looking, proactive process that relies on police managers working closely with analysts and using analytical products in their decision-making and planning. It is widely used by policing organisations in Europe, Canada and Australia. A general framework for implementing ILP in a way that is human rights compliant is contained in a guidebook published by the Organisation for Security and Cooperation in Europe (Organisation for Security and Cooperation, 2017).

The first stage of the ILP process is preparation of a strategic assessment report. This identifies the medium to long-term threats and risks that are apparent or emerging in the police service's operating area. Other police services that use ILP will incorporate data from other partners into their analysis in order to enhance their understanding of crime and public safety issues in their area. These data sets are obtained under formal information sharing agreements, which comply with relevant data protection legislation. As part of the process to compile a strategic assessment, analysts also carry out a situational analysis, such as PESTEL[8] to identify the external factors impacting on the organisation such as changing demographic trends, new legislation or changes to the national infrastructure.

A completed strategic assessment report is used by senior police managers to inform their decisions on operational policing priorities and objectives.

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8   PESTEL stands for Political, Economic, Social, Technological, Environmental and Legal

Once the priorities have been decided upon, control strategies setting out preventative, intelligence, enforcement and reassurance actions, are then developed for each priority. Responsibility for converting these strategies into operational action plans then passes to an implementation group. Further information on this process is found in Chapter 3.

In many countries, there are several levels of strategic planning, with strategic assessments being produced and policing priorities set at national, regional and local policing levels. Other police services also share their reports with their strategic partners and accountability bodies.

As outlined at the start of this chapter, policing has become increasingly complex with many competing demands. The ILP process provides a transparent evidence-based methodology to identify which areas should be prioritised to receive additional attention beyond business as usual activity. This approach ensures that by understanding and prioritising the types of demand that create the highest levels of threat, risk and harm, demand can be reduced.

A national intelligence model/process for the Garda Síochána was discussed in detail in section 8.4 of the *Crime Investigation (2014)* report; however, the associated recommendation to implement a national intelligence model/process has not been completed.

Like comparable police services, the Garda Síochána employs a team of trained analysts. The Garda Síochána Analysis Service (GSAS) consists of qualified professionals based in garda headquarters, as well as in the six regions. GSAS told the Inspectorate that it routinely compiles tactical reports for use at organisational, regional and divisional levels, as well as other ILP products such as problem profiles and subject profiles. Tactical reports are described in more detail in Chapter 3. However, the Garda Síochána does not task the analysts with preparing strategic assessments of threat, risk and harm, nor does it have a strategic planning process, either at national or divisional level.

As the strategic planning process and strategic assessments of threat, risk and harm are the essential foundations of ILP, their absence is a significant organisational weakness.

This limits the information available to inform the setting of strategic policing priorities, as well as restricting the Garda Síochána's ability to develop effective strategies to tackle the priorities, allocate resources appropriately and assess the impact of its actions.

Business Process Mapping

Process mapping refers to activities involved in defining what a business area does, who is responsible, to what standard a business process should be completed and how the success of a business process can be determined. The main purpose behind business process mapping is to assist organisations to become more effective. A clear and detailed business process map or diagram describes how a work task or function is completed. Process mapping also helps to ensure that processes are aligned to an organisation's values and capabilities. Once a process is mapped, the information can be used to improve the efficiency of that process and determine the resources necessary for it to be completed.

The Garda Síochána is already using process mapping, for example to determine the number of staff required for the administration function of the divisional policing model which is discussed later in this chapter. However, during inspection visits, the Inspectorate identified that the Garda Síochána has not conducted process mapping for many of the non-operational functions currently performed by garda members. Previously, the Inspectorate identified that many of these roles do not require the use of sworn powers. Process mapping would enable the Garda Síochána to confirm the need for police powers in a non-operational function and, if so confirmed, to decide what rank of garda member should be allocated to it. Another challenge that would be resolved by process mapping is the removal or reduction of inconsistencies across the Garda Síochána as to what functions certain units do, how many staff they should have and the skills required for the task. Inconsistencies in the staffing levels and functions of various units were again found in this inspection and these inconsistencies were even found in the way district units functioned within the same division.

LOCAL POLICING – THE STRATEGIC PERSPECTIVE

Process mapping would help to resolve these types of inconsistencies, identify posts that could support the concept of civilianisation by default and determine the level and type of resources required for each function.

Activity Analysis

One way of understanding and measuring protective and internal demand is to carry out an activity analysis exercise. The exercise would need to capture all activities that are carried out in the organisation, the time spent on them and by whom. The results would provide a more comprehensive understanding of demand, which could then be used to inform decisions on human and financial resource allocation as well as to identify and improve inefficient processes. The Garda Síochána has not carried out this type of exercise in recent times. Activity analysis would need to go beyond the data captured in the 2017 Organisational Deployment Survey, the aim of which was to conduct a census of garda members and identify members in administrative roles that could be redeployed to operational policing in the immediate term should suitably skilled garda staff become available. The Inspectorate does not underestimate the challenge of carrying out an organisation-wide activity analysis in the absence of a modern human resources information system and duty management system. However, activity analysis could better help the Garda Síochána to fully understand its demand and develop an evidence-based allocation model.

Academic and Evidence-based Research in Policing

In other jurisdictions, police are collaborating with universities to undertake academic research to inform resourcing decisions, identify effective crime reduction techniques and evaluate policing initiatives. This evidence-based approach to policing is becoming more prominent internationally. The benefits of the types of research carried out by these groups include the identification of effective and efficient practices, a more cost-effective use of valuable resources and a more evidence-based approach to policing activities.

For example, the Scottish Institute of Policing Research is a strategic partnership between Police Scotland and 14 Scottish universities, established to carry out high quality, independent research and make evidence-based contributions to policing policy and practice, including police–community relations (The Scottish Institute for Policing Research, undated).

In the north of England, the N8 Policing Research Partnership (PRP) is a platform for research collaboration between universities, government, police services and other partners working in policing. The N8 PRP aims to address the problems of policing in the 21st century by producing high quality independent research and developing transferable models of practice (the N8 Policing Research Partnership, undated).

The Australia and New Zealand Society of Evidence Based Policing is made up of police officers, police staff, and research professionals who aim to make evidence-based police practice part of everyday policing in Australia and New Zealand. The society advocates that all aspects of policing should be evaluated using sound, scientific methods and used when the evaluation evidence shows that the police practice works to control or prevent crime and disorder or enhance quality of life (Australia and New Zealand Society of Evidence Based Policing, undated).

A reference to academic research is made in the Garda Síochána's *Modernisation and Renewal Programme 2016–2021* (MRP) in the context of community policing. The Inspectorate was made aware of the participation of the Garda Síochána in research into child offending behaviour conducted on behalf of the Department of Children and Youth Affairs by Professor Redmond from the University of Limerick (Department of Children and Youth Affairs, 2016). This is a relatively recent development and one that the Inspectorate would encourage the Garda Síochána to continue.

The Inspectorate is also aware that the University of Limerick accredits several garda training courses and, during visits, it was made aware that some members had undertaken studies that are relevant to policing, but these were on an individual rather than organisational basis.

It is important that learning or research arising from these studies is considered and where appropriate applied in the work environment.

As well as universities, the Association for Criminal Justice Research and Development, whose mission is to inform the development of policy and practice in justice, could provide a gateway to identify learning and research opportunities within the wider justice and academic world.

Summary

Demand for policing services is complex, varied and challenging to measure. However, there are a number of tools that can be used to understand and measure demand. These include:

> Adopting an ILP model including strategic assessments of threat and risk;

> Activity analysis;

> Business process mapping; and

> Collaborative academic research.

The Inspectorate would encourage the Garda Síochána to adopt these tools to develop a better understanding of the nature and scale of its demand and use the resultant analysis to inform its resource allocation process.

Determining Policing Priorities

As stated earlier, police services need to determine their strategic priorities in order to make evidenced-based decisions about allocating their resources. Information to determine policing priorities can come from many sources, including government, police accountability bodies, stakeholders, partners and the public, as well as from the police service itself.

This section explains the role of the Government, the Minister for Justice and Equality, the Policing Authority and stakeholders in determining policing priorities in Ireland. It also looks at how the Garda Síochána identifies its priorities, describes international practice in this area and sets out the way forward for the Garda Síochána.

The Government's Policing Priorities

The Government published *A Programme for a Partnership Government* in May 2016.

One of the priorities is the protection of the public by preventing and reducing crime. The programme sets out a number of key objectives to achieve this priority, including:

> Ensuring a strong and visible police service in every community;

> Providing resources for effective and responsive policing;

> Building on the successes of rural and community policing;

> Tackling criminal gangs;

> Dealing with repeat offenders; and

> Implementing the EU Victims Directive.

The Garda Síochána must take account of these high-level objectives when determining its policing priorities. The national *Policing Plan 2018*, which contains the Garda Síochána's priorities, acknowledges this.

The Role of the Minister for Justice and Equality

Under Section 20 of the Garda Síochána Act, 2005 the Policing Authority is responsible for determining the priorities and performance levels for the Garda Síochána in relation to its policing function in conjunction with the Garda Commissioner. The Minister for Justice and Equality must approve these priorities and performance levels and it is through this process that Government policy is given effect. In addition, the Minister is required to determine the priorities and performance levels for the Garda Síochána in relation to security services. The Minister is required by law to lay a copy of the determined priorities before the Houses of the Oireachtas. The Commissioner is then obliged to take these priorities and associated performance levels into account.

The Role of the Policing Authority

In considering policing priorities, the Policing Authority consults with other stakeholders including statutory bodies, non-governmental organisations and civic society on a set of draft priorities. In 2018, it received 23 submissions to this consultation. It also holds a consultation meeting with the chairs of Joint Policing Committees (JPCs) and chief executives of local authorities.

The Inspectorate was invited to the 2018 consultation meeting at which draft priorities for 2019 were presented. The attendees had an opportunity to discuss the draft priorities and to propose performance measurements for them. This is an important part of the development of strategic policing priorities.

In its July 2018 report, *Policing Authority Assessment on Policing Performance*, the Policing Authority described the development of the national *Policing Plan 2018* as an iterative process with the Garda Síochána (Policing Authority, 2018a).

The Role of Stakeholders and the Public

In developing its priorities, it is critically important that the Garda Síochána listens to and takes into account the views of the people it serves. In the *Policing Plan 2018*, which sets out its priorities for that year, the Commissioner refers to a wide stakeholder consultation process as well as inviting feedback on the plan. This is an important element of the process of establishing policing priorities.

The Public Attitudes Survey conducted on behalf of the Garda Síochána provides further information that contributes to the setting of priorities. Respondents are asked what crimes the Garda Síochána should prioritise. This information from members of the public is useful and important in determining policing priorities that reflect the concerns of the community.

International Practice

The Inspectorate reviewed how policing demand is understood and policing priorities are determined in other jurisdictions.

In recent years, other police services have undertaken extensive work to understand the types of demand they face, quantify them and use this information to determine the composition of their organisation, their structure and the distribution of their resources.

The extent to which services in Northern Ireland, England and Wales understand demand has been the subject of inspection by Her Majesty's Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS) for several years.[9] In its annual *State of Policing* report in June 2018, HMICFRS stated that failing to assess and plan for future demand and capability properly and efficiently will compromise public safety. It found that the best police services were planning three to four years in advance and beyond, using all available information to make decisions on how they will operate in the future. HMICFRS also criticised a number of senior police leaders for failing to assess properly the level of demand their organisation will face over the next few years.

HMICFRS described Kent Police as outstanding in how it understands demand for its services. Its methodology, which included detailed analysis of the types of calls for service and its response to them is described in a report by the National Police Chiefs' Council (2017) entitled *Better Understanding Demand – Policing the Future*. The report goes on to explain how Kent adopted an approach to responding to calls based on threat, risk, harm and vulnerability and how this approach, supported by triaging of calls, self-service facilities, revised policies and use of digital solutions are helping it to better manage demand.

As well as using management information from their crime and incident recording systems, many police services also use data from external sources such as criminal justice partners, the health service and local authorities to ensure they better understand demand. For example, English police services use anonymised data, collected by the National Health Service, on persons presenting to hospital with assault-related injuries. This information, which includes the date, time and number of people attending for medical treatment for assault-related injuries, enables analysis that is more comprehensive, creates a better understanding of demand and informs resourcing and deployment decisions.

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9   Her Majesty's Inspectorate of Constabulary until July 2017

Importantly, it is also used to develop tactics to tackle violent crime through prevention and education as well as through enforcement. As a result, public safety can be improved and demand for both health and police services can be better managed.

In its four-year plan, *The Safest Country: Policing 2021*, New Zealand Police presents an analysis of its demand in traditional as well as new areas of policing. It identifies the implications for police of changing demographics and public expectations (New Zealand Police, 2017a). In its accompanying Prevention First operating model, the service has identified 'drivers of demand'; these include alcohol, families, roads, organised crime and drugs as well as mental health. It states that in order to reduce the impact of these factors on levels of demand and to address the underlying causes of crime, it directs its deployment effort towards these areas.

The Inspectorate also reviewed how policing priorities are determined in other police services that have similar oversight arrangements. Both Scotland and Northern Ireland have similar arrangements with high-level, strategic policing priorities being set at governmental level. Police Scotland has a long-term strategy developed in collaboration with the Scottish Police Authority, which describes the challenges facing policing in Scotland, its vision for the future and how the organisation is changing to meet these. A strategic planning framework comprising a three-year implementation plan (2017–2020), the annual police plan, departmental business plans and local policing plans support this. This framework is illustrated in Figure 1.6 below.

Figure 1.6 - Police Scotland's Strategic Planning Framework

Source: Police Scotland

The Northern Ireland Policing Board developed and published its four-year *Strategic Outcomes for Policing in Northern Ireland, 2016–2020*. This sets out the long-term vision of what the Board wants the Chief Constable of the Police Service of Northern Ireland (PSNI) to achieve. It contains four overarching themes or priorities aimed at delivering the long-term objectives for policing set by the Minister for Justice. Following consultation with key stakeholders and partner agencies, the number of strategic outcomes in the Northern Ireland 2017–18 Policing Plan was reduced from 12 to nine in order to provide a more succinct framework while maintaining a focus on the issues identified.

In determining the policing priorities in Scotland and Northern Ireland, similar information was considered such as:

> High-level governmental or ministerial policing objectives;

> The views of local people and representative groups;

> The police service's strategic assessment of threat, risk and harm; and

> The financial and other resources available for policing.

The high-level priorities are then used to inform the annual policing plans in each jurisdiction. Policing plans are discussed in more detail later in this chapter.

Critical Action 1

This part of the chapter examined the changing demographics in Ireland as well as the current functions, budget and staffing of the Garda Síochána. From a strategic perspective, it also looked at how demand for policing services is understood, measured and managed.

To ensure service delivery is consistent, efficient and effective, decisions on how policing services are delivered must sit within a strategic framework. A key strategic issue for the Garda Síochána is how it distributes and uses its resources. Understanding demand for garda services, having effective processes to manage them and identifying evidence-based policing priorities are critically important elements of the decision-making process.

Evidence-based decisions on the allocation of resources should enhance the organisation's ability to prevent harm and improve public safety.

This inspection found that the Garda Síochána has a limited understanding of its current and future demand. The continued absence of a national CAD system and concerns about data quality mean that information about the current level of public demand for Garda Síochána services is incomplete. The Inspectorate welcomes the national roll-out of CAD and expects that it will bring a consistent, standardised approach to incident recording and provide data that is more accurate. In turn, this will contribute to a better understanding of demand. However, in order to have a more complete picture of protective and internal demand, the Garda Síochána needs to undertake an organisation-wide activity sampling exercise. It also needs to review its internal systems and processes to reduce unnecessary bureaucracy and the demand it creates. In addition, the Garda Síochána could expand its collaboration with academia to assist the Garda Síochána in a number of areas, including understanding, measuring and managing demand.

In other jurisdictions, a wider range of information is used to identify policing priorities. This includes high-level government objectives for policing, stakeholder engagement and police assessments of threat, risk and harm. While a number of these information sets are used to inform the identification of policing priorities in Ireland, the Garda Síochána does not prepare strategic assessments of the threats, risks and harm that impact on public safety.

The Inspectorate believes that the absence of an intelligence-led strategic planning process is a significant organisational weakness.

The chapter contains a number of references to recommendations made in previous Inspectorate reports. Although progress has been made to put some of them into operation, many have not been fully implemented.

Critical Action 1 identifies how the Garda Síochána could measure demand and identify its policing priorities.

Critical Action 1

To develop evidence-based methodologies and processes that enable the Garda Síochána to better understand its current and future demand and inform the identification of its policing priorities.

In support of this critical action, the Inspectorate considers that the following areas need to be addressed:

> Fully implement an intelligence-led policing process at national and local level, which includes the use of strategic assessments and control strategies;

> Undertake an organisation-wide activity analysis to provide a better understanding of demand;

> Carry out business process mapping of all relevant activities, starting with those used in divisions, to ensure they are fit for purpose and to eliminate unnecessary bureaucracy; and

> Increase collaboration with academia to develop evidence-based approaches to key policing issues.

Structures to Deliver Policing Services

The structure of an organisation and the effective allocation of resources within that structure are key to delivering its core functions and achieving its organisational and operational priorities efficiently. This section describes the Garda Síochána's current structure for delivering policing services at national and local level. It also reviews the Garda Síochána's proposed divisional policing model and compares it with the model previously recommended by the Inspectorate.

Current Garda Síochána Organisational Structure

The structure of the Garda Síochána can be broadly broken down into three main components. These are operational divisions, national units and headquarters. The divisions provide the majority of policing services in local communities, with approximately 85% of garda members and 44% of garda staff allocated there. The structure of divisions is discussed later in the chapter.

National units manage or co-ordinate the response to certain types of crimes because of their complexity, seriousness or national impact. For example, some crimes or incidents provide national threats and by their very nature are not always confined to a single geographical area, such as terrorism, serious and organised crime, cybercrime and civil emergencies. It is important that the Garda Síochána understands these types of threats and builds its organisational capacity and capability to manage such challenges. This inspection has found that there is no evidence-based process for determining the numbers of staff allocated to national and headquarters units.

In previous reports, the Inspectorate raised concerns about the role of national units, their Dublin centric approach and a lack of clarity about what they will and will not investigate. Organisationally, the Inspectorate believes that the Garda Síochána must be clear about the role and function of the national units and that there should be clear criteria defining which aspects of policing demand they will deal with.

Headquarters provide management, human resources and logistical services for the organisation and includes areas such as the Garda College and the Garda Information Services Centre. Other headquarters units such as the Garda Bureau of Community Engagement provide strategic support to operational units; because of its relevance to the delivery of local policing services it is looked at in more detail below.

The Garda Bureau of Community Engagement

The Garda Bureau of Community Engagement is the responsibility of the Assistant Commissioner, Community Engagement and Public Safety and is one of a number of national units in the Garda Síochána with an important role in the delivery of local policing services.

The Bureau has strategic responsibility for a number of functions including the operation of the youth diversion programme, crime prevention, diversity and integration, community policing and the Garda Reserve. With a few exceptions, members of the Bureau are not involved in front-line delivery of policing services.

During a visit to the Bureau in 2017, the Inspectorate noted that it consisted of a number of small units, which tended to work in silos despite having interrelated functions. However, the Inspectorate was recently informed that the Bureau is being reorganised in a way that brings together connected functions, such as responsibility for community policing, diversity and the Garda Reserve.

One of the stated functions of the Bureau is to develop best practice strategies and plans to combat and reduce crime and provide expert advice on crime prevention to businesses and the public. The Bureau manages a number of national crime prevention initiatives, liaises with the security industry and provides security surveys and audits for Government, business and commercial organisations. In 2017, the Bureau published the Garda Síochána's *Crime Prevention & Reduction Strategy*. It is mainly aimed at tackling traditional crime types such as acquisitive crime and assaults.

During inspection visits, the Inspectorate found that there was limited awareness or implementation of the strategy. This is concerning given the organisational commitment to making crime prevention a top priority.

The Bureau has responsibility for certain aspects of the Garda Síochána's Diversity and Integration Strategy. The Inspectorate was advised that the Bureau had drafted part of the strategy; however, the full document is currently being prepared. Given the growing diversity of the Irish population, it is important that the Garda Síochána is well equipped to engage with all of its communities and address their particular policing issues. It is important, therefore, that the strategy is published and implemented without delay.

Responsibility for the Garda Reserve also sits with the Bureau. With the anticipated significant increase in the number of reserve members, it is critical that the Garda Síochána has a clear plan to derive the best possible contribution to policing from these volunteers. Although a Reserve Strategy is in draft format, the Inspectorate was told that it could not be provided with a copy. While the deployment and use of reserves is discussed later in this report, it is important that a strategy is available to set out how the organisation plans to use this valuable resource.

The Inspectorate found that despite having a national, strategic role, the Bureau did not always operate at this level. For example, although there is a national model for community policing, the Bureau does not provide a strategic framework to monitor its implementation. Nor does it produce policies or guidelines for key aspects of community policing such as partnership working or community engagement. The Inspectorate identified the potential for duplication of work or confusion about where responsibilities sit because of some of the tasks performed by staff in the Bureau. It also found that some garda members in the Bureau were performing roles that did not require sworn powers, for example in relation to crime prevention and administration of schemes such as neighbourhood watch or text alert.

The Garda Bureau of Community Engagement has the potential to make an important contribution to improving public safety by developing strategies and plans to reduce harm and prevent crime from occurring. Similar to Police Scotland's Safer Communities Department, the Inspectorate sees the role of the Bureau as providing support to the senior management team on relevant policies, maintaining and reviewing standard operating procedures as well as identifying and disseminating good practice to operational units. It was encouraging to hear that this is the plan for the future of the Bureau.

Operational Structure for Delivery of Local Policing Services

Within the operational structure, the resources that deliver day-to-day policing services in local communities are organised in a geographical model comprising regions, divisions and districts.

Currently there are six regions, each of which is the responsibility of an assistant commissioner who reports to the Deputy Commissioner, Policing and Security. A region is made up of a number of divisions, each of which is led by a chief superintendent. There are 28 divisions, many of which are broadly co-terminous with county boundaries.

The Inspectorate has previously examined in detail the structure of the Garda Síochána and made specific recommendations on restructuring and reorganising the arrangements for delivering local policing services. These included recommendations to reduce the number of regions and amalgamate divisions.[10] In 2016, the Government decided that the existing number of regions and divisions would remain at six and 28 respectively for the time being, but would be reviewed as the new divisional policing model, which is described below, is rolled out. The Inspectorate continues to hold the view that fewer regions and divisions would provide a leaner and more efficient structure.

Failing to rationalise the structure is viewed by the Inspectorate as a lost opportunity to use resources in a more efficient way.

Each division is made up of a number of smaller geographical areas known as districts, each led by a superintendent. The superintendent reports to the divisional officer (chief superintendent) for delivery of a wide range of policing functions. In total, there are 96 districts of various sizes and complexity. Although the number of districts reduced from 112 in 2008 to 96 in 2013, they remain the core delivery unit for policing local communities.

Previous Inspectorate reports have highlighted inefficiencies and inconsistencies with the district model of delivering local policing. The current model requires the district officer (superintendent) to be omnicompetent. Each superintendent has responsibility for a wide range of functions that include district performance against policing plan targets, criminal justice processes including prosecutions, community engagement, human resource and financial management, investigation of public complaints and investigation of crimes up to and including murder. This is replicated in each of the 96 districts and results in:

> Skills gaps;

> Inconsistent decision-making;

> Variable operational practices;

> Unnecessary bureaucracy; and

> Multiple points of contact for garda headquarters and external partners.

This model is neither efficient nor effective and is unlikely to deliver a consistently high standard of policing despite the commitment of the staff concerned.

Divisional Functionality Model

Having found the Garda Síochána's model for delivering local policing services to be ineffective and inefficient, the Inspectorate recommended a change to a new divisional functionality model.[11]

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10   *Changing Policing in Ireland (2015)* Recommendations 1.6 and 2.2

11   Crime Investigation (2014) Recommendation 2.1; Changing Policing in Ireland (2015) Recommendation 2.3

In this model, senior management responsibilities are allocated on a functional divisional basis rather than a geographical district basis. The Garda Síochána accepted this recommendation subject to some flexibility in how this model is deployed in the case of large rural divisions. This agreed approach was noted by Government.

The terms of reference for this inspection require the Inspectorate to *'take account of the ongoing work by the Garda Commissioner to implement a divisional model of policing in Ireland'*; however, it was not possible to inspect the garda model as it is not in operation. This section considers the garda model as presented to the Inspectorate and examines the extent to which it addresses the spirit of the Inspectorate's original recommendation. The two models are considered at the senior management level and the main differences between them are discussed. A more detailed explanation of how the Inspectorate's model might operate at a tactical level is contained in Chapter 4.

The Garda's Divisional Model Compared with the Inspectorate's Model

To understand the proposed garda divisional model, the Inspectorate met with the national team responsible for delivering the divisional policing model on a number of occasions and received a high-level briefing and presentation. It also visited Galway and Cork City garda divisions as part of this inspection and discussed the proposed divisional policing model with the senior teams in those locations. The Inspectorate also met with the senior leadership teams in DMR South Central and Mayo divisions.

The Inspectorate was provided with a detailed organisational chart of the proposed garda model. This chart has been amended to show the senior management at a divisional level and is displayed at Figure 1.7. For comparison purposes, the Garda Inspectorate's divisional functionality policing model, recommended in the *Changing Policing in Ireland (2015)* report, is presented at Figure 1.8 showing the proposed portfolios of that model at the senior managerial level.

Figure 1.7 - Garda Síochána Divisional Policing Model

Source: Figure provided by the Garda Síochána; modified by the Garda Inspectorate

Figure 1.8 - Garda Inspectorate Divisional Functionality Policing Model
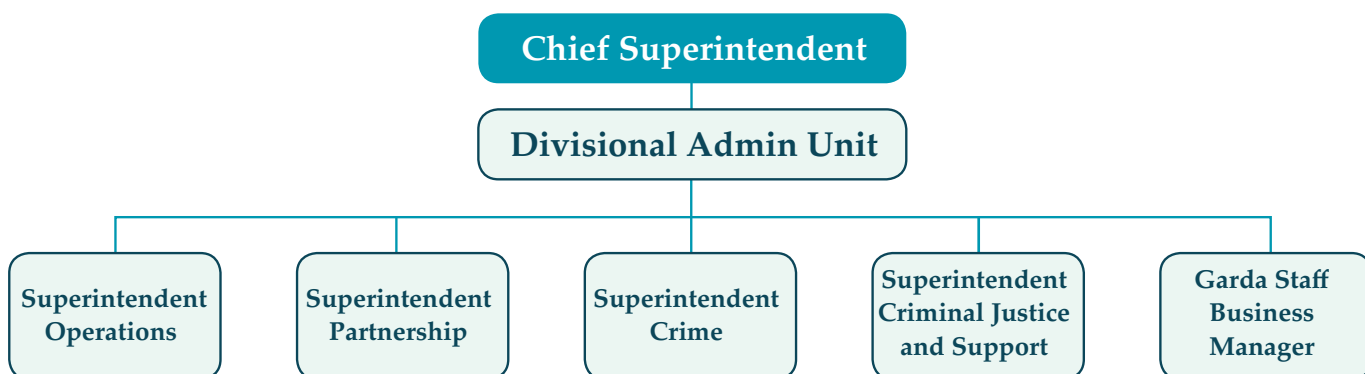
Source: Figure created by the Garda Inspectorate

In the Garda Síochána's description of its model, the various functions within the division are called hubs. The garda model proposes divisional hubs for each of the crime, governance and administration functions. In addition, there will be a number of community engagement hubs. The administration hub is led by an assistant principal officer and the others by a superintendent.

The Inspectorate's model recommends that one superintendent would have functional responsibility for partnerships and another would be responsible for operations across the whole division. These are in addition to a crime function and a criminal justice and support function. Superintendents would no longer have responsibility for all these individual functions within a smaller geographical area (district).

The garda model is being rolled out on an incremental basis, beginning with the administration hub. Two of the four administration hubs went live in July 2018, although it was explained that this was also being done incrementally, starting with the finance function. The finance function went live in DMR South Central and Mayo (Castlebar and Westport districts) in August 2018. At the time of writing, there was no date available for the roll-out of the other parts of the administration hub, or for the implementation of the other hubs.

The function of each of the hubs in the garda model is described below and includes a general comparison with the Inspectorate's model.

Crime Hub

The crime hub will be led by a detective superintendent in the garda model who will be fully accountable for all serious crime that occurs in the division. The detective superintendent will also have responsibility for security and intelligence, specialist investigation and immigration within the division. At a managerial level, there is no difference with the Inspectorate's model but at the tactical level, there are differences in the types of crimes investigated and these are discussed in more detail in Chapter 4.

Governance Hub

The governance hub will be led by a superintendent who will have responsibility for strategy and performance, Garda Síochána Ombudsman Commission investigations, complaints, discipline, roads policing and criminal justice. This hub can be broadly compared with the Criminal Justice and Support portfolio in the Inspectorate's model but there are differences in the roles and responsibilities allocated; for example, the Inspectorate envisaged the operations superintendent having responsibility for roads policing.

Community Engagement Hubs

In the garda model, there will be a number of community engagement hubs each of which will be led by a superintendent with responsibility for all general policing activities within a geographical area. Each division will have a number of these hubs, some of which may be aligned to current district boundaries, although Mayo, Cork City and Galway will have fewer community engagement hubs than the number of districts currently.

The community engagement superintendent will have responsibility for delivering contact management, community engagement, community safety, custody, criminal investigation, managing property and exhibits, as well as response and incident management in that specific geographical area. In the Inspectorate's model, one superintendent would have division-wide responsibility for managing partnership working including community policing and community engagement, while another superintendent would have responsibility for a division-wide operations portfolio, including 24/7 response to calls for service as well as duties and events management.

Administration Hub

The administration hub will be led by an assistant principal officer in the proposed garda model and will provide professional corporate services to the division. It will be responsible for human resources, finance and logistics, training and change in the division as well as the performance of back office functions currently carried out by district offices.

However, the Inspectorate was told that each superintendent would also need their own administrative support in addition to the divisional unit. In the Inspectorate's model, a business manager would take divisional responsibility for human resources matters, finance, fleet and other support services. While the Divisional Administration Unit is identified separately in its model, the Inspectorate envisaged that the business manager would have day-to-day responsibility for the management of this unit, which would fulfil all administration for the division.

Assessing the Garda Divisional Policing Model

While the Inspectorate welcomes the Garda Síochána's decision to implement a divisional model of policing, it is concerned to find that the proposed model is considerably different from the Inspectorate's recommended model. The Inspectorate is also concerned about the length of time it is taking to change to a divisional policing model and finds the pace of implementation to be very slow.

In particular, the Inspectorate considers community engagement hubs to be broadly comparable to existing districts, which the Inspectorate found to be an inefficient and ineffective structure for delivering local policing services. The Inspectorate reiterates the benefits of functional responsibility exercised by one person in the division rather than a number of superintendents with geographic responsibility. These include greater corporacy, consistency and expertise, as well as providing a single point of contact for partners and stakeholders.

The Inspectorate retains the view that any functionality model must be sufficiently flexible to cater for both urban and rural policing environments. However, the proposed garda model incorporating multiple community engagement hubs does not fully deliver the intention of its recommendation. The Inspectorate considers that Cork City and DMR South Central divisions could operate with a single community engagement superintendent alongside an operations superintendent, in addition to the other hubs. The Inspectorate would encourage the Garda Síochána to reconsider its proposed model in these divisions and pilot the Inspectorate's divisional functionality model. Lessons from this pilot could then be used to review the proposed model in Galway and Mayo.

While the administrative hub is described in the garda model as a centre for transactional processes, the Inspectorate would be concerned if it was purely administrative or perceived to be purely administrative in its nature. In this regard, the name of the hub could be misleading and so the Inspectorate suggests that the title of the hub is reconsidered to reflect its business support function.

In terms of resourcing at senior management level, the garda model, implemented in 28 divisions, requires a new assistant principal officer post in addition to the existing cadre of superintendents. Furthermore, two of the four pilot divisions require an additional superintendent for the operating model described to the Inspectorate. The Inspectorate envisaged like-for-like numbers of senior managers at the most, and efficiency savings in divisions with a large number of districts. It did not envisage growth at senior management level. Based on the current senior management structure in divisions, the new garda model will be more expensive than both the existing model and the Inspectorate's proposed model.

Enabling the Change to the New Functional Structure

Changing from a district to a divisional model is significant for the garda workforce and for the public it serves. It will require a new approach, including new ways of working as well as new systems and processes.

However, it is being launched without updated processes, enabling technology, revised accommodation plans and tailored engagement strategies.

The introduction of the new divisional policing model will require the implementation of new, revised and streamlined processes. Process mapping was described earlier in this chapter and has been used to assist with determining staff numbers in the new administration hubs. However, it needs to be applied to all activities within a division to define efficient systems and processes and used to assist in determining the appropriate staffing levels. These processes then need to be implemented consistently. If clearly defined processes are not in place when hubs are established, there is potential for inefficiency and duplication of work. This will negate many of the anticipated benefits such as reduced internal administration and demand. The Inspectorate was concerned to be told that in the main existing processes will continue to be used. An example to illustrate this point is the process for duty planning. The current system of individual sergeants making local arrangements to have the correct number of gardaí on duty is inefficient and unsuitable for managing resources on a divisional basis. The Inspectorate previously recommended that duty planning units with suitable IT systems be established, and although this is being trialled in one division, a decision has been taken not to create these units in the four pilot divisions.

The divisional functionality model proposed by the Inspectorate requires resources to be allocated and deployed on a divisional basis. Members based in one area of a division should be able to be easily deployed within the division according to operational demand or need. This agility is hampered by the current terms and conditions of service, which entitle a member employed on duty 3.22 km away from their permanent station to a subsistence allowance.[12] During inspection visits, the Inspectorate was made aware of operational examples of the impact of this practice.

For example, one division visited had a drugs unit, the members of which were drawn from one of the districts in the division. This allowance resulted in additional costs being incurred if the unit deployed outside that district. This needs to be addressed in order to enable more flexible use of available resources.

During inspection visits to Cork City and Galway divisions, the Inspectorate was concerned to find limited awareness of the new divisional policing model among garda members and staff. The Inspectorate also found that there had been little formal engagement with stakeholders and partners about the forthcoming changes. The implementation of a comprehensive internal and external engagement strategy is an essential part of successfully delivering the change. The Inspectorate believes that a structured and co-ordinated engagement strategy on the introduction of a new model, led from the top of the organisation, should be implemented without delay.

Summary – Structure

The Inspectorate continues to hold the view that a leaner organisational structure with fewer regions and divisions would improve efficiency and effectiveness. It also regards the implementation of a divisional functionality model as critically important for the Garda Síochána. However, the model being rolled out is significantly different from, less efficient and more expensive than the divisional functionality model recommended by the Inspectorate. Creating multiple community engagement hubs perpetuates the district model of policing, negates the benefits of a functionality model and wastes the opportunity to transform local service delivery. The pace of change is also disappointingly slow. For these reasons the Inspectorate does not support the introduction of the proposed garda model.

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12   SI No. 218/1965 Garda Síochána Allowances (Consolidation) Order 1965

Strategies and Plans to Deliver Policing Services

Once the priorities for a police service have been determined, it needs to develop strategies and plans to ensure those priorities are achieved. This section looks at the Garda Síochána's MRP, its three-year strategy statement and annual policing plans. Strategies most relevant to this review, including community policing, ICT and estates, are also examined. The Inspectorate would have expected to find strategies or policies relating to internal and external communication, community engagement and partnership working but none was available.

Modernisation and Renewal Programme 2016–2021

In June 2016, the Garda Síochána published a five-year programme to professionalise, modernise and renew the organisation. The MRP sets out the Garda Síochána's mission, direction and plan for change, aimed at ensuring that it can meet current and future policing challenges. It was stated at the time of its release that the MRP had taken into account, among other issues, key findings from reports of the Inspectorate and was described by the Minister for Justice and Equality, as the vehicle for the implementation of the agreed recommendations from the Inspectorate's 2015 report, *Changing Policing in Ireland*. In its fifth progress report to the Minister, the Policing Authority called for the MRP to be paused briefly to enable an urgent refocusing and reworking of the programme (Policing Authority, 2018b).

While acknowledging that it is for the Policing Authority to monitor both the implementation of the MRP and the agreed recommendations of the *Changing Policing in Ireland (2015)* report, the Inspectorate is concerned about the omission from the MRP of a considerable number of recommendations contained in other Inspectorate reports. These include significant recommendations about the investigation of crime, the allocation of resources and front-line supervision, many of which are directly related to this inspection.

The Policing Authority itself acknowledged that a sizable proportion of recommendations were outside the MRP process (Policing Authority, 2017a). This issue needs to be addressed, either in the MRP, or by some other mechanism, to ensure that the Inspectorate's recommendations are dealt with. The Inspectorate welcomes the recent decision of the Policing Authority to conduct a scoping exercise of the *Crime Investigation (2014)* report. This report contains a number of recommendations in connection with high risk areas that remain not implemented.

Three-Year Strategy Statement

In furtherance of its delivery of the core policing functions defined in Section 7 of the Garda Síochána Act 2005 and listed earlier in the chapter, the Commissioner of the Garda Síochána is required to have a three-year strategy statement containing medium-term objectives, the strategies to achieve those objectives and the expected outputs and outcomes. The Commissioner is required to submit the strategy statement to the Policing Authority for approval, with the consent of the Minister.

The current strategy statement outlines the organisation's main priorities in protecting and supporting communities (Garda Síochána, 2016). These are:

> National and international security;

> Confronting crime;

> Roads policing;

> Community engagement and public safety; and

> Organisational development and capacity improvement.

The strategy statement was developed with input from the Policing Authority and following consultation with stakeholders. It states that it is informed by lessons from reports into the Garda Síochána as well as the MRP. However, as explained earlier, the absence of a strategic assessment of threat, risk and harm and strategic planning process means that the policing priorities were set using incomplete information.

Annual Policing Plans

There is a statutory requirement for the Garda Síochána to have annual national policing plans. The purpose of these plans is to set out the proposed arrangements for policing services for each year. Policing plans should drive police activity to prevent harm and improve service delivery, as well as provide measures of success for the organisation to strive towards. They should also inform the allocation of resources and what those resources are used for on a daily basis. Each region, division and district is also required to produce an annual policing plan. Local policing plans at these levels are discussed in more detail in Chapter 4.

The Garda Síochána's annual plan is structured around the priorities identified in the three-year strategy statement.

In the 2018 plan, each priority area has associated outcomes to be achieved, a set of initiatives and actions to achieve them and a list of measures of success. In total, there are 29 initiatives, 54 actions and 119 measures of success. Many of the measures of success are actually tasks or actions to be completed, such as the production of a document, implementation of a plan or completion of a review. While the actions themselves may be important, these inputs and outputs do not always provide an indication of the impact of the task on service delivery.

The Inspectorate considers that the plan has too many initiatives, actions and measures. This volume of work creates a risk that nothing actually is prioritised. Matters that could be described as business as usual do not need to be included in the policing plan. These would continue to be monitored internally using the Garda Síochána's Performance Accountability Framework (PAF) and reported to the Policing Authority via the Commissioner's monthly report as necessary.

The Inspectorate recognises that the approach of placing the policing plan at the centre of the Garda Síochána's performance framework arises from the necessity to urgently address the performance management vacuum in the organisation.

However, in recent years other police services have moved away from the use of numeric targets to measure performance as it was found that reliance on targets can lead to unhealthy competitive practices and unintended consequences. A culture of "chasing numbers" is not conducive to improving overall organisational performance as it can lead to poor management behaviours and have an adverse impact on community confidence.

Cultural change and communication of the relevance of a good performance framework needs to be central to modernisation. The Inspectorate therefore agrees that the priorities under the heading of organisational development and capacity improvement are key and regards them, in fact, as organisational enablers for the delivery of the policing priorities outlined. The Inspectorate sees merit in identifying them separately in the policing plan as a means of communicating to all staff that organisational development, change and performance management are everyone's responsibility, and not just that of the executive team and the Strategic Transformation Office.

For any plan to succeed, it must be well known and understood within the organisation. Each member of staff should be able to describe how they are contributing to the aspects of it that are relevant to their role. However, the Inspectorate was concerned to find that at all levels of the organisation, knowledge of the plan and how the organisation was performing in relation to the objectives was poor. Some saw it as a paper-based exercise with little practical bearing on their day-to-day work and although more senior managers usually had a better knowledge of the plan and current performance against it, this was often limited to the crime-related objectives in the plan. A similar finding was also reported in July 2018 by the Policing Authority which commented in its report Policing Authority Assessment on Policing Performance: *'What would be expected, however, is that a large organisation would have established mechanisms for embedding the relevant objectives and themes throughout the organisation, through departmental or regional plans and strategies, and through the performance framework.'* (Policing Authority, 2018a)

The Inspectorate appreciates that the move to a performance culture is an evolution and considers that this should involve the development of an outcomes-based approach to performance. This would not only provide a good understanding of the organisation's business in order to help effective decision-making, but would also enable individuals, adequately empowered, to be appropriately held to account. This would focus more on what the organisation is actually doing and could involve more bespoke areas of focus for the Garda Síochána with performance measured in qualitative terms in the context of harm prevention and problem solving, rather than solely in numerical terms.

Performance Against the Policing Plan Objectives

The Garda Síochána makes information on its performance against the annual policing plan available publicly. It also provides monthly performance reports to the Policing Authority.

The recently published *Annual Report 2017* contains an assessment of each of the 89 performance measurements described in the plan. In total, 48 were achieved, 14 partially achieved and 27 were not achieved. The Inspectorate considers that the Garda Síochána should focus on fewer initiatives and associated measures, which reflect clearly identified strategic priorities rather than making almost everything a priority and setting too many objectives, the totality of which may not be achievable. As noted earlier, the 2018 plan has 119 measures and it appears that many may not be achieved.

The Policing Authority has a statutory function to oversee the performance of the Garda Síochána relating to policing services, but not national security. It uses a broad range of information to make its assessment, including performance against the policing plan objectives. In the aforementioned report the Policing Authority voiced its concern about the extent to which the plan was realistic, achievable and focused on delivering an effective responsive and visible policing service. The Inspectorate's findings and assessment of documents support those of the Policing Authority.

The Garda Síochána's monthly reports to the Policing Authority include high-level information on how it is performing against the measures and indicators set out in the 2018 plan. Performance is reported in an appendix to the report using the Red Amber Green classification system to illustrate progress towards achieving each objective. These reports can be found on the Garda Síochána's website and their publication demonstrates its openness, transparency and accountability about its performance. The Inspectorate would encourage the Garda Síochána to consider publishing more detailed stand-alone updates on the policing plan to further demonstrate its commitment to accountability. The fact that the Policing Authority has published a comprehensive assessment of performance against the policing plan should not prevent the Garda Síochána from publishing its own updates.

In Northern Ireland, the PSNI publishes in-year updates of its performance against the national policing plan on its website. It also publishes statistical information on a range of categories, including recorded crime at national and local level. In Scotland, performance updates in relation to recorded crime and detection rates are published quarterly on the Police Scotland website.

Costing Policing Plans

Examination of the annual policing plan revealed that it was not costed, and no evidence was found to indicate that costing was a feature of the process to set policing priorities at national or local level.

In its 2017 paper, *Challenges for Investment in Police Expenditure: a Public Expenditure Perspective*, DPER identified the benefits of adopting a more granular approach to the funding and review of performance for specific policing priorities, by including elements of an activity-based model. It acknowledged that, although such a model could be complex to introduce, it would help make the budgetary process more evidence-based and demonstrate the policing dividend for communities arising from additional investment (Dormer and Gavin, 2017).

Similarly, the Policing Authority continues to call for the policing plan to be costed to ensure that the availability of resources is considered when determining strategic priorities and that those resources are then correctly aligned to the priorities.

Summary and the Way Forward

The Garda Síochána recognises that it is an organisation in need of reform; however, its transformation plan, strategy statement and annual policing plans are overly ambitious. This results in many priorities not being achieved within the time scales set out. Having fewer measures that reflect clear strategic priorities identified through an ILP process would provide more focus on driving improvements in service delivery and preventing harm. It could also help to ensure that policing plans are better understood and embedded. The Garda Síochána should also consider publishing easily accessible updates on its performance against the measurements in the plans. As previously recommended, the Garda Síochána also needs to adopt a process to cost its policing plans and link its resource allocation process to the strategic priorities.

Community Policing Strategies

The Office of Community Oriented Policing Services defines community policing as *'a philosophy that promotes organisational strategies that support the systematic use of partnerships and problem-solving techniques to proactively address the immediate conditions that give rise to public safety issues such as crime, social disorder, and fear of crime'*. It describes its three key components as community partnerships, organisational transformation and problem solving (USA Office of Community Oriented Policing Services, 2014).

This definition was repeated in the *Final Report of the President's Task Force on 21st Century Policing (2015)*, which went on to describe aspects of the nature of community policing including:

> Police interventions which are implemented with strong policies and training in place, rooted in an understanding of procedural justice which in turn contributes to police legitimacy;

> Community policing which combines a focus on intervention and prevention through problem solving with building collaborative partnerships between law enforcement agencies and schools, social services, and other stakeholders;

> Community policing which starts on the street corner, with respectful interaction between a police officer and a local resident, a discussion that need not be related to a criminal matter;

> Officers who enforce the law *with* the people not just on the people; and

> Problem solving, in partnership with the community, which is identified as critical to prevention.

While some of these characteristics such as respectful interaction with the public can be delivered by the whole garda workforce, other aspects, such as problem solving in partnership with the community, can only be realistically achieved by the assignment of dedicated resources. These resources need to be appropriately trained, have the necessary skills to do the role and be given the time to deliver long-term solutions to what are often complex local community issues.

The Inspectorate examined delivery of community policing in the Garda Síochána and found that it appears to be operating or considering a number of different models.

The Garda Síochána's current strategy for community policing is the 2009 National Model of Community Policing. This model defines community policing as '*a partnership based, pro-active, community-orientated style of policing…. focussed on crime prevention, problem-solving and law enforcement with a view to building trust and enhancing the quality of life of the entire community'*. It sets out the strategic objectives of community policing and lists a set of pillars to deliver it.

The pillars are listed below.

Garda Community Engagement	Visibility
Enforcement	Accessibility
Problem Solving	Collaborative Engagement
Crime Prevention and Reduction	Empowerment
Accountability	Improved Response

The model does not develop these concepts by providing practical information or guidance on how to carry out the activities effectively, nor does it describe what community policing should achieve. It acknowledges that not all districts are the same, defines four different types of district and sets out how community policing should be arranged in them. Some areas have dedicated community police officers and others have a hybrid model, where members have dual responsibilities for responding to calls for service and carrying out community policing duties in their area of operation.

The Inspectorate received a briefing on another model deployed in the DMR North Central Division and visited the division as part of its inspection programme. The Small Areas Policing model is a geographically based model described by the Garda Síochána as a "proactive customer-orientated approach to local policing". Having mapped the whole of the division into small area segments (the smallest area for which CSO data is available), dedicated community gardaí are allocated to defined geographical areas made up of one or more small areas. Community gardaí are responsible for tackling crime and quality of life issues in their area and are held to account for their actions, as well as their knowledge and understanding of their area, at regular meetings chaired by the divisional officer. While response to emergency and priority calls in the division is managed through the DMR's Command and Control Centre, the police response to non-emergency calls is managed through the division's Planning and Tasking Unit. In addition, there is a Divisional Community Policing Office that is responsible for managing all community policing activities in the division.

While not in operation, there is a third model under consideration. Community policing is listed as one of the 13 themes in the MRP. The programme describes a new way of policing focused on the needs of the community and commits to:

> Providing a policing service that is more visible and more accessible;

> Spending more time engaging with the community to enhance their safety;

> Building a diverse, agile and responsive policing service that meets the needs of modern society;

> Increasing collaboration, co-operation and partnerships with industry, academia and national and internal partners; and

> Developing highly trained garda members, staff and reserves, equipped with the tools, skills and supports they need to prevent and combat crime and terrorism.

The MRP envisages that community policing teams will consist of members from roads policing, detective branch, juvenile liaison officers and community officers and will be responsible for providing crime prevention advice, targeting and disrupting criminals and diverting people from committing crime. They will investigate crimes and liaise with victims. They will also engage with stakeholders and participate in local community safety fora to work collaboratively to resolve quality of life issues.

While the key elements of community policing are contained in these various models, the Inspectorate identified that there was a lack of clarity about the purpose of community policing at all levels of the organisation. The existence of a number of different community policing models further confuses the situation. The Inspectorate was told that the Garda Síochána is in the process of developing a new community policing framework.

International Practice

As part of this inspection, the Inspectorate examined community policing models in comparable jurisdictions as well as other international good practice. It should be noted that in some jurisdictions, community policing is referred to as neighbourhood policing.

In its recent publication, *Neighbourhood Policing Guidelines*, the College of Policing (2018) in the UK set out the defining features of neighbourhood policing.[13] These are:

> Police officers, staff and volunteers accessible to, responsible for and accountable to communities;

> Community engagement that builds trust and develops sophisticated understanding of community needs; and

> Collaborative problem solving with communities supported by integrated work with private, public and voluntary sectors.

In its 2015 effectiveness inspection, HMIC[14] found that neighbourhood policing makes a significant contribution to the overall effectiveness of police. It said *'they anchor prevention work in communities, have the best knowledge of victims and offenders, can help to support the former and manage the latter, they are vital eyes and ears to gather intelligence on serious and organised crime'* (HMIC, 2016).

Research by the Police Foundation (2018) into neighbourhood policing in England and Wales identified that hybrid workforce models have emerged in recent years whereby local police officers perform both response to calls and neighbourhood policing duties. The report identified that the unpredictability of reactive policing can undermine efforts to make and keep neighbourhood policing commitments and pointed out that some police services that had adopted a hybrid approach have realised the drawbacks and were reverting to functionally discrete neighbourhood or harm prevention teams. The report went on to highlight the unique skills and experience required to be a neighbourhood officer and the lack of its recognition as a policing specialism (Higgins, 2018).

New Zealand Police (2017b) has taken a prevention-based approach in the design of its operating model *Prevention First* and puts victims at the centre of its activities.

Neighbourhood policing is structured on a harm-based model with dedicated teams in locations where there is a greater risk of becoming a victim of crime. These teams work with communities to tackle the underlying causes of crime and safety issues and carry out long-term crime prevention activities.

Police Scotland has committed to developing evidence-based local policing models that include community policing. These reflect demand for services and take account of the differing needs of rural, remote and urban communities. A chief superintendent described how the operating model changed from having a large number of community police officers who were frequently abstracted to having fewer officers who were ring-fenced and not abstracted from their core role. The Inspectorate was told that this model enables officers to be much more focused on problem solving with partners and communities to reduce crime and demand for services and had been welcomed by stakeholders. The Inspectorate was told that the change was informed by analysis of demand and public feedback.

As part of a significant organisational restructuring in response to a reducing budget and a focus on vulnerability, the West Midlands Police introduced a new approach to neighbourhood policing. The functions of its neighbourhood policing teams are to prevent harm at the earliest opportunity, employ early intervention and preventative problem solving to reduce demand, prevent reoffending, build community resilience, increase partnership working and improve public confidence. While it increased the overall resourcing level in neighbourhoods, the allocation model for individual teams is based on an assessment of harm and need in that area. Neighbourhood policing is regarded as a specialism and training in medium to long-term intervention and prevention tactics was provided to members of the teams.

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13   College of Policing was established in 2012 as the professional body for police services in England and Wales.

14   Now called Her Majesty's Inspectorate of Constabulary and Fire & Rescue Services

Summary (Community Policing)

Internationally, there are many different models of community or neighbourhood policing. However, what is common to all of them is the focus on preventing harm, engaging with communities, partnership working and problem solving. Local accountability is also critical to the success of community policing. These key elements of community policing are contained in one or more of the Garda Síochána's various models. However, the existence of multiple models, as well as some districts developing their own models, is unhelpful, confusing and results in variations in service delivery across the country. As will be illustrated in Chapter 2, there has been an inconsistent approach to the resourcing of community policing across districts and divisions. It is also important that those responsible for community policing have the time and the skills to perform the role effectively. The Inspectorate previously recommended that the Garda Síochána 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.[15] The Inspectorate recognises that different communities have different policing needs and that a one-size-fits-all model will not best serve communities' needs; nevertheless, there should be one clear strategy for community policing. The strategy should:

> Clearly describe the vision for and purpose of community policing;

> Describe the essential elements of it, including engagement, problem solving, partnership working; and

> Define the role and responsibilities of those involved in community policing.

As discussed earlier, the Inspectorate envisages the Garda Bureau of Community Engagement as having an important role in the development of the community policing strategy and an implementation framework as well as providing strategic support to divisions. The Inspectorate considers this an important area that needs to be addressed.

Information and Communications Technology Strategy

The introduction of new ICT systems is critical to the modernisation of the Garda Síochána. In September 2015, the Government announced that it was providing €217m[16] for ICT improvements in the Garda Síochána during the period 2016–2021. As recommended by the Inspectorate, the Garda Síochána now has a high-level ICT Governance Board in place that monitors the progress of all ICT projects. Membership of the Board includes representatives from the Department of Justice and Equality, DPER and the Policing Authority, as well as senior ranking gardaí and garda staff. However, the Inspectorate was concerned to find that there is no current ICT strategy. The last published strategy was for the period 2013–2015, with the next version due to be published in late 2018. The Inspectorate notes that completion of a number of ICT projects is a policing plan objective within the organisational development and capacity improvement section and that the MRP devotes a chapter to technology, stating that *'priority will be given to projects with the highest community impact'*.

The MRP identifies key initiatives including:

> A centralised control room strategy to handle all requests for service from the public;

> An electronic investigation management system to manage and track all investigations;

> An enterprise content management system to improve storage and access to documents related to an investigation; and

> A mobility project that provides garda members with remote access to information.

These are important projects that are vital to modernising the Garda Síochána and to improving service delivery. However, there is a risk that in the absence of a cohesive ICT strategy, opportunities to integrate the various systems with each other and with the organisation's vision may be missed.

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15 *Changing Policing in Ireland (2015)* Recommendation 3.14

16 Increased to €217m in the 2018 mid-term capital review

For example, the Garda Síochána is piloting a duties management system, but unlike other police services that use the same product, the Garda Síochána version will not immediately be linked to human resources and finance systems. This greatly limits the opportunity to improve effectiveness and efficiency.

During visits, the Inspectorate noted the continued absence of what are regarded as commonplace ICT solutions in place in other police services, such as electronic custody records. It was also pointed out to the Inspectorate that even where electronic solutions exist, they are often duplicated with manual systems, such as the requirement to hand write suspect interview notes, even though the interview is video recorded. The Inspectorate was informed that this is a legislative requirement. However, it considers that where changes in regulations or legislation are necessary to facilitate the introduction of more efficient processes, these should be sought.

It is clear that the Garda Síochána is well behind comparable police services in terms of its use of technology, including for front-line officers. This significantly limits its ability to provide the best possible policing service. In addition to the technology to support organisational infrastructure such as human resources management systems, CAD and duty management systems, many police services have equipped their front-line officers with a range of ICT equipment to improve operational efficiency and effectiveness. These are further discussed in Chapter 3.

Police services are also using technology to analyse crime and incident data to predict crime hotspots, enabling preventative actions to be taken in a targeted way. Members of the public in other jurisdictions benefit from technology-enabled policing by being able to see crime information about their neighbourhood and engage with their local police through social media. Victims can go online to track their case through the criminal justice system.

In other jurisdictions, technology is used to improve the efficiency and effectiveness of wider criminal justice processes. For example, the 'Causeway' criminal justice integration project in Northern Ireland reformed criminal justice processes by enabling the electronic sharing of data including prosecution files and court outcomes among key criminal justice organisations, resulting in better partnership working and compressed time frames for end-to-end processes.

Previous Inspectorate Recommendations

The finance announced in September 2015 for ICT improvements in the Garda Síochána was a direct response to the Inspectorate's report into crime investigation, published in December 2014. That report highlighted the lack of ICT systems and pointed to the need for a greater use of technology in managing administration, crime prevention and crime investigation.

The following are examples of key ICT solutions, including some that were recommended[17] by the Inspectorate, and their current status.

Property and Exhibits Management System (PEMS)	Deployed to all regions since November 2017
Automatic Vehicle and Personnel Location System (AVPLS)	Deployed to all divisional control rooms
Mobility Pilot	Pilot in operation in Limerick which allows 50 front-line members to obtain vehicle details and access official emails via a smartphone
A Roster and Duty Management System (RDMS)	RDMS commenced a pilot phase in DMR Eastern Division in June 2018

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17   Crime Investigation (2014) Recommendations 3.16, 3.20, 4.2, 6.11, 6.28, 6.30, 9.16, *Resource Allocation (2009)* Recommendation 3

An Investigation Management System	Scheduled to be deployed in the Waterford Division at the end of 2018, with national roll-out during 2019
A new Computer Aided Dispatch system	Awaiting approval from the Department of Public Expenditure and Reform

Summary

There is an urgent need for an updated ICT strategy that integrates with and supports the Garda Síochána's vision for policing. It needs to focus on getting the essential strategic systems, such as organisational human resources and finance management, in place as well as on doing things differently. The ICT strategy should not be just about digitising existing processes but should also be an opportunity to review, streamline and update processes to create efficiencies and reduce unnecessary bureaucracy.

The absence of basic technologies to assist with resource allocation, deployment and investigation means the Garda Síochána is less efficient and effective than it could otherwise be and this has an adverse impact on service delivery. The need for many of these enabling technologies has already been identified, but decisions on their acquisition and deployment need to be expedited to have the desired effect.

Accommodation Strategy

In 2010, the Garda Síochána published a *Long Term Accommodation Strategy*. This was a comprehensive strategy that reflected the position of the organisation in 2009. While now eight years old, many of the challenges identified at that time are still current today. At that time, the garda estate consisted of 703 stations and a range of national, support, administrative and specialist accommodation and facilities. The strategy highlighted that few organisations in the country occupy buildings as old as those accommodating the Garda Síochána. There

was detailed analysis completed at that time comparing the number of police stations per 100,000 population against police services in England, Wales, Scotland and Northern Ireland. This found that Ireland had more stations per head of population and per 1,000 square km policed than all of these police services. At that time only 21% of stations were open to the public on a 24/7 basis and there was a clear link between larger stations and longer opening hours. The 2010 strategy set out the requirements of the Garda Síochána for an investment package of over €800m over 10 years.

The Garda Station Building and Refurbishment Programme 2016–2021 is in place with an intention of benefiting 30 locations. This is based on €60m of Exchequer funding as well as Public Private Partnership projects to deliver new garda stations in Clonmel, Macroom and Sligo. Three new divisional and regional headquarters stations are now open in Galway, Wexford and Kevin Street in Dublin at a cost of a further €100m. The programme also includes the refurbishment of Athlone Garda Station which was visited as part of this inspection. Garda accommodation comes under the portfolio of State property, the management and maintenance of which is primarily the responsibility of the Office of Public Works.

The functions of the Office of Public Works also include the provision of new accommodation by way of purchase, construction, or rent, and the design, procurement and management of construction, renovation or maintenance projects.

Concerns were raised by the Garda Síochána about the absence of funds in place for the MRP as well as the development of a new divisional policing model. The Garda Finance Directorate highlighted significant challenges including the small scale capital works budget where the budget provision for 2018 is €642,000, but the expenditure in 2017 was €4.3m.[18] The Inspectorate was also informed that in 2018, the Directorate has 174 applications for funding for small works and, based on current commitments, the Garda Síochána would need a budget of at least €3.4m.

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18 Small scale capital works include work to improve/upgrade a range of areas such as security works, prisoner processing facilities, public office upgrades, office reconfigurations and health & safety works.

It was further explained that there has been no benchmarking of the garda estate against other parts of the public service or other police services. The concerns about accommodation and funding are recorded as a high corporate risk.

At an organisational level, the 2010 accommodation strategy needs to be refreshed in preparation for a bid to the 2022–2028 capital planning process and to assist the Garda Síochána in its modernisation programme. To enable this task to be carried out, there needs to be a clear view of future organisational requirements that take account not only of growth in the organisation but planned or anticipated changes to organisational structure. The changing demographics and population movements as described earlier in the chapter also need to be considered in the development of the strategy. The strategy should explore new types of facilities to meet the demands of 21st-century policing, which take account of new technology and new ways of working both within and outside the Garda Síochána. One way of doing this is to examine opportunities to co-locate with other organisations. A benchmarking exercise that compares the cost and space usage of garda accommodation against other similar police services could be conducted.

In its fifth progress report to the Minister for Justice and Equality, the Policing Authority stated that it had *'become aware that the scale of the impact of accommodation constraints on the organisation is more severe, and more urgent, than originally anticipated'* and noted that *'a working group comprising the Garda Síochána, OPW and the Department of Justice and Equality had been formed to prioritise capital projects and works'*. *The Policing Authority also reported that the condition of buildings has become a risk to the organisation, describing the current accommodation situation as 'a barrier to the full achievement of the MRP'*. (Policing Authority, 2018b).The Inspectorate's findings support this assessment.

Chapter 4 examines how garda stations and other facilities are used to deliver local policing services now and into the future.

Strategy for Growth

Workforce planning is a process used by organisations to understand their current and future workforce requirements. With the increasing garda workforce, it is critically important that the Garda Síochána has a workforce planning process in place as well as a comprehensive workforce plan to enable it to deliver the organisation's functions.

Workforce plans are an essential part of the business planning process and should bring together a number of important factors, such as succession planning, the skills that are required in the organisation now and into the future and where people are most needed. They should be developed in the context of supporting strategy statements and policing priorities.

At the time of completing inspection visits, the Garda Síochána provided a copy of a draft workforce plan dated June 2018. The plan outlines that *'the overall aim of workforce planning for An Garda Síochána is to get the right people with the right skills in the right place at the right cost to support the key strategic objectives of the organisation'*.

As stated at the beginning of this chapter, the effective allocation of resources requires an organisation to have systems and processes in place to ensure that it fully understands the demand for its services and, as a result, is able to develop clear strategic priorities. Following these processes, an organisation is in a good position to develop a workforce plan that sets out how the short- to long-term skills and staffing needs of the organisation will be addressed. This includes identifying skills gaps, recruiting and training staff, allocating people across the organisation and describing how the plan will support future organisational needs.

The Garda Síochána's Workforce Plan

The Garda Síochána has recently developed a workforce plan and a people strategy that acknowledge some of the factors affecting availability of staff and explain how it can effectively manage an employee strength of 21,000. The workforce plan sets out the "as is" resource allocation of garda members and staff under seven service areas.

These are:

> Regular and community policing;
> Roads policing and special events;
> Specialist/serious crime;
> State security;
> Crime support;
> Enabling functions and governance; and
> Compliance and administration.

It then identifies the projected "to be" number of members and staff in each service area, based on the target of 15,000 garda members and 4,000 garda staff. A plan for allocation of garda reserves is not included. The plan states that the "to be" model has been developed to reflect priorities agreed by the senior leadership team, listing them as:

> Prioritisation of regular garda units;
> Specialisation and professionalisation at regional/divisional level;
> Rebalancing of administrative resources; and
> Significant strengthening and professionalisation of enabling functions.

It was explained to the Inspectorate that the 2021 "to be" numbers were determined as a result of an exercise conducted by an external consultant with the senior leadership team and the Strategic Transformation Office (which is responsible for managing the modernisation programme). The exercise identified the Garda Síochána's strategic priorities as the MRP priorities, recommendations from various external reports, the policing plan and new structures. It then identified the areas that needed to have additional resources allocated. The resulting "to be" numbers are described as high level and indicative.

The Inspectorate would have expected to see some level of analysis of current and future demand contained in the draft workforce plan. However, there was no reference to demand. The Inspectorate was told that the organisation is starting to look in more detail at demand, although the methodology for this had not been decided. The Inspectorate would also have expected the plan to illustrate the correlation between the organisation's policing priorities, as described in the strategy statement, and resourcing levels. Again, this is absent from the draft plan.

Other police services are using an innovative approach known as priority-based budgeting (PBB) to match resources to their priorities. PBB moves away from the traditional routine of basing "new" budgets on revisions to the "old" budget. The underlying philosophy of PBB is about how the organisation should invest resources to meet its stated objectives. In *Changing Policing in Ireland (2015)* the Inspectorate made a recommendation that the Garda Síochána regularly conducts an in-depth PBB approach to ensure resources are aligned with the policing plan and ministerial priorities.[19] In an update on the implementation of this recommendation dated May 2017, the Garda Síochána stated that *'significant ring fenced resources have been allocated to operations in relation to Border Security, Organised Crime, Port Security and for Operation Thor in respect of the following criminal investigation and prevention initiatives: prevention of burglaries and related crimes; high visibility checkpoints; increased motorway network patrolling; and targeting of prolific offenders'.* However, it would appear that this was not as a result of a PBB process.

Thames Valley Police was one of the first police services in the UK to introduce PBB and received positive feedback from HMICFRS about how it uses the process to good effect to understand demand, allocate and redistribute resources. The PBB process ensures that Thames Valley Police resources are directed to its priority areas and that services are delivered in the most effective way (HMICFRS, 2017a). The PSNI has used a similar process, called priority-based resourcing to forensically examine every area of its business, the demand in that area and adjust resourcing levels to improve efficiency and effectiveness. HMICFRS acknowledged that the process contributed to the PSNI's good understanding of demand and use of resources (HMICFRS, 2018a).

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19   Changing Policing in Ireland (2015) Recommendation 5.11

Summary (Workforce Plan)

Although the Garda Síochána has a workforce plan, it is unclear what the optimum number and mix of members, garda staff and reserves should be to police Ireland. To have an effective workforce plan the Garda Síochána needs to understand the demand for its services and have clear organisational priorities identified in its strategy statement and policing plans. It should then use this information to determine how many staff of each rank or grade is required to meet the demand and deliver the priorities as well as where they should be located, both now and in the future. From this, recruitment, training, allocation and promotion requirements can be determined. Using tools such as business process mapping and activity analysis would assist in identifying the appropriate rank/grade and number of staff required for each location and function. Having clearly defined role profiles and job descriptions for all staff is also key to effective workforce planning. Applying a PBB process could further develop the workforce plan by critically assessing the deployment of current resources, redistributing them as necessary and by identifying where to deploy the additional resources currently being recruited. However, the Garda Síochána has a limited understanding of its demand, has conducted little process mapping, has not carried out any activity analysis and has too many priorities, which have been set without the application of an ILP model. As a result, there is a risk that resources will not be correctly distributed and this will have an adverse impact on the delivery of policing services at national and local levels.

Governance, Accountability and Risk Management at a Strategic Level

Governance is the term used to describe how organisations are managed, directed and controlled. It is about how decisions are made and about the structures and processes that ensure compliance with policies and procedures so that the organisation operates effectively and meets its objectives. It is also about the management of performance.

The Inspectorate has already dealt comprehensively with the need for clear governance arrangements in the organisation. In its 2015 report, *Changing Policing in Ireland*, the Inspectorate recommended that the Garda Síochána adopt more streamlined structures, appoint a Deputy Commissioner for Governance and Strategy and create a governance portfolio including a Governance Board.[20] The Garda Síochána has reported that the latter recommendations have been implemented.

In 2018, the Policing Authority referred to weak governance arrangements in the organisation and said that the governance role, purpose, responsibility and accountability of the various boards specified in the MRP (Training and Capability Development; Resource Allocation and Deployment; Information Technology; Finance and Investment; Risk and Policy; and Transformation) is unclear (Policing Authority, 2018c).

The important points are that clear governance arrangements should be implemented as soon as possible, which define who is responsible for what, and that key corporate functions such as internal audit, risk management, communications, strategic transformation and change management are under the direct control of the Commissioner.

The Garda Professional Standards Unit informed the Inspectorate that the Garda Síochána's main governance tools are its policing plans, management meetings that are held within the PAF and risk management processes.

Although the divisional chief superintendent exercises overall responsibility for the whole division, the superintendent in charge of a district (the district officer) is responsible for all local policing matters in that district. The PAF process of regular meetings has been introduced to assist in the governance of divisions and districts. During this inspection, the Inspectorate attended several divisional PAF meetings.

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20   Changing Policing in Ireland (2015) Recommendations 1.1 and 3.4.

These are normally chaired by the divisional chief superintendent and attended by the district superintendents and senior garda staff member. At meetings at which the Inspectorate was present, crime trends in each district were discussed but there was no discussion about the factors behind the changes, about actions to address increases in certain crime types or about vulnerable groups. Progress against the policing plan was also not discussed. The Inspectorate considers that the PAF meetings at divisional level are an important tool in the governance of local policing.

The Inspectorate also attended several PAF meetings at district level. These are intended to be held on a daily basis and are generally chaired by the district superintendent. They are usually attended by members of the various ranks and by the finance officer (a garda staff member). The Inspectorate considers that these meetings are also important in the governance process.

The Inspectorate considers that while the quality of the PAF meetings attended varied, they could benefit from a more strategic approach being taken in relation to district and divisional performance. The Inspectorate did not see any garda document that specifies or describes how local policing is governed in terms of planning, resourcing, control, decision-making and standards.

Accountability involves being answerable for decisions and actions taken and is an important aspect of internal governance. Again, the Policing Authority has pointed to the lack of clear ownership at the executive level for important strategic and operational issues. This observation extends to local policing. In this review the Inspectorate saw examples of a disconnect between headquarters and local levels. Clear lines of governance and reporting would address this. The Inspectorate considers that the proposed divisional functionality model of policing (outlined earlier in this chapter and in Chapter 4), which includes a governance hub under a superintendent, would contribute to improvements in accountability due to its focus on functional responsibility.

The management of risk is a critically important aspect of governance in any organisation. Effective risk management can protect an organisation's reputation, enable it to achieve its objectives, assist it to determine the most effective use of resources and increase public confidence.

The Inspectorate commented extensively on risk management in the Garda Síochána in its report *Changing Policing in Ireland (2015)* and made an important recommendation with key actions that it considered necessary to develop effective risk management practices, including the creation of a full-time Risk Management Office and a Risk Management Governance Committee.[21] As reported in the Policing Authority's fifth report on the implementation of recommendations in the *Changing Policing in Ireland (2015)* report this is an area where a large proportion of the actions required to implement the recommendation have been taken (Policing Authority, 2018b).

The Inspectorate was interested in understanding how risk management processes were operating in practice. To do this, it reviewed the Garda Síochána risk management policy and asked to see copies of the corporate and regional risk registers, as well as those from the divisions and districts it visited.

The Garda Síochána's risk management procedure describes a three-tier risk management process, with risk being managed and registers maintained at local, executive and corporate levels. However, the first tier comprises three separate levels, namely district officer, divisional officer and assistant commissioner or their staff equivalent. This effectively creates a five-tier process, resulting in a total of 130 risk registers for the regions, divisions and districts that provide policing services to local communities. This figure does not include registers in national units or other headquarters departments.

On examination of the divisional and district risk registers provided, the Inspectorate noted that these are now in electronic format and use a standardised template that sets out the key risks, the risk grading, existing controls and actions to mitigate the risk. Several of the senior managers

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21   Changing Policing in Ireland (2015) Recommendation 3.5

spoken to reported receiving good advice from the Garda Risk Management Unit. In addition, a number of managers identified themselves as "risk champions", with responsibility for driving and supporting the use of risk management practices within their area. The Inspectorate welcomes these positive developments in relation to risk management. Further assessment of the examination of local risk registers is contained in Chapter 4.

Despite several requests, the Garda Síochána did not provide the Inspectorate with copies of the corporate and regional registers. Examination of these documents would have enabled the Inspectorate to review the escalation and de-escalation of risks within the organisation as part of the overall management process.

Critical Action 2

This part of this chapter examined, from a strategic perspective, the structures, strategies and plans in place to deliver policing at a local level. This included an examination of a number of organisational strategies most relevant to this review, including community policing, ICT, accommodation and the draft workforce plan.

The Inspectorate believes that a leaner organisational structure with fewer regions and divisions would improve efficiency and effectiveness.

It also regards the implementation of a full divisional functionality policing model as critically important. The garda divisional policing model is significantly different from the model recommended by the Inspectorate, most notably due to the creation of multiple community engagement hubs, which perpetuate the current district model of policing.

There are several different community policing models in operation and although the internationally recognised elements of community policing are contained within them, these were not always well understood or consistently applied.

While progress has been made in relation to a number of organisational ICT projects, there is an urgent need for an updated ICT strategy that integrates with and supports the Garda Síochána's vision for policing. It should also put technology solutions in place that support and enhance the delivery of local policing services. Updating the strategy provides a good opportunity to review and streamline processes to create efficiencies and reduce unnecessary bureaucracy.

At an organisational level, the 2010 accommodation strategy needs to be refreshed in preparation for a bid to the 2022–2028 capital planning process and to assist the Garda Síochána in its modernisation programme. This strategy needs to consider future organisational requirements that take account of growth as well as planned or anticipated changes to the organisational structure and operating model.

Although the Garda Síochána has a workforce plan, it is unclear what the optimum number and mix of members, garda staff and reserves should be to police Ireland. The recently developed plan sets out the current and future allocation of human resources as the organisation grows to 15,000 members and 4,000 garda staff. This reflects priorities agreed by the senior leadership team, including prioritisation of regular units and specialisation and professionalisation at regional/divisional level. However, the plan does not contain analysis of current or future demand or reflect a correlation between the policing priorities, as described in the strategy statement, and resourcing levels. A limited understanding of current and future demand hinders the development of a more effective workforce plan.

Using tools such as business process mapping and activity analysis would assist in identifying the appropriate rank/grade and number of staff required for functions. As previously recommended, applying a PBB process could further develop the plan by critically assessing the allocation of current and future resources.

At a time of modernisation and reform, it is vital that organisational changes are understood and embedded. As such, change programmes must be supported by engagement strategies and plans that are tailored to internal and external audiences.

The chapter contains a number of references to recommendations made in previous Inspectorate reports. Although some progress has been made, many recommendations have not been fully implemented.

Critical Action 2 contains a number of organisational strategies and plans that could significantly support and enhance the delivery of local policing services.

Critical Action 2

To develop organisational structures, strategies and plans that enhance the delivery of local policing services.

In support of this critical action, the Inspectorate considers that the following areas need to be addressed:

> Implement the full divisional functionality policing model previously recommended by the Inspectorate;

> Develop and implement a single community policing strategy that includes a clear definition of the vision and purpose of community policing, outlines the operating framework and states the core role and responsibilities of all members and staff involved in community policing;

> Ensure that a strategic principle of the new ICT strategy is to support the delivery of local policing services;

> Develop the organisational workforce plan to ensure that it aligns resources to policing priorities and demand and takes account of the ongoing increase in human resources;

> Develop an updated accommodation strategy that takes account of structural and workforce changes; and

> To support such organisational changes, develop and implement an internal and external engagement strategy.

Chapter 2

Allocation, Availability and Utilisation of Resources

'Visibility matters to local communities and they want to see an increased garda presence'.

Introduction

While this chapter mainly focuses on the allocation and availability of the garda workforce, it also looks at the utilisation of other important resources, such as stations, vehicles and overtime.

Three previous inspections completed by the Inspectorate, *Resource Allocation (2009), Crime Investigation (2014)* and *Changing Policing in Ireland (2015)* are considered to have significant relevance to this latest inspection. This chapter examines the progress made since these reports, with particular focus on recommendations made to release gardaí from non-operational roles to front-line policing duties.

The chapter specifically looks at the position in 2018 with regard to the allocation, availability and utilisation of resources. This includes an examination of specific areas relating to resources including:

> Garda resource allocation processes;

> Visibility and accessibility of resources;

> Purpose and utilisation of stations;

> Civilianisation of non-operational roles performed by gardaí;

> Availability and use of the Garda Reserve; and

> Abstractions of gardaí from core roles.

The delivery of most policing services and daily contact with communities takes place at divisional and district levels. This chapter looks at how resources are allocated and how they are used to deliver local policing services.

For presentation purposes, the chapter is divided into two parts. Part I examines the allocation of human resources and Part II looks at the availability and utilisation of resources for local policing services.

Part I – Allocation of Human Resources

As discussed in Chapter 1, prior to the allocation of resources, it is imperative that a police service fully understands its policing demand, determines its policing priorities, and establishes a robust organisational structure that will deliver effective services. Once that process is complete, appropriate levels of resources need to be allocated to support policing priorities. This section examines the total number of human resources available to the Garda Síochána and how they are allocated to certain policing functions at headquarters and national levels as well as to local policing roles in regions, divisions and districts.

There are a number of barriers in place that affect the allocation of human resources. For example, despite Inspectorate recommendations dating back to 2009, the Garda Síochána still does not have suitable human resource systems in place to support the effective allocation and management of people. In practice, the Garda Síochána uses GRIPS (Garda Regional Integrated Personnel System), PULSE data and paper-based systems to understand where the people in the organisation are at any given time and what skills they have. GRIPS and PULSE data are inaccurate and people are not always in the location shown on these systems. It is difficult to make effective resource allocation decisions when data on people is not easily available, and is inaccurate. The Garda Síochána also does not take into account all information readily available to it and which would help with resource allocation. For example, calls for service (emergency and non-emergency calls) demand data is available but not all of the call data is used by the Garda Síochána in its allocation formula.

The garda roster has featured in several Inspectorate reports and it continues to severely impact on the availability of resources for national and local policing services. The roster has an impact at all levels of the organisation and ultimately it does not put the right number of people on duty at the right times. This was the subject of a recommendation in the Inspectorate's 2015 report and the issues identified at that time, remain unresolved today.[22]

The impact of the roster is further discussed in Chapter 3.

Currently, Garda Síochána resources are not allocated to match current or future policing demand. The decision to allocate the same number of resources to Protective Services Units in all 28 divisions is an example of not fully establishing the different level of demand likely to face each unit.[23] While the introduction of these specialist units is welcome, some divisions will clearly need greater numbers of staff than others.

As discussed in Chapter 1, the Garda Síochána is not using priority-based budgeting to align resources to policing priorities and it is not conducting strategic assessments of threat, risk and harm to better understand policing demand and to ensure that there is a strong evidence base for the allocation of resources. At an Excellence in Policing conference in October 2017, one of the keynote speakers from Her Majesty's Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS) outlined a number of characteristics of good performing police services, including resourcing decisions based on clear rationale, prioritisation, and evidence-based policing.

As explained in Chapter 1, if you do not understand policing demand, you do not know how busy you are. It is therefore impossible to allocate resources efficiently and effectively.

Garda Síochána Staffing Levels

The Government's Five Year Reform and High Level Workforce Plan approved in 2016 envisages an overall garda workforce of 21,000 people by 2021. This will comprise 15,000 garda members, 4,000 garda staff and 2,000 garda reserves.

Workforce Strength

In March 2018, the Garda Síochána consisted of 16,589 personnel, comprising 13,739 garda members, 2,288 garda staff and 562 garda reserves. This compares to a total workforce of 15,982 in December 2014 that comprised 12,804 garda members, 2,054 garda staff and 1,124 garda reserves.

Figure 2.1 shows the total workforce numbers in December 2014 and March 2018 broken down by rank and grade.

Figure 2.1 - Total Workforce Numbers by Rank/Grade in 2014 and 2018

Rank	2018	2014
Commissioner	0	1
Deputy Commissioner	2	0
Chief Administration Officer	1	1
Asst. Commissioner	9	7
Executive Director of Finance	1	1
Executive Director of IT	1	1
Executive Director of HR	1	1
Executive Director Strategic Change	1	0
Executive Director Legal & Compliance	1	0
Director	1	1
Principal Officer	12	5
Chief Superintendent	44	37
Superintendent	164	135
Assistant Principal Officer	31	14
Inspector	262	295
Higher Executive Officer	124	80
Sergeant	1,879	1,914
Executive Officer[24]	345	84
Garda	11,379	10,415
Staff Officer/ District Finance Officer	0	186
Clerical Officer	1,446	1,361
Professional/Technical	55	64
Industrial (including Cleaners)	227	214
Service Officers/Attendants	42	41
Reserves	562	1,124
Total	**16,589**	**15,982**

Source: Data provided by the Department of Justice and Equality and PULSE; analysis by the Garda Inspectorate

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23   Protective Services Units are being established across all divisions to investigate crimes such as adult rape and child sexual abuse

24   Note: Staff officer and executive officer grades were integrated in 2017

To examine changes in the number of resources that were available to the Garda Síochána, the Inspectorate examined the years 2005 through to 2018. For analysis purposes, the Inspectorate looked at three specific people groups:

> Garda members;

> Garda staff; and

> Garda reserves.

Garda Members

Figure 2.2 shows the total number of garda members (all ranks) that were available in 2005 through to March 2018.

As the figure shows, the total number of members has fluctuated over the last 12 years with the lowest level in this analysis of 12,264 members in 2005 to the highest level of 14,548 in 2009. In March 2018, the total number was 13,739. With current and projected recruitment levels, the Garda Síochána appears to be on track to achieve the Government target of 15,000 members by 2021.

Figure 2.2 - Total Number of Garda Members (All Ranks), 2005 to March 2018
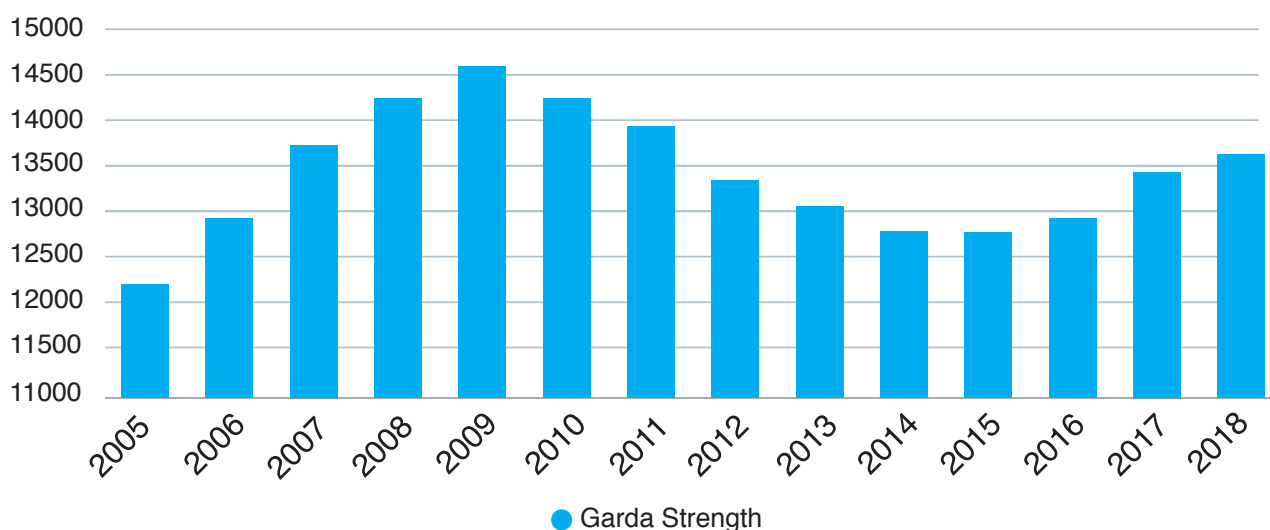
Source: Data provided by the Department of Justice and Equality; analysis by the Garda Inspectorate

Garda Staff

Figure 2.3 shows the total number of garda staff (full-time equivalent (FTE) all grades) that were available in 2005 through to April 2018.

The total number of garda staff has remained fairly static over an extended period, with restrictions on recruitment in place for many years. Figure 2.3 shows that the lowest level in this analysis was 1,166 in 2005, rising to the highest level of 2,288 in April 2018. Since the Inspectorate's 2015 report, the number (FTE) increased by 234 and as a proportion of all garda members and garda staff increased from 13.8% in 2014 to 14.3% in 2018. While this is against the backdrop of garda member recruitment, the progress towards the target of 4,000 is still very slow and disappointing.

At this time, reaching 4,000 garda staff by 2021 looks challenging and will not be achieved unless immediate action is taken. Some of the reasons for slow progress are discussed later in this chapter along with suggestions to help with the recruitment and retention of garda staff.

Figure 2.3 - Total Number of Garda Staff (FTE all Grades), 2005 to April 2018[25]

● Garda Staff Strength (FTE)

Source: Data provided by the Department of Justice and Equality; analysis by the Garda Inspectorate

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25   Full-time equivalent is used to show how many employees an organisation has on a full-time basis

Figure 2.4 - Total Number of Garda Reserves, 2006 to April 2018

Source: Data provided by the Department of Justice and Equality; analysis by the Garda Inspectorate
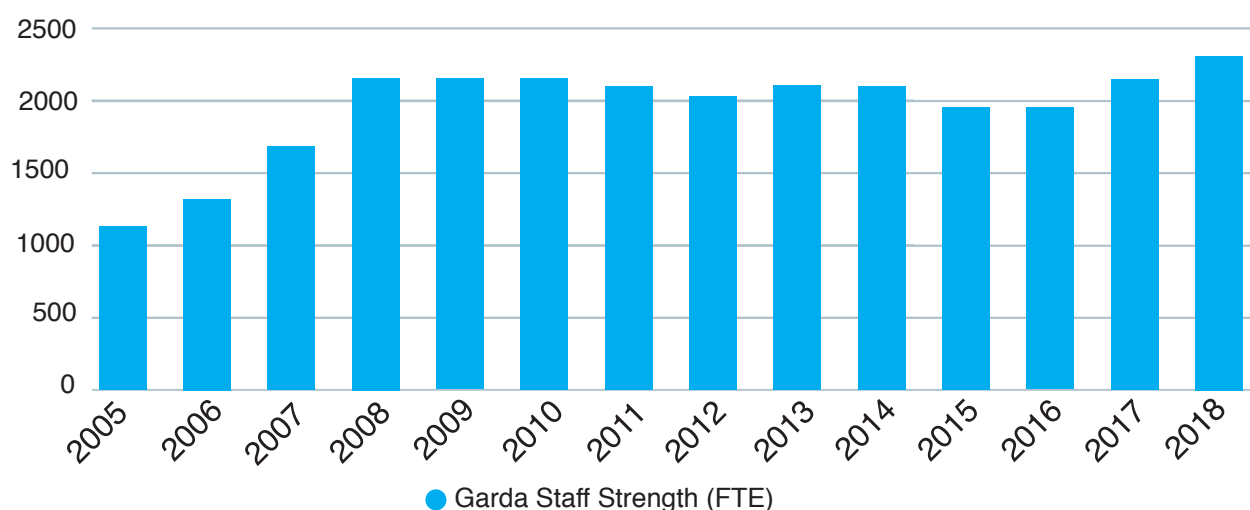
Garda Reserve

Figure 2.4 shows the total number of garda reserves available from the inception of the Garda Reserve in 2006 through to April 2018.

This shows that reserve numbers rose from 2006 to a peak of 1,164 in 2013. Since that time, numbers have fallen dramatically and in April 2018, there were only 562 reserve members. The Government target of reaching 2,000 reserves by 2021 is unlikely to be achieved unless immediate action is taken. Some of the reasons for the decline in numbers are discussed later in this chapter along with suggestions to help with the recruitment and retention of reserves.

Resourcing of Headquarters and National Units

There are a number of steps in the Garda Síochána resource allocation process. A crucial part of the process is determining how many people need to be assigned to headquarters and national units. Unlike many other jurisdictions, the Garda Síochána has responsibility for all policing functions including State security and ports of entry and organised crime.

Garda Headquarters and ultimately the Commissioner and the executive team decide how many gardaí and garda staff will be "top sliced" from the overall staffing number to perform a range of different functions at headquarters, in national/support units and at places such as the Garda College. There are some types of crime and incidents where a national response is more effective than providing services at a local level. Examples include units that provide an armed response to incidents and units that investigate terrorism cases. A national approach provides a more agile response and allows the Garda Síochána to train sufficient numbers of staff in specialist areas to appropriate levels.

Deciding on the number and type of national units at this level, as well as what they will and will not deal with is very important. In previous inspections, the Inspectorate highlighted units such as the National Bureau of Criminal Investigation and raised concerns that it is investigating some less serious internal crimes, such as theft of cash from garda stations, but was not assigned to lead investigations for serious crimes, such as unlawful homicide.

In the Inspectorate's 2014 report, a recommendation was made to create dedicated Major Investigations Teams to deal with all homicide investigations as well as some other serious crimes.[26] Currently, individual districts take the lead in homicide investigations. This approach is inefficient for a number of reasons including the negative impact on other local crimes already under investigation within a district, as well as the training and resourcing requirements based on a 96 district model. This approach to homicide investigation is not in use in any of the other police services visited by the Inspectorate and while they had all at some point investigated homicides in this way, not one of them would return to this system. While the issue of creating Major Investigations Teams was also included in the Inspectorate's 2015 report[27], no progress has been made.

This inspection has established that headquarters and national unit resources are not allocated using a specific model and it appears that many of the decisions are based on historical reasons, rather than on current or future demand. In March 2018, 1,968 members (14% of all members) were allocated to these units. Headquarters and national units have an important role to play and it is important to ensure that the numbers of staff assigned to duties in these units are appropriate. In the absence of a formal allocation process that takes into account meaningful demand data, the Inspectorate is unable to determine if there are sufficient resources in place. Crucially, every member allocated to these units effectively removes a resource from a front-line local policing role.

Balancing the available resources between headquarters, national and local policing units is the type of challenge that also faces other police services. It is important for the Garda Síochána to critically assess all positions in headquarters, national units and local policing to identify efficiency and effectiveness opportunities, which will enable the allocation of additional resources to areas of higher threat, risk, harm and vulnerability.

Resourcing of Garda Regions

There is no resource allocation model in place for deciding on the levels of regional resources. The vast majority of members assigned to the six regions have a national responsibility, such as armed response units that provide a national firearms response to incidents that require the spontaneous or pre-planned deployment of uniformed armed gardaí. The following information is included to highlight the types of units and functions assigned to regions. For operational reasons, the number of members in some of these units is not included.

During a visit to the Western Region, the following units and people were in place to support local policing:

> Regional office support staff that includes an inspector, a higher executive officer for garda staff human resource functions and two clerical support staff;

> Regional detective superintendent;

> Garda analysts;

> Covert Human Intelligence Sources Unit;

> Armed Regional Support Unit;

> Regional Surveillance Unit; and

> Forensic collision investigators.

While regional assistant commissioners and their administrative support teams are geographically located within their region, most assistant commissioners also have lead responsibility for organisational projects. Assistant commissioners have no specific role in the allocation of human resources to divisions within their regions, but they do have a part to play in supporting divisions with business cases for additional staff.

Distribution of Resources to Garda Divisions

The Garda Síochána is using a relatively new model called 'Cohort' to distribute gardaí across the 28 divisions. Cohort is a distribution model and not an evidence/needs-based allocation model. Cohort is not determining how many gardaí a division actually needs to match its policing demand, it is simply distributing the number of gardaí that are available, after

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26   *Crime Investigation (2014)* Recommendation 6.16

27   *Changing Policing in Ireland (2015)* Recommendation 1.3

headquarters and national unit numbers are removed. For example, on 9 April 2018, the total number of members was 13,653. Of those, 2,097 members were "top sliced" for headquarters and national units. Of the remaining 11,556, Cohort removes a number of different groups such as those who are higher than garda rank, specialist gardaí, such as crime scene examiners and those on long-term sick or on light duties. Cohort distributes the remaining 7,936 members to divisions.

In distributing members, Cohort takes into account a number of factors including population levels, footfall (including tourists and students), the number of stations, prisons, ports of entry and other static posts that require a garda presence. This model was revised to take into account the low population levels and high volume crime levels in the two Dublin City centre divisions. It also takes into account crime and non-crime incidents using five years of PULSE data. This single factor accounts for nearly 46% of the formula used and therefore is heavily weighted in terms of the overall criteria used. Additionally, Cohort considers the age profile of members, the ratio of sergeants to members and the number of reserves available.

In essence, once these factors are taken into consideration, each division receives a proportion of the available gardaí. As more gardaí are recruited into the organisation and numbers grow, divisions will continue to receive a proportion of those resources. While this process determines the number of gardaí for each division, Garda Human Resource Management (HRM) informed the Inspectorate that it is extremely difficult to attain the number set by Cohort. For example, some divisions have a surplus in the number of garda members set by Cohort and some have a deficit.

HRM explained that it is difficult to balance the numbers by moving members from one division to another if the member is unwilling to move. As a result, numbers are mainly adjusted by the distribution of new probationers on completion of their training at the Garda College. This process is also complicated as there are restrictions as to where new probationers can be posted.

This process has not yet addressed imbalances and HRM is considering a second process for probationers at the end of their probationary period as a means of rebalancing numbers across divisions.

During this inspection, the Inspectorate identified that a separate distribution process was in place for roads policing resources. The Policing Authority placed particular focus on roads policing throughout 2017 and requested information on the process used to establish the level and location of roads policing resources (Policing Authority, 2018a). In a response, the Garda Síochána outlined the creation of an algorithm that takes into account and weights a number of factors including the number of road traffic collisions, as well as the number of injuries and fatalities. The Inspectorate was informed that the Garda Síochána intend to increase the number of members in roads policing to 1,035 over a five-year period, with an increase of 150 in 2018. This decision is based on historical numbers from 2009 and the algorithm is used to distribute members. Although fatal and injury collisions are included as factors in the algorithm, roads policing units do not investigate these types of incidents. While the algorithm appears to distribute members for prevention purposes, the Inspectorate has a long-standing view that specialist roads policing units should investigate these types of collisions.

Distribution of Garda Probationers

The number of members on each division is subject to constant change with people leaving or arriving on promotion or transfer as well as those members who retire from the service. As a result, Cohort needs to be able to respond to changes and, as explained earlier, the distribution of probationers is the main method of adjusting overall numbers. Figure 2.5 shows the distribution of 1,961 probationers across the 28 divisions since 2015 and up to June 2018.

Figure 2.5 - Distribution of Garda Probationers by Division, 2015 to June 2018

Division	2015	2016	2017	2018	Total
DMR[28] Western	29	35	73	57	194
DMR North Central	22	44	69	46	181
DMR South Central	21	42	78	34	175
DMR Northern	19	34	70	30	153
DMR Southern	19	33	66	32	150
Kildare	14	19	47	13	93
Laois/Offaly	9	20	42	11	82
DMR Eastern	9	19	37	12	77
Louth	10	17	34	15	76
Waterford	14	10	30	18	72
Wexford	14	10	34	11	69
Meath	5	19	30	10	64
Limerick	9	17	18	19	63
Cavan/Monaghan	10	8	22	22	62
Kilkenny/Carlow	9	10	30	4	53
Cork City	7	5	26	15	53
Tipperary	5	14	21	4	44
Donegal	10	5	13	9	37
Wicklow	7	0	19	10	36
Kerry	9	0	17	8	34
Clare	10	5	10	8	33
Westmeath	5	5	22	0	32
Galway	5	5	10	7	27
Cork North	0	5	15	5	25
Cork West	5	0	15	4	24
Mayo	5	0	14	0	19
Sligo/Leitrim	5	5	8	0	18
Roscommon/Longford	0	5	10	0	15
Total	286	391	880	404	1,961

Source: Data provided by the Department of Justice and Equality; analysis by the Garda Inspectorate

This shows that the distribution level ranged from 15 probationers sent to Roscommon/Longford to 194 sent to DMR Western. Five out of the six divisions in Dublin received the largest numbers of probationers in this period. In comparing this data with Cohort data from April 2018, the three divisions that received the fewest numbers of probationers in this period were still significantly above their Cohort level.

This includes Sligo/Leitrim that were 17% above the target level set by Cohort, Mayo 19% above and Roscommon/Longford 20%. Conversely, while DMR Western received the largest number of probationers, it was still 12% below the Cohort target level. While divisions in Dublin received the largest numbers of probationers in this period, they also lost significant numbers of experienced members selected for national unit and headquarters duties.

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28   DMR is an abbreviation for Dublin Metropolitan Region

The arrival of new probationers is good for morale and while they are inexperienced in policing terms, they do provide additional resources to assist with policing demand. On the negative side, receiving a large number of probationers can result in regular units with high numbers of very inexperienced gardaí. Large numbers of probationers also require sufficient levels of tutors and supervisors to ensure good mentoring and supervision.

Distribution of Garda Staff Resources

There is no model used to allocate garda staff and there is no correlation between the Cohort process and the numbers of garda staff assigned to each business unit. This is further discussed in Part II of this chapter.

Allocation of Resources 2014 to 2018

In the Inspectorate's 2015 report, a recommendation was made to make significant structural changes at all levels of the organisation with the intention of releasing members from non-operational roles back to front-line policing duties.[29] To examine garda member allocation decisions made by the Garda Síochána since that report, the Inspectorate conducted a comparison of data from December 2014 with data from March 2018.

Allocation of all Garda Member Resources

For the first part of this process, the Inspectorate examined all garda members allocated to headquarters roles, national/operational support unit functions and to local policing duties across the 28 divisions. Appendix 2 contains examples of the types of units/functions contained in the above categories created by the Inspectorate for analysis purposes. In total, 104 members on various forms of special leave are included in a miscellaneous category.

For analysis purposes, the Inspectorate examined the allocation of members across three main categories of headquarters, national units and local policing. At the time of this analysis in March 2018, there were 13,739 members of all ranks.

Figure 2.6 shows the allocation of members by category. The local policing category includes resources allocated to divisions and districts.

Figure 2.6 Allocation of Garda Members (All Ranks) by Category, March 2018
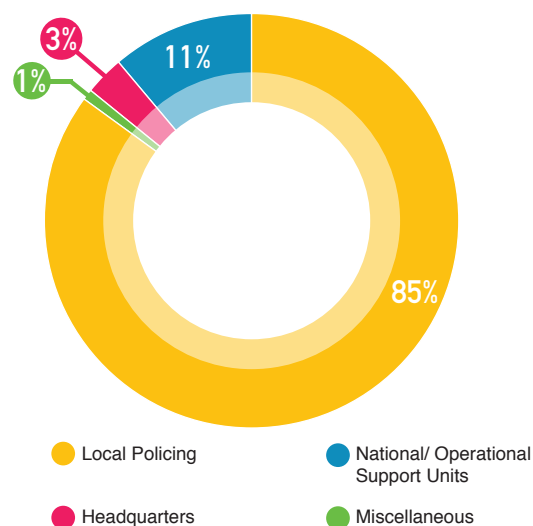
- Local Policing
- National/ Operational Support Units
- Headquarters
- Miscellaneous

Source: Data provided by the Garda Síochána; analysis by the Garda Inspectorate

This shows that 85% of members were allocated to divisions to deliver local policing services, 11% to national/operational support units and 3% to headquarters units. In assessing the current position of the Garda Síochána, the Inspectorate compared this with data used in the Inspectorate's 2015 report. At that time, the Inspectorate raised concerns that the Garda Síochána was not protecting local policing/front-line policing services and that a greater proportion of resources should be moved from non-operational roles in headquarters and national units to front-line duties.

Between December 2014 and March 2018, the total number of members increased by 935. To look at the allocation decisions made since 2015, the Inspectorate compared the allocation of members in December 2014 with the position in March 2018. Figure 2.7 shows the allocation of members across all categories.

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29   *Changing Policing in Ireland (2015)* Recommendation 1.2

Figure 2.7 - Allocation of Garda Members (All Ranks), December 2014 vs March 2018

Allocation Category	Number Allocated 2014	% Allocated 2014	Number Allocated 2018	% Allocated 2018	% Change
Garda Headquarters	456	3.6%	502	3.7%	+10.1%
National/Operational Support Units	1,339	10.5%	1,466	10.7%	+9.5%
Local Policing	10,913	85.2%	11,667	84.9%	+6.9%
Miscellaneous	96	0.8%	104	0.8%	+8.3%
Total Number Allocated	**12,804**	**100%**	**13,739**	**100%**	**+7.3%**

Source: Data provided by the Garda Síochána; analysis by the Garda Inspectorate

While all categories saw an increase in the number of members allocated, the local policing category at 6.9% had the lowest proportional increase, compared to 10.1% in Garda Headquarters and 9.5% in national units. Local policing was also the only category to see a reduction in the overall proportion of members, from 85.2% in 2015 to 84.9% in 2018. The Inspectorate was informed that a decision was made to fill national unit posts as a priority.

Further examination of headquarters units shows that there is still a high number of members in non-operational posts including, 28 in Information Technology, 19 in the Strategic Transformation Office and 14 in the Finance Directorate. Within national units, there are also still large numbers of members in non-operational roles including 55 in crime policy and administration. In December 2018, the Garda Síochána informed the Inspectorate that there are now 23 members in crime policy and administration. This inspection also found that members continue to fill large numbers of non-operational posts in regions, divisions and districts.

The findings from the analysis are disappointing and it appears that members are still working in non-operational posts in headquarters, national units and local policing units and continue to be allocated in the same way as they were in 2015. This is despite a recommendation about increasing the proportion of members on the front line.

Allocation of Garda Members to Local Policing

An important part of this inspection is the allocation and use of resources in the delivery of policing services to local communities. Local policing services are primarily delivered by resources operating at divisional and district level. This inspection has identified that the Garda Síochána uses a number of different data sources for recording the location of members. This includes PULSE deployment data and GRIPS human resource data. In this section and for analysis purposes, the Inspectorate looks at both data sets.

In March 2018, 11,667 garda members (all ranks) were shown on PULSE data as assigned to local policing divisions. This is an increase of 754 members since the Inspectorate completed a similar analysis in its 2015 report with data from December 2014. Figure 2.8 shows the number of members assigned to the 28 divisions.

Figure 2.8 - Number of Garda Members (All Ranks) across Divisions, March 2018
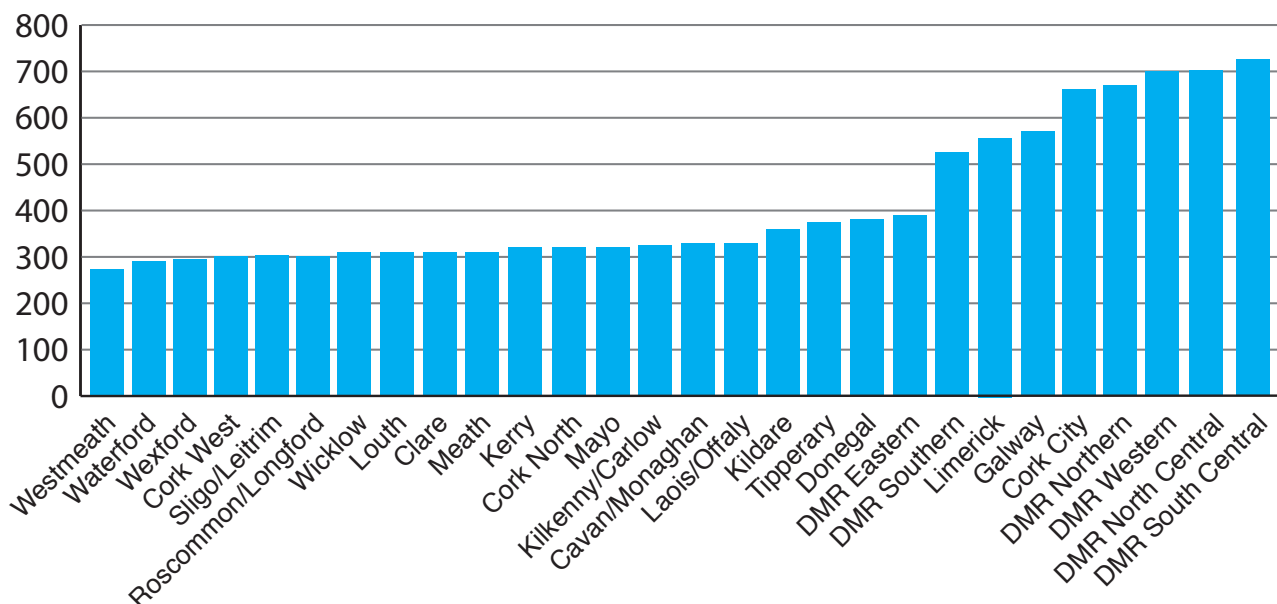
Source: Data provided by the Garda Síochána, analysis by the Garda Inspectorate

This shows the variations in numbers with Westmeath at 264 having the lowest number of members and DMR South Central, the highest at 735.

To identify changes in the number of members in the last three years, the Inspectorate compared data sets used in the 2015 report with data in Figure 2.8. Figure 2.9 shows the proportional change in the number of members across the 28 divisions.

This shows considerable variances with three divisions experiencing decreases, ranging from 0.8% in DMR Eastern to 4.3% in Wicklow. The other 25 divisions had increases ranging from 0.6% in DMR Western to 23.8% in Laois/Offaly.

Figure 2.9 - Proportional Change in Numbers of Garda Members (All Ranks) across Divisions, 2014 to 2018

● % Change
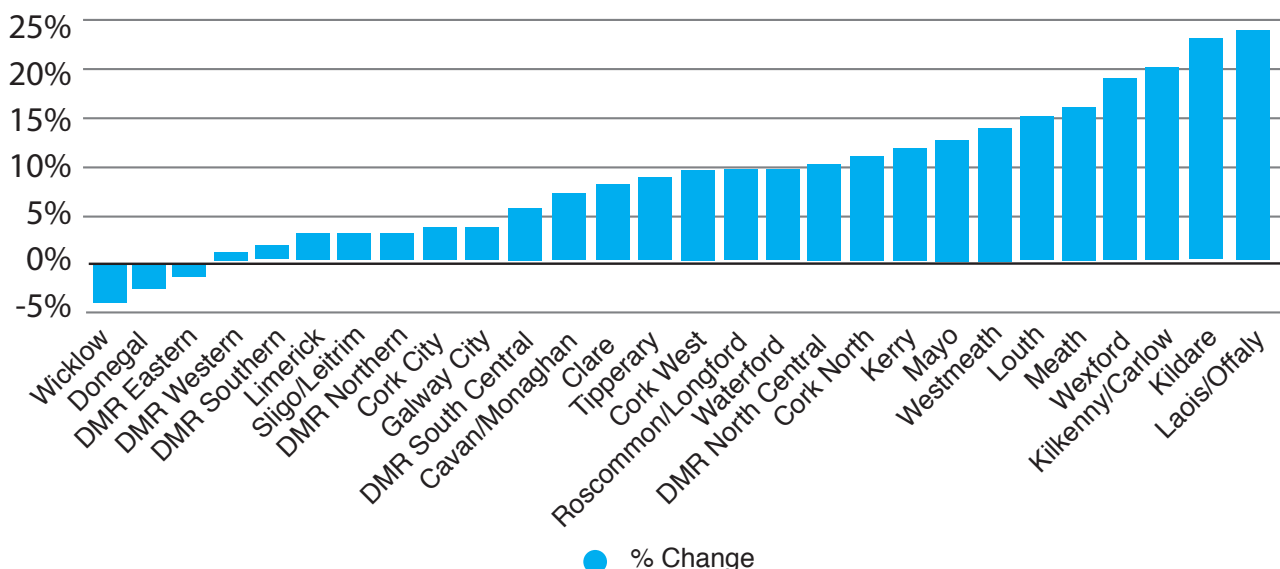
Source: Data provided by the Garda Síochána; analysis by the Garda Inspectorate

Figure 2.10 - Comparison of Numbers of Gardaí across Divisions on 9 April 2018

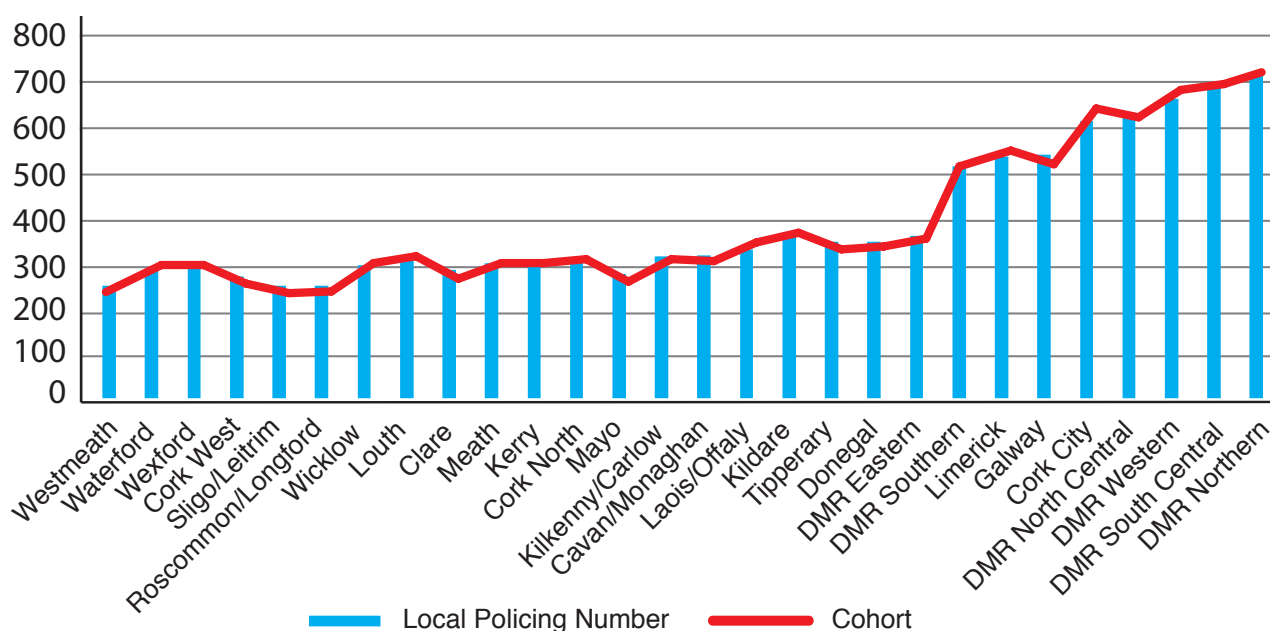Source: Data provided by the Garda Síochána; analysis by the Garda Inspectorate

Figure 2.10 is provided to show the GRIPS data for divisions. This shows the distribution of 11,162 members across the 28 divisions on 9 April 2018. This number is less than the one used in Figure 2.9 as it removes members who are on long-term sickness absence and those who are not available for the full range of operational duties. For analysis purposes, the number set by Cohort is included. This is the number of members that the division should have, based on Cohort.

This shows that according to numbers set by Cohort, 12 divisions had a surplus of members in place, one had the exact number and 15 had a deficit. This included a division with a surplus of 62 and another with a deficit of 78. To adjust the numbers for all divisions to match the level set by Cohort would require the redistribution of 378 gardaí from those divisions with a surplus of numbers.

Assignment of Garda Members to Divisional Units

Following the distribution of gardaí by Cohort to divisions, the local divisional chief superintendent ultimately decides on how those members will be further distributed. A number of members are usually assigned to functions that operate on a divisional level, such as crime scene examination and criminal intelligence. For other functions, such as warrants and drugs, this inspection found a number of variances as to the decisions made, with some divisions having a single divisional unit and others having separate units in each district. Following the assignment of members to divisional units, the remaining members are distributed to districts within the division.

Distribution of Members to Districts

As part of this inspection, the Inspectorate visited Westmeath, Wexford and Galway divisions. Westmeath has two districts and a total of 264 members, Wexford three districts and 292 members and Galway six districts and 571 members. Once these divisions have removed a number of members for assignment to divisional units, the remainder are assigned across two, three and six districts respectively.

The Inspectorate sees this district distribution process as an inefficient way of assigning members and firmly believes that it should be conducted on a divisional level and by function. Assigning members on a district level creates barriers to later reassignments from one location to another within the same division. This restricts the movement of gardaí and, as explained in Chapter 1, there is a significant cost implication if people are temporarily moved within a division. This process also perpetuates a large number of the same type of unit comprising small numbers of members, spread thinly across multiple districts. For example, members are assigned to several small district detective units, instead of having one large divisional unit.

As highlighted earlier, new probationers are used to balance the numbers on divisions. Figure 2.11 shows the distribution of probationers across the eight divisions visited and how they were distributed to districts within their divisions.

Figure 2.11 - Distribution of Probationers by District, 2015 to June 2018

Division	District	Total
Cork City	Anglesea Street	19
	Gurranabraher	9
	Mayfield	10
	Togher	15
Cork City Total		**53**
DMR North Central	Store Street	77
	Bridewell	40
	Mountjoy	64
DMR North Central Total		**181**
DMR Southern	Crumlin	25
	Sundrive Road	18
	Tallaght	61
	Rathfarnham	5
	Rathmines	27
	Terenure	14
DMR Southern Total		**150**
Donegal	Letterkenny	37
Donegal Total		**37**
Kerry	Tralee	21
	Killarney	13
Kerry Total		**34**
Galway	Galway	24
	Salthill	3
Galway Total		**27**
Westmeath	Athlone	12
	Mullingar	20
Westmeath Total		**32**
Wexford	Wexford	33
	Enniscorthy	23
	Gorey	3
	New Ross	10
Wexford Total		**69**

Source: Data supplied by the Department of Justice and Equality; analysis by the Garda Inspectorate

This shows that Store Street in Dublin was assigned the highest number of probationers at 77 and Salthill in Galway the lowest with three. Probationers should only be assigned to districts with sufficient levels of tutors and supervisors in place. As a result, in Galway only two of the six districts have received probationers.

Several district officers raised concerns about local processes used to distribute members to districts and had a perception that they were not assigned an appropriate number to match their policing demand. For example, while some had much higher proportions of the overall divisional workload (crime and population levels etc.) than other districts in the division, it was not matched with the proportion of members assigned. With the implementation of the new divisional policing model, the Inspectorate believes that the responsibilities of a human resource manager at divisional level should include leading on all local resource distribution processes and workforce succession planning.

Assignment of Members to Local Policing Functions

At a divisional/local policing level, there are a number of core functions that need to be appropriately resourced including:

> Response policing to deal with emergency and non-emergency calls;

> Investigation of crime and other incidents; and

> Community policing.

To analyse the resourcing decisions made across the 28 divisions, the Inspectorate reviewed data from March 2018 and grouped all members into a number of core policing functions. Figure 2.12 shows the categories used by the Inspectorate and the proportion of members assigned across all divisions. For this analysis, the Inspectorate separated those members available for patrol and proactive policing, from those in administrative or operational support roles.

The category of operational support includes members who are crime scene examiners, juvenile liaison officers and court presenting officers.

Figure 2.12 - Assignment of Members (All Ranks) across the 28 Divisions, March 2018
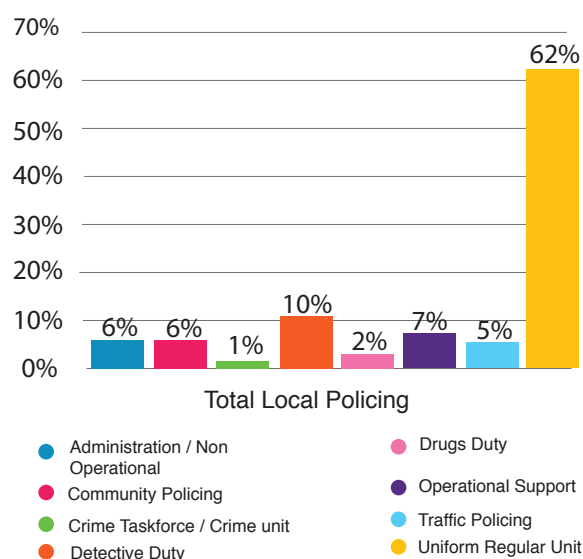
Source: Data provided by the Garda Síochána; analysis by the Garda Inspectorate

In comparing this with data sets used in the Inspectorate's 2015 report, it shows that a number of reductions have taken place in the proportions of members assigned to certain categories with:

> Community policing reducing from 8% to 6%;

> Crime task forces reducing from 2% to 1%;

> Traffic policing units reducing from 6% to 5%; and

> Operational support reducing by 1%.

This analysis shows a large reduction in the proportion of resources assigned to uniform policing, such as community policing and traffic units as well as reductions in non-uniformed proactive units such as crime task forces. Conversely, the proportion of members assigned to regular units increased from 58% of all resources to 62%.

The increase in the proportion of members on regular units coincides with the arrival of probationers from the Garda College and their assignment to regular unit duties. Administration/Non-operational also increased from 5% to 6%. Detective units saw little change and remain at approximately 10%.

The Inspectorate then examined assignments in the eight divisions visited as part of this inspection. For analysis purposes, the Inspectorate separated rural and urban divisions. While Galway has a city centre to police, it also has some of the most rural areas in Ireland and was therefore included with the rural divisions. Divisions with the highest proportion of members assigned to a particular category are shown in blue and those with the lowest in yellow. The average across all 28 divisions is included for comparison purposes. Figure 2.13 shows the findings from the rural divisions.

This analysis shows a number of variations in the assignment of members. For the rural divisions, they have invested more heavily in the proportion of members on regular units with all of them significantly above the average across all divisions. In contrast, these divisions are significantly below the average for community policing resources with one division assigning only 0.5% of resources (two members). In administration, four of the divisions are above the average, while Westmeath at 1.9% is significantly below it. There is considerable variation in the proportion of members assigned to detective duties ranging from 6.8% to 12.1%.

Figure 2.13 - Assignment of Members (All Ranks) in Rural Divisions, March 2018

Function	Donegal	Kerry	Galway	Westmeath	Wexford	Average across 28 Divisions
Administration/Non Operational	7.2%	6.5%	5.9%	1.9%	5.8%	5.6%
Community Policing	0.5%	2.5%	2.6%	3.8%	2.7%	6.3%
Crime Task Force/Crime Unit	2.0%	0.0%	0.2%	0.4%	0.3%	1.4%
Detective Duty	7.2%	10.3%	9.5%	12.1%	6.8%	10.1 %
Drugs Duty	1.0%	2.5%	1.7%	1.5%	1.7%	2.1 %
Operational Support	4.6%	5.6%	5.4%	6.4%	7.2%	7.4%
Traffic Policing	4.6%	6.2%	6.1%	6.8%	4.5%	4.8%
Uniform Regular Unit	72.7%	66.5%	68.5%	67.1%	70.1%	62.4%
Total	100%	100%	100%	100%	100%	100%

Source: Data provided by the Garda Síochána; analysis by the Garda Inspectorate

Figure 2.14 shows the same analysis for the three urban divisions visited.

Figure 2.14 - Assignment of Members (All Ranks) by Category in Urban Divisions, March 2018

Duty	Cork City	DMR North Central	DMR Southern	Average across 28 Divisions
Administration/Non Operational	8.9%	4.6%	6.6%	5.6%
Community Policing	4.1%	14.3%	9.0%	6.3%
Crime Task Force/Crime Unit	0.0%	4.9%	1.8%	1.4%
Detective Duty	16.8%	10.3%	12.7%	10.1%
Drugs Duty	2.1%	3.9%	3.0%	2.1%
Operational Support	7.8%	12.7%	10.7%	7.4%
Traffic Policing	5.3%	2.2%	1.8%	4.8%
Uniform Regular Unit	55.1%	47%	54.3%	62.4%
Total	100%	100%	100%	100%

Source: Data provided by the Garda Síochána; analysis by the Garda Inspectorate

This shows considerable variations in the assignment of members. Cork City with 8.9% in administration is significantly above the other two divisions and the average across all divisions. DMR North Central with 14.3% has the highest proportion of members assigned to community policing duties. At 16.8%, Cork City has a considerably higher proportion of members assigned to detective duties than the other divisions and is well above the average. With regard to the proportion of members on regular units, all of the divisions are well below the overall average.

Both the rural and urban divisional analyses show that very different assignment choices are made. The Inspectorate believes that many of these variations arise from the continued use of a district policing model. This inspection has found inconsistencies in the assignment of gardaí to these types of functions and within those functions further inconsistencies exist in what units will and will not deal with.

The Inspectorate also found that there are often insufficient gardaí on duty at the right times to deal with local policing demand. Compared to urban areas, the Inspectorate found that there are often fewer gardaí available each day in more rural places and, as a result, communities in these areas often receive more limited services.

This analysis confirms that when the number of overall members reduced, the Garda Síochána became a far more reactive police service and many of the proactive units in operation lost considerable numbers of gardaí while some ceased operation. This includes task forces used to tackle crime and public disorder, units to tackle drug offences, traffic units to make roads safer and community policing units to deal with local problems, such as anti-social behaviour. These units were greatly affected by reductions in garda numbers and, despite recent increases, the strength has not been replenished.

Police Scotland and the West Midlands Police operate functional models of policing (Police Scotland at divisional level and the West Midlands Police at an organisation level). The Inspectorate found that both services had leaner organisational structures and had a good understanding of policing demand, particularly people and local communities who are at most risk of harm. For example, understanding local policing demand at divisional level has allowed them to more accurately determine staffing levels for dealing with emergency and non-emergency calls and both operate systems for ensuring minimum numbers of police officers are available for this core function. They are also clear about what national/organisational units and local units will investigate and this allows for more effective allocation of resources.

During meetings with local Garda Representative Association (GRA) members and in a formal submission from the GRA for this inspection, the issue of identifying the appropriate resourcing levels for local policing was raised. In its view, analysis needs to be conducted to establish the number of gardaí that are required to police each sub-district in the State. Following this analysis, the GRA advocates the introduction of an "optimum numbers policy" to provide a framework for the deployment and distribution of resources across all levels of the organisation, particularly in local policing. For example, the GRA suggests that regular units in district headquarters stations should have a set minimum strength of six members and that they should be ring-fenced from abstractions for other duties. Once the required numbers for local policing are established, the GRA believes that they must be attained and maintained.

At a local policing level, accurately understanding policing demand would allow the Garda Síochána to more effectively allocate sufficient numbers of staff based on policing need. A recommendation made by the Inspectorate in its 2015 report to conduct a full assessment of local policing demand as part of divisional amalgamations has not been progressed.[30]

Assignment of Members to Community Policing Duties

An important part of delivering local policing services is the role played by members assigned to community policing. These are important resources for local communities as they are often the main resource available to address long-term community problems. They are also more likely to be known personally to local people, groups and organisations and in many places community representatives have ready access to community policing members. To establish the national picture of community policing resources, the Inspectorate examined the overall numbers assigned to community policing in 2011, 2014, 2016 and in March 2018.

This shows a sharp decline in community policing numbers from the highest point of 1,148 in 2011 to the lowest point of 730 members in March 2018. This decline continued from 2016 to 2018, despite an increase in member recruitment during the same period.

To build on this analysis, the Inspectorate examined the assignment of members to community policing units on a divisional and district basis. In total, 16 divisions had at least

Figure 2.15 - Total Numbers of Community Policing Members (All Ranks), 2011 to 2018
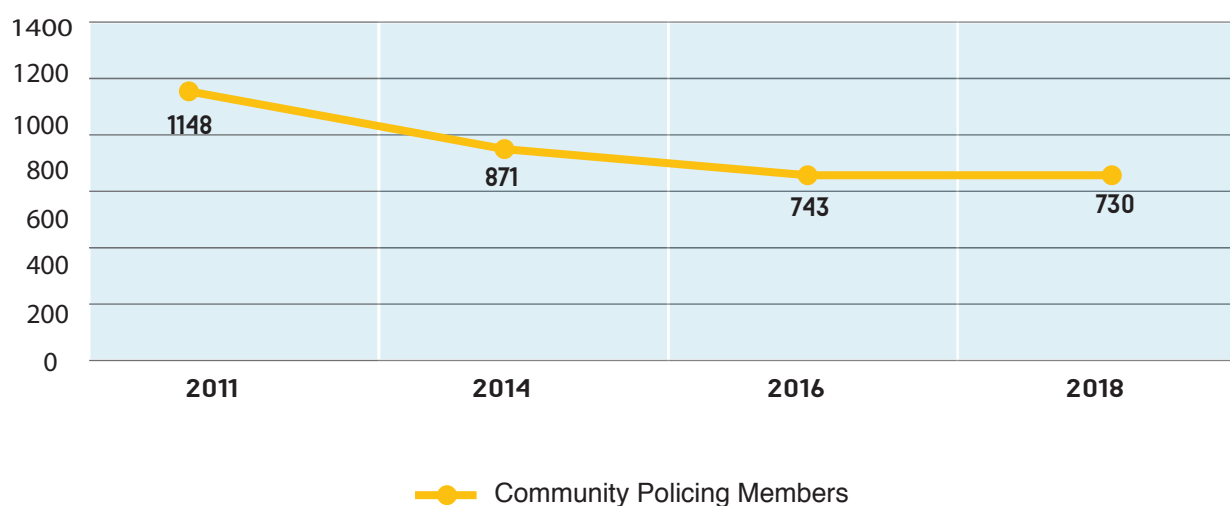
Source: Data provided by the Garda Síochána; analysis by the Garda Inspectorate

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30   *Changing Policing in Ireland (2015)* Recommendation 2.5

one member assigned to community policing duties in each of their districts. However, only 73 out of the 96 districts had members assigned to community policing. This shows that 12 divisions did not have community policing members in place across all of their districts. All of these divisions police rural areas.

Figure 2.16 shows the divisions that did not have dedicated community policing members assigned to all of their districts.

Figure 2.16 - Number of Districts within a Division without Community Policing Members, March 2018

Division	Number of Districts	Number of Districts Without Community Policing Members
Cavan/ Monaghan	4	3
Donegal	4	3
Galway	6	4
Kerry	3	2
Kildare	3	1
Laois/Offaly	3	1
Limerick	4	2
Louth	3	1
Mayo	5	3
Meath	4	1
Sligo/Leitrim	3	1
Wexford	3	1

Source: Data provided by the Garda Síochána; analysis by the Garda Inspectorate

During inspection visits, the decline in the number of members assigned to community policing duties was raised as a barrier to delivering more effective local policing services. Many divisions have seen reductions of up to 50% of their community policing members from their highest levels and some districts have no dedicated community policing members in place. Generally, the divisional chief superintendent or individual district superintendents decide on the assignment of resources to this role. Some senior garda managers described community policing as "decimated".

With the five-unit roster in place and small numbers of members in some community policing units, it was often the case that there were insufficient numbers to cover the full roster system. As a result, there are times and days when there are few or no community policing units on duty. While divisions in Dublin also experienced reductions in community policing numbers, the original investment in numbers was greater and they have maintained a community policing presence. In districts without dedicated units, responsibility for providing a community policing presence is usually assigned to sergeants and gardaí on regular units. Responsibilities included attending local community meetings and visiting vulnerable groups. Later in this chapter, it will be shown that members on community policing and regular units are often taken away to cover other duties and as a result communities are often left without a visible policing presence.

Many police services have found it difficult to determine the appropriate number of community policing officers required. It was also found that although assigned to community policing duties, police officers were often taken away to cover gaps in other units. For the most part, they are usually taken away to cover response policing duties. In conjunction with Cardiff University, the West Midlands Police designed a typology model based on risk and harm for assigning resources to neighbourhood policing teams. Deciding on the core role of community policing officers has helped with the allocation process.

Assignment of Members to Roads Policing

Safety on Irish roads has been a key priority for the Garda Síochána and other agencies such as the Road Safety Authority for many years. From having some of the most dangerous roads in Europe, Ireland has seen a significant reduction in the number of fatalities. In 2017, the Garda Síochána committed to increasing the number of members in roads policing by 10% in 2017 and by a further 10% in 2018. While the target for 2017 was not achieved, the Policing Authority expects the Garda Síochána to meet that two-year commitment (Policing Authority, 2018a).

Figure 2.17 - Numbers of Members (All Ranks) Assigned to Roads Policing Duties, 2011 to 2018
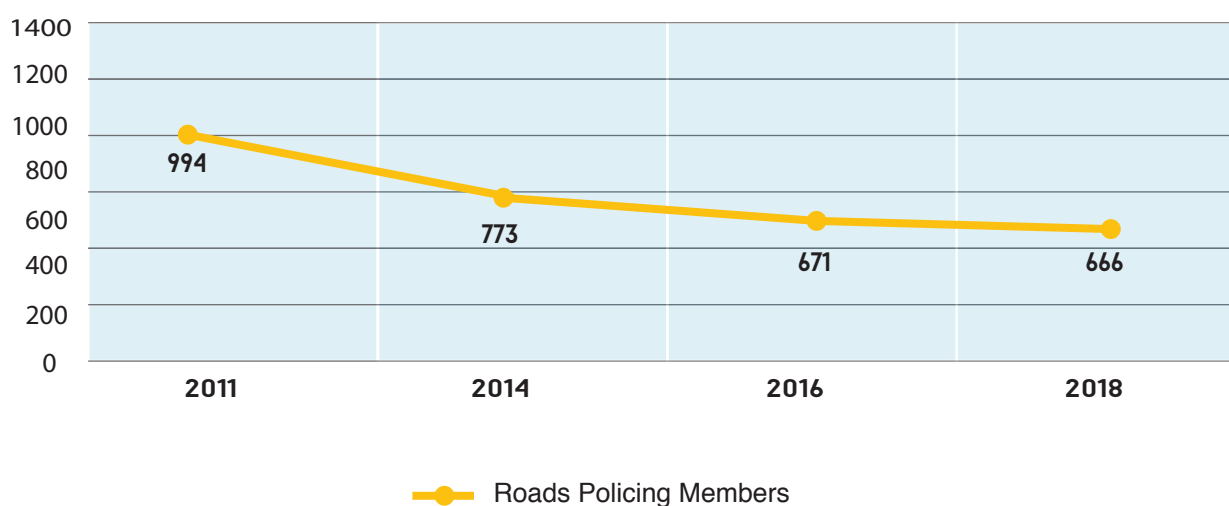
Source: Data provided by the Garda Síochána; analysis by the Garda Inspectorate

To establish the national picture of roads policing resources, the Inspectorate examined PULSE deployment data to establish the overall number of members assigned in 2011, 2014, 2016 and in March 2018.

This shows a decline in numbers from 994 in 2011 to the lowest point of 666 in March 2018. This decline has continued from 2016 to 2018, despite an increase in recruitment during the same period.

Critical Action 3

Accurately understanding policing demand would allow the Garda Síochána to more effectively allocate sufficient numbers of staff based on policing need. Of particular concern to the Inspectorate is the absence of an evidence-based resource allocation process and the fact that resources are not allocated to match current policing demand.

There are a number of barriers in place that affect the allocation of human resources. For example, despite Inspectorate recommendations dating back to 2009, the Garda Síochána still does not have suitable human resource and duty management systems in place to support the effective allocation and management of people. Many of the systems currently used hold inaccurate data. It is difficult to make effective resource allocation decisions when important data is not easily available, and is inaccurate.

This inspection established that headquarters and national unit resources are not allocated using a specific model and it appears that many of the decisions are based on historical reasons. It is important for the Garda Síochána to critically assess all positions in headquarters, national units and local policing to identify efficiency and effectiveness opportunities, which will enable the allocation of additional resources to areas of higher threat, risk, harm and vulnerability.

This inspection found that members are still working in non-operational posts in headquarters, national units and local policing units and resources continue to be allocated in the same way as they were in 2015. With regards to local policing resources, the Garda Síochána is using a model called 'Cohort' to distribute gardaí across the 28 divisions. Cohort is a distribution model and not an evidence/needs-based allocation model. As such, it is not determining how many gardaí a division actually needs to match its policing demand, it is simply distributing the number of gardaí that are available, after headquarters and national unit numbers are removed.

Analysis in this chapter shows considerable variations in the assignment of members across divisions to various policing functions. The Inspectorate believes that many of these variations arise from the continued use of a district policing model.

The decline in the number of members assigned to community policing duties was raised as a barrier to delivering more effective local policing services. Many divisions have seen reductions of up to 50% of their community policing members from their highest levels and some districts have no dedicated community policing members in place.

This inspection found that there are often insufficient gardaí on duty at the right times to deal with local policing demand. Compared to urban areas, the Inspectorate found that there are often fewer gardaí available each day in more rural places and, as a result, communities in these areas often receive more limited services.

This part of the chapter has highlighted a number of previous Inspectorate recommendations that are not yet implemented.

Critical Action 3 is designed to ensure that resources are allocated through an evidence-based model, focused on areas of higher threat, risk, harm and vulnerability.

Critical Action 3

To develop an evidence-based resourcing model that allows the accurate allocation of resources at all levels of the organisation based on areas of higher threat, risk, harm and vulnerability.

In support of this critical action, the Inspectorate considers that the following areas need to be addressed:

> Incorporate all available data sets/demand analytics, including calls for service data to develop a new resource allocation model;

> Establish what areas of risk/harm will be managed by headquarters, national and local policing units;

> Ensure that a resource allocation model takes account of the needs of all communities; and

> Support the resource allocation process with the development of a local policing workforce plan led by the divisional human resource manager.

Part II – Availability and Utilisation of Resources for Local Policing Services

Visibility, accessibility and reassurance are essential elements of policing and they are critically important to local communities, particularly to those most vulnerable. They can also have a positive effect on public confidence. This inspection looked at how garda visibility is provided and measured, as well as how local people access garda services. Delivering effective policing services is not just dependent on the number of members or stations that are available, it is about the totality of resources at the disposal of the Garda Síochána and how they are utilised.

This part of the chapter looks at a number of different resources that, if managed more effectively, could greatly enhance the visibility of the Garda Síochána, enable it to use resources more efficiently and allow people to access services in a variety of different ways. This includes the use of garda staff and garda reserves as well as the use of other resources, such as stations and vehicles. The Inspectorate also looks at barriers to more effective utilisation of resources, such as the daily abstraction of gardaí that takes them away from their core role and reduces the level of resources available for local policing duties.

Garda Visibility

Providing a highly visible and accessible policing presence is a priority for most police services. A major contributory factor to individuals and communities feeling safer is the maintenance of order in public places and the presence of a uniformed police officer. From engagement with local communities, it is clear to the Inspectorate that people have noticed a decline in garda visibility, particularly linked to a reduction in the number of community policing gardaí patrolling their areas. A sense of security and confidence for local people comes from gardaí who are known and accessible to them and who are skilled at engaging communities and addressing their problems.

In a submission by the GRA, concerns were raised that with garda station closures and boundary changes many local people now have to travel far greater distances to access garda services. They also highlighted that the outer reaches of some new sub-districts are infrequently patrolled and stated that "many rural sub-districts are left unpoliced while the member attached is supplementing numbers at District HQ". The GRA believes that the Garda Síochána needs to develop viable and alternative structures that facilitate the re-engagement with communities and create a visible presence in all town and villages.

Increasing visibility does not have to rely on providing more resources; better use of existing resources can have a greater effect. For example, visibility can be significantly increased through reduced bureaucracy, better demand management, single patrolling and the use of more marked police vehicles. For example, while on patrol engaging the public in conversation, visiting shops and calling on residents are smart ways of ensuring that people know gardaí are present. Also at rush hour periods, at transportation hubs or at local and major events, the presence of a uniformed police officer provides visibility to a larger audience. Putting a uniform presence in specific hotspot areas at times when crime or public disorder is anticipated provides a visible presence and a physical deterrent.

Visibility can also be enhanced by holding police clinics within local communities, by providing a uniform presence in town centres and by the use of volunteers, such as reserves. To have a positive impact on public safety and reassurance, visibility needs to be more than just providing a physical presence.

Other activity such as a strong media and online presence can also be very effective. Part of an effective approach to visibility for police services is about being smarter about how resources are used. Many police services have examined the relationship between the number of police officers and the size of a population in a jurisdiction as an indicator of visibility.

This is usually expressed as a ratio of police officers per 100,000 population. Figure 2.18 shows details of police officer numbers versus population data in police services in England and Wales (based on 42 police services), Scotland and Ireland. The figure for England and Wales does not include resources assigned to national functions such as the National Crime Agency. It is also the case that in many police services in England and Wales, functions previously performed by police officers, such as the supervision of persons detained in police stations, are now performed by civilian detention officers.

Figure 2.18 - Police Officer Numbers versus Population Data

Police Service	Police Officers per 100,000 population
All police services in England and Wales	209
Scotland	322
Ireland	288

Source: House of Commons Briefing Paper Police Officer Strengths 23 March 2018, National Statistics Scotland 2011 and 2016 Irish Census data [31]

This shows that compared to the average for all police services in England and Wales, Ireland has a much higher ratio of members to population, but a much lower ratio compared to Scotland.

Measurement of Visibility

A Public Attitudes Survey is used by the Garda Síochána to measure visibility, where visibility is taken to mean uniformed gardaí on patrol. Garda visibility is not measured in any other way. The survey mainly provides feedback at an organisational level, with some regional analysis and some comparison between rural and urban areas. The survey contains many areas that explore perceptions, such as the fear of local crime. Unless people have been the victim of a crime, perceptions of the fear of crime can be affected by a number of factors. Conversely, visibility is far more straightforward to understand and interpret.

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31   Irish population 4,761,865 and 13,739 garda members. England and Wales includes a breakdown of 42 police services (Metropolitan Police and City of London Police Services were combined for this analysis)

Since 2016, questions exploring the awareness of garda patrols, as well as perceptions of garda presence locally have been included in the survey. In the 2017 survey (Garda Síochána, 2018c), only 36% (an increase of 1% since 2016) of adults reported that gardaí patrolled their area regularly and 98% of these stated that they saw gardaí patrolling in cars. Awareness of gardaí patrolling on foot was 12% and on bicycles 5%. The lowest levels of awareness were in Dublin and the rest of Leinster. The survey also found that 57% (a decrease of 6% since 2016) of respondents thought that the garda presence in their local area was not enough. When probed why garda presence locally was not enough, 66% of respondents said that they "never or rarely see the police". At present, the survey does not provide any analysis at divisional level and the Inspectorate views this as a lost opportunity for direct feedback on local policing services.

With an increased number of members in the last two years, and a reinvigoration of the use of checkpoints, the Inspectorate would expect the public to notice an increase in garda visibility.

Role of the National Community Policing Office

The Garda National Community Policing Office directs some activity that supports visibility. This includes the creation of a form that patrolling gardaí can use to inform a householder that their property was unsecure while they were out. They also try to ensure a strong presence at major events such as the Ploughing Championships. However, during visits to divisions, the Inspectorate was informed that there is very little direction provided by the national office to direct local activity and in its absence, there is inconsistency in the approach to visibility.

Promoting Good News and the Use of Social Media

Promoting garda good news stories and providing crime prevention advice at divisional level was identified during visits as something that should be improved. Promoting good news about garda activity in the media is a good way of providing a visible presence, and offering practical crime prevention advice can make people feel safer.

Many divisions have developed good relationships with radio stations and use this to communicate with local people. Social media also provides an excellent platform for the Garda Síochána to communicate important messages in real time to much wider audiences and initiatives of this type by the Garda Síochána have been well received. The challenge of resourcing the monitoring and responding to social media is often underestimated and a careful balance needs to be made between the tone of personal and informal engagement against delivering a corporate message. However, more effective use of social media can help the Garda Síochána to have a stronger visible online presence and this is further discussed in Chapter 4.

High Visibility Patrolling

In most police services, community policing officers are those most likely to conduct patrols on foot or on bicycle, with response units usually patrolling in vehicles. During visits, the Inspectorate found that most gardaí, irrespective of which unit they are assigned to, do not routinely patrol on foot or bicycle. Usually, uniformed gardaí are assigned to vehicles and this is primarily used to conduct their patrols. The absence of foot patrolling was also evident in most community policing units, where vehicles were often the default position for patrol. Many rural districts explained that the number of members on regular and community policing units were too low for foot patrols and with larger areas to cover, members generally patrolled in vehicles.

Patrolling in vehicles greatly reduces opportunities for positive, non-confrontational public engagement and reassurance. People are far more likely to remember a conversation with a member or a reserve they meet on foot patrol and less likely to notice a garda vehicle passing. In rural districts, this inspection found that community policing was often restricted to main town centres, but even in these areas, where there were community policing members available, they still tended to patrol in vehicles. Although bicycles were often available, they were not always used. Some districts reported that members were waiting for long periods for bicycle courses and equipment.

Those members who used bicycles felt that they offered greater visibility and allowed them to travel far greater distances while on patrol.

This inspection again found that there are often three members, of whom one may be a reserve, in a garda vehicle. This is not good practice and reduces opportunities for greater coverage of an area and increased visibility. While single patrol is a contentious issue, there are many types of incidents that do not require the attendance of multiple members. There are also times of the day and places where single patrol can be used safely and effectively. In some places, regular unit members often patrol on their own, while in other places it is rarely used. Sometimes single patrol resulted from a low number of available members. It was reported to the Inspectorate that there are often sufficient patrol vehicles available, but insufficient numbers of members to put vehicles out on patrol. In two urban divisions, the Inspectorate was told that on many occasions there is only one vehicle patrolling and available to deal with calls from the public. As part of the inspection process, divisions provided data on the use of resources, including the different types of patrol conducted in the preceding month. In one division, the number of foot patrols conducted ranged from 90 in one district to none in another. With regard to bicycle patrols, responses ranged from two patrols a month in a district to none in most other districts.

The role and use of the Garda Reserve is discussed later in this section and the Inspectorate believes that there are opportunities to better utilise reserves for visibility and reassurance patrols. During visits it was raised that constant abstractions of gardaí from their core duties is a major contributory factor in the low number of members who are available for patrol and visibility. It was also raised that civilianisation would increase the number of members available for high visibility patrols.

Garda Roster

The garda roster is critically important to ensuring appropriate levels of resources are available at the times of most need. This and previous inspections have shown that gardaí are not always on duty at the right time and in the right places.

While the roster provides overlap shifts and additional members on certain times and days of the week, it was often the case that they were used to cover other posts, or to complete paperwork, rather than for visibility and patrol.

New Practices – Proactive Policing

There are some new practices in place that have led to increased garda visibility, such as the call-back initiative to victims of crime. There is also the mobility project in Limerick Division that has the potential to increase visibility by reducing the need for members to return to a station.

In October 2017, a new category on PULSE titled "proactive policing" was made available to record activity previously entered as an Attention and Complaint as well as to capture activity that was not recorded on PULSE. On examination of proactive policing data and from inspection visits, it appears to the Inspectorate that it is used for recording the following types of actions:

> Checkpoints (other than mandatory intoxication testing and truck/HGV checkpoints) that took place as well as those that did not;

> Patrols conducted to protect persons or to prevent anti-social behaviour;

> Vehicle and person searches; and

> Community policing activity, such as attendance at meetings.

On examination of the Garda Portal, the Inspectorate found some guidance notes explaining the new category on PULSE and the type of information that is required.

Figure 2.19 shows the number of proactive policing entries recorded on PULSE in the 12-month period from June 2017 to May 2018 across all 28 divisions. For analysis purposes, the Inspectorate has shown the number of entries on PULSE per member. For this analysis, only entries completed by gardaí assigned to regular, community policing, and traffic units are included.

Figure 2.19 - Proactive Policing by Division, June 2017 to May 2018

Division	Checkpoints	Patrols	Total	Proactive Policing Entries per Garda Member
Waterford	1,319	9,681	11,000	62
Kilkenny/Carlow	3,435	7,315	10,750	47
Westmeath	2,364	4,268	6,632	40
DMR North Central	6,902	4,584	11,486	31
Wexford	2,910	3,011	5,921	30
Tipperary	1,621	6,239	7,860	30
Clare	1,844	4,038	5,882	28
Cork West	1,805	3,149	4,954	23
Meath	1,395	3,413	4,808	23
Louth	619	3,576	4,195	21
DMR Northern	4,762	4,203	8,965	21
Wicklow	1,983	2,371	4,354	21
Sligo/Leitrim	779	3,274	4,053	21
Kildare	1,694	3,091	4,785	20
DMR. Southern	3,307	2,571	5,878	20
Cork North	1,588	2,433	4,021	18
DMR Western	2,785	4,065	6,850	18
Limerick	1,327	3,146	4,473	13
Donegal	1,162	2,207	3,369	13
Roscommon/Longford	833	1,717	2,550	13
Laois/Offaly	1,347	1,502	2,849	12
Mayo	456	2,122	2,578	12
Galway	693	3,360	4,053	11
Cavan/Monaghan	1,105	1,323	2,428	11
Kerry	1,144	806	1,950	9
DMR Eastern	709	904	1,613	7
DMR South Central	1,758	1,518	3,276	7
Cork City	527	1,577	2,104	6

Source: Data provided by the Garda Síochána; analysis by the Garda Inspectorate

This shows considerable variations in its use from the highest level per member in Waterford to the lowest in Cork City. The Inspectorate did not have access to individual entries to check the quality of information provided. As a result, high numbers may or may not be an indication of effective recording of activity.

With such variations, the Garda Síochána needs to consider reissuing guidance on what should and should not be recorded in this category.

Some units, such as those involved in community policing, raised concerns that much of their activity is not recorded on PULSE and therefore is not recognised or acknowledged. Other police services have also experienced challenges in measuring the work of similar units.

The Scottish Institute for Policing Research recommended that the relationship between community policing and performance management should be explored, with a view to agreeing core community policing principles and the sorts of tasks they should have. The new proactive policing category on PULSE may be an appropriate place to record garda community policing activity.

Community Views

Through engagement with organisations and agencies that represent different communities, the Inspectorate was made aware that visibility featured prominently as an important aspect for the communities they represent. Age Action highlighted that visibility and the closure of garda stations are topics regularly raised and it would like to see more garda engagement with older people. Age Action commended a Garda Older Persons Association committee operating in Dun Laoghaire-Rathdown as good practice. Another initiative reported to the Inspectorate is the Crime Prevention Ambassador Programme that started in Louth in 2016. This provides reassurance to vulnerable older people, particularly those living in isolation. It aims to tackle the fear of crime and help with the prevention of crime. Key to the success is the use of volunteers from a number of different older persons' networks and organisations as "crime ambassadors" within their own communities.

The Irish Farmers Association raised concerns about a noticeable decrease in garda visibility in recent years. Its members would like to see more patrols and an increase in the number of members assigned to community policing. During a visit to a mosque in Dublin, it was highlighted that while a member attended once a month to run a clinic, outside of that visit, there is limited visibility around the area. It was suggested that gardaí should patrol at times when larger numbers of people are visiting the mosque.

Other Police Services

Durham Constabulary in England is rated by HMICFRS as a highly performing police service. It is currently exploring a force multiplication concept that consists of a range of activities to prevent a crime from occurring and to make people feel safer. One aspect is called "capable guardianship", which may be performed by a police officer, a member of the public, a CCTV camera or a neighbourhood watch scheme to increase visibility and reduce the opportunities for crime. The thrust of this initiative is to use all of the available resources in a smarter way to reduce crime and to make people feel safer.

Measuring and Increasing Visibility

Measuring the time spent outside of a station on foot, cycle or vehicle patrol is important to establish the visibility of patrol units. Vehicles, radios and telephones used by many police services now have inbuilt technology that can measure the time spent out of police stations on patrol. This can help a police service to establish the levels of daily patrols and to implement actions to increase out of station time. In 2014, the Inspectorate made a recommendation to enhance garda visibility by increasing the amount of time that gardaí spend out of stations.[32] This area has not been progressed and apart from the Public Attitudes Survey, there are no systems or indicators used to measure visibility. The Garda Síochána has access to GPS technology in radios and vehicles that can track and locate individuals or vehicles. This sort of technology is used by other police services for the safety of staff, to ensure better deployment of units and to monitor patrolling. During all of the visits, the Inspectorate did not find one division that was using this technology to monitor patrols and visibility.

To increase visibility, divisions can take immediate action without additional resources. This includes the creation of local patrol plans that seek to maximise the use of foot and cycle patrols and commits overlap shifts (as a default) to patrol and visibility.

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32   *Changing Policing in Ireland (2015)* Recommendation 2.6

Using an intelligence-led policing approach would assist in identifying locations and times where visible policing can have the greatest impact. More effective use of reserve members would provide additional high visibility patrols and expediting the roll-out of mobile technology would reduce the need for front-line units to return to stations.

Visibility matters to local communities and they want to see an increased garda presence. At divisional levels, the Inspectorate found an understanding of the importance of visibility, but did not did find any associated strategy, plan or systemic approach to using all available resources for greater visibility.

Utilisation of Garda Stations and Access to Services

While the Garda Síochána has a number of buildings and facilities available for its use, such as garda headquarters and the Garda College, this part of the chapter focuses on garda stations and how they are used to deliver local policing services. This part also examines how services could be delivered now and into the future without an over reliance of the use of stations. As outlined in Chapter 1, with a growth in population, major planning developments and new technologies, the Garda Síochána needs to consider what facilities are required now and into the future to deliver a range of different policing services across Ireland.

The Garda Síochána's comprehensive *Long Term Accommodation Strategy (2010)* outlined the overall poor quality and condition of much of the available accommodation. The strategy set out the requirements of the Garda Síochána for an investment package of over €800m over 10 years. The Garda Síochána has subsequently raised concerns about the absence of funds for the Modernisation and Renewal Programme as well as the development of a new divisional model of policing.

Purpose of Stations for Local Communities

For the public, police stations have traditionally provided public office counter services usually on a 24/7 basis for people who want to report a crime at a station, or to personally access other services, such as getting documents signed. People also access police services by contacting their local station or a central location by telephone to request emergency services or other assistance. Many police services also now provide a range of online services that provide information and allow people to report incidents and crimes directly to the police.

Symbolically, police stations have another important role for communities, which is the long-standing physical presence of a station in a particular area. Communities and individuals often feel much safer in the knowledge that there is a station nearby and many people believe that there is a link between the presence of a station and levels of crime. Even though local people might know that a police officer is not always physically at a station every day, there remains a feeling of greater safety. Police services have for many years faced a dilemma as to whether to keep a seldom used station open and maintain a public office service, even if it is in a poor condition and not efficient to do so. By closing a station or reducing the opening hours, more police officers are available for patrol duties.

Accessing Services

During engagement with organisations representing local communities, it was raised that the physical presence of a station is not always critical to local people, but it is vital that people know how and when they can access garda services when they need to. This could include a published list of times and locations when a member will be available and this does not have to be in a station. It was highlighted that station opening times are not always well publicised. It was also raised that not everyone wants to go to a station to access services and many would prefer to have other options available, such as attending a community or shopping centre when a garda member would be present.

Some police services are using other options such as police kiosks in public places or shopfronts in high streets or shopping centres to deliver local services. The development of the sustainable use of garda clinics, kiosks or shopfronts particularly in locations of high footfall would bring services to local communities. There are also great opportunities to extend the use of online garda services to provide people with alternative ways of reporting crime and other incidents as well providing access to information on local issues such as the provision of crime mapping. As highlighted in Chapter 1, the demographics of communities and where people will live and work in the future are changing. Analysing available data on these types of changes provides useful information for the Garda Síochána in designing services and deciding on the location of stations.

Use of Stations for Policing Purposes

Most stations were built a long time ago and reflect an historical context more than contemporary needs. Traditionally, they were located in town centres, but with the development of major road networks and boundary and population changes, they are now not always located in the best place to deliver the range of services that are required.

The location of a station should be related to its purpose and the population it serves; it should also be accessible to users, be highly visible to the public and support efficient policing services. Choices regarding the location of stations and other buildings have long-term implications, and changes in the distribution of population, crime, commercial or civil activity, mean that the appropriateness of a station's location may change before the operational lifetime of the building is reached. Many police services have moved away from building new large police stations to acquiring more flexible arrangements, such as leasing or sharing accommodation.

From a policing perspective, stations are effectively places used to locate staff and other resources. For police officers who work outside of a station on patrol or conducting an operation, stations are only a place to start and end their working day or to return to in order to complete important reports or deal with persons taken into custody. To ensure effective response times to 999 calls from the public, it is important to place units with this responsibility in suitable locations with access to main arterial routes. For officers involved in community policing, it is important to place them in locations within or close to their areas of responsibility. For non-patrol units, such as a Protective Services Unit, it may be more appropriate to locate them closer to other criminal justice agencies or strategic partners to facilitate better partnership working. For detectives, it is important to locate them close to custody facilities or courts so that they can deal with detained persons. In most stations, there are a number of station posts, usually covered on a 24/7 basis that provide direct services to the public. These include the public office to deal with callers to the station, custody suites to deal with persons who are arrested or detained and control or communication rooms to take telephone calls from the public. Staffing these station posts effectively removes members from patrol duties. In addition, many of these station posts are replicated in a number of stations across the division.

Stations play an important role in the delivery of policing services and it is important to understand that local communities, the police and other stakeholders often have very different views and expectations about the purpose of a station and how it should be used.

Use of Shared Facilities

Within county or divisional boundaries, there are a number of other public and private services in operation delivering local services. This includes local authorities, post offices, schools, banks and shopping centres. These services are also facing similar resource challenges and many are exploring how services could be delivered in the future. As part of this inspection, Mountain Rescue Ireland informed the Inspectorate that it is in discussions with the Office of Public Works to see if it could use a closed garda station in Donegal as a base to operate from.[33] Many other police services have engaged with other agencies with a view to utilising available accommodation and exploring whether they can share facilities.

In Ireland, a Post Office Hub Working Group was established to examine a post office hub concept and how it could best work with local communities and other agencies and services. At the time the working group was established, there were 1,111 post offices in operation. The working group identified a number of different hub concepts, including shared value post offices, co-operative post offices and mobile post offices. It was suggested that these types of hubs have the potential to benefit communities and to help re-energise the post office network. The concept of a shared value hub includes the co-location of several services at a post office that would act as a multi-purpose space for the community. It is interesting to note that the final report in March 2017 included a recommendation to conduct four post office pilots and to roll this out to 150 locations within 18 months (Post Office Hub Working Group, 2017). The working group also looked at other types of services that could be delivered in post offices, such as the functions of Peace Commissioners, passport checking and a one-stop-shop approach for local community services. The ideas generated by the working group and lessons learnt from pilots could be useful to the Garda Síochána as it considers how it could best deliver policing services now and into the future.

Following station closures, the Garda Síochána introduced a number of local drop-in clinics in community centres and other similar places.

While a few of the clinics were successful and continue to operate, most are no longer in place. Gardaí reported that initial interest was followed by poor attendance and they stopped holding them.

The Inspectorate believes that moving into the future, the Garda Síochána should engage with other public services and other service providers to explore opportunities for sharing or using accommodation with other agencies to provide a range of public services.

Station Closures

Between 2011 and 2012, 39 stations were closed, followed by a further 100 stations in 2013. Along with these closures, the number of districts in operation also reduced. Most of the closures in 2013 were smaller stations with 88% served by one member. Stepaside with 34 members and Kill O' the Grange in Dublin with 28 members were two of the larger stations closed. Many of the 139 stations recorded as closed during these two time periods were not actually in operation and these processes were used to officially close them.

Figure 2.20 shows the number of stations closed in each division between 2011 and 2013.

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33   Mountain Rescue Ireland is the umbrella organisation for 11 nationwide mountain rescue teams.

Figure 2.20 - Total Number of Stations Closed by Division, 2011 to 2013
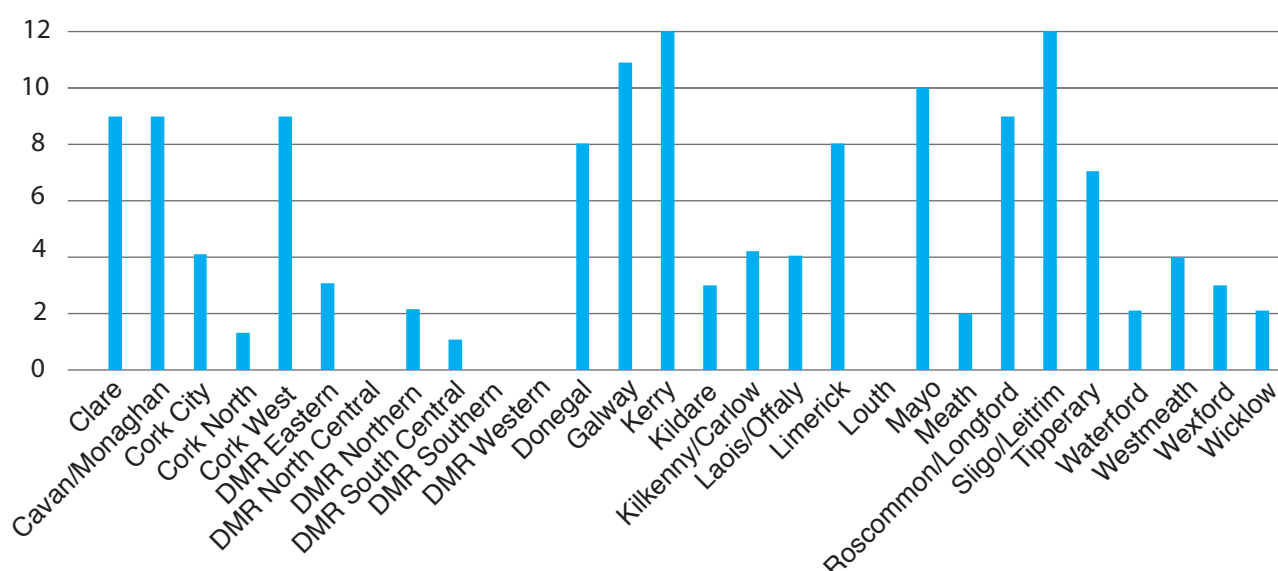
Source: Garda Síochána policing plans 2012 and 2013; analysis by the Garda Inspectorate

This shows a wide variance in the number of station closures in each division, ranging from 12 in Kerry and Sligo/Leitrim to none in DMR North Central, DMR Southern, DMR Western or Louth. The eight divisions with the most closures were all in rural areas.

To establish the criteria for station closures, the Inspectorate requested access to any material used by the Garda Síochána to make its decisions. While the Inspectorate was informed that two reports existed, the reports themselves were not made available and the material provided did not include any specific data or detailed rationale to explain why the 139 stations were closed.

Many stations appear to have been closed on the basis that they were already out of service. Additionally, some appear to have been closed on operational grounds, with an intention to release members for patrol duties. In discussions with many senior garda managers, particularly at divisional level, it was made clear that they would have liked to have closed additional stations at that time. During inspections, there was a mixed view as to the impact of closures on local communities with divisions reporting that in some places people were very concerned at the loss of their station, while in other places no concerns were raised. It is estimated that the annual savings generated by these station closures is €556,000.

This does not include any capital costs that may have been incurred in maintaining or modernising them.

During this inspection, the Inspectorate has established that there was no formal public engagement at the time of closing most stations and that there was no structured plan in place to ensure that the Garda Síochána maintained a physical presence in the areas affected. This could have included the use of other facilities, such as a community centre to hold clinics for local people who wanted access to gardaí. Another option would have been to use mobile police stations that could move from one area to another. Most importantly, there was no plan to assign community policing members to these areas or to ensure that regular patrols were conducted to reassure local people. In essence, there was no regular garda presence in many areas affected; and as the Garda Síochána did not put anything in its place, communities lost their station and local policing presence.

Reopening Stations

The Government's Programme (2016) included a commitment to launch a pilot scheme to reopen six garda stations in both urban and rural areas which had been closed under the Garda Síochána District Station Rationalisation Programme.

The Garda Commissioner was asked by the Minister for Justice and Equality to identify the stations to be opened on a pilot basis. The Minister indicated that the results of the pilot should inform the review, which is the subject of this report.

A garda assistant commissioner led an internal review into reopening stations and reported progress in November 2017. This identified that 61 out of the 139 stations closed had been sold, leased or reallocated and were no longer available. In relation to the remaining 78, the Garda Síochána Analysis Service used population levels and crime changes as the two main factors for consideration. Both of these present a number of challenges as a higher population will not always necessarily mean higher demand for services, and property crime during this period saw a significant reduction nationally. An explanation of the analysis undertaken or what data was available at the time of making the decision to close these stations would be helpful. For example, how many people accessed services directly at the station and for what purpose? In addition, it would be useful to know how many calls were made directly to the stations reporting incidents and of what nature. Analysis should also have examined whether the closures had a negative impact on response times to incidents, particularly emergency calls. However, while the analysis completed was limited in scope, it did provide some important information, such as the growth in population by county and region and the change in property crime levels between 2011 and 2016. However, the analysis was unable to establish a clear link between the closure of a station and a change in crime levels.

In the 2017 Public Attitudes Survey, it was interesting to note that there was no notable differences in public perceptions of national crime and local crime, and how far respondents lived from a garda station (Garda Síochána, 2018c).

The assistant commissioner's report also recommended that consideration should be given to the need for a new station to service a new town under development at Cherrywood, County Dublin, which is close to Sandyford.

Figure 2.21 shows the stations identified as suitable for reopening.

Figure 2.21 - Six Stations Identified for a Pilot Scheme of Reopening

Station	County
Ballinspittal	Cork
Bawnboy	Cavan
Donard	Wicklow
Leighlinbride	Carlow
Rush	Dublin
Stepaside	County Dublin

Source: Garda Síochána Review 9 November 2017

All of these stations will require refurbishment and modernisation before they can be reopened and this will require significant capital investment. An update provided by the Office of Public Works to the Public Accounts Committee in October 2018 indicted that Stepaside station would not reopen until June 2019 and at an estimated cost of €1.5m (Committee of Public Accounts, 2018). More than two years after *A Programme for a Partnership Government* recommended reopening six garda stations, and despite the Garda Síochána identifying suitable stations for reopening, no station is back in service. In the absence of a pilot in operation, the Inspectorate is unable to conduct an evaluation.

Number of Garda Stations in 2018

While 139 stations have been closed since 2011, the Garda Síochána still operates from 565 stations, a high number. Many of these are small, ill equipped and staffed by only one garda member. In July 2018, the Minister for Justice and Equality reported in response to a Parliamentary Question that 111 stations still need to be updated to provide internet and PULSE technology. Many stations also lack important facilities, such as private rooms for dealing with victims of crime and a large number are in poor overall condition. Ireland is still unique when compared to other police services, which operate from significantly fewer stations.

To conduct a comparison, the Inspectorate selected Scotland, which is very similar geographically and demographically, although Police Scotland has a higher number of police officers and support staff.

Figure 2.22 provides some comparative data.

Figure 2.22 - Comparison between Ireland and Scotland, 2018

Area	Ireland	Scotland
Population	4.7m	5.2m
Geography	70,281 km	72,519 km
Number of police officers	13,739	17,170
Number of police staff	2,288	5,000
Number of regions	6	3
Numbers of divisions	28	13
Number of police stations	565	365 (312 in use)
Number of custody suites	139	35 primary sites

Source: Data supplied by the Garda Síochána and Police Scotland; analysis by the Garda Inspectorate

This shows that despite having over 6,000 more staff than the Garda Síochána, as well as policing a slightly larger area, Police Scotland operates from 252 fewer stations. It is worth repeating a point made earlier, that keeping a station open often removes police officers from patrol and visibility.

Condition of Stations

During visits, the Inspectorate took the opportunity to inspect station facilities. This found a wide variation in the condition of stations. While some were new or refurbished and had excellent, modern facilities, many others were operating from old buildings, were in a poor state of repair and were unsuitable for modern day policing. This included important areas, such as public offices that had accessibility challenges, were shabby in appearance and lacked privacy. It was often the case that there was no suitable room to meet a person reporting a sensitive issue. Some districts operate from multiple one member garda stations, providing a number of workplace health and safety issues for gardaí working alone in remote areas as well as supervisory challenges.

Station Operating Costs

The Finance Directorate informed the Inspectorate that information is available at divisional and district level on the running costs of stations. Utility costs for all stations are paid centrally, with bills sent to stations for their information. While the Finance Directorate identified that an environmental strategy is in place and has reduced utility costs, during visits, the Inspectorate found limited knowledge of this strategy. While the Inspectorate found some local finance managers who were interested in making efficiency savings, they were often frustrated by a lack of interest at senior garda management levels in reducing utility costs or operating practices to save energy. Without Garda Headquarters assigning local accountability for efficiency savings, this is not an area that divisions will address.

Station Operating Hours

During visits, it was found that divisions have many stations providing 24/7 public counter services. This included Cork City with 14 stations, of which five operate 24/7 services. Many stations have few callers each day, with one station having only five visitors in a 24-hour period and requiring three gardaí to cover that post. It is usual practice in other police services to have one station within a division opening on a 24/7 basis, with the rest not open to the public or operating limited opening hours. Operating one 24/7 public counter service in Cork City could free up four members for patrol on each shift and nationally it could release a significant number of gardaí each day. Operating multiple 24/7 public counters is not the best use of resources.

Galway Division

To illustrate the challenges with regard to the number of stations in use, the numbers of people assigned to each station and the opening hours, the Inspectorate selected Galway Division. Galway Division currently operates from six districts with 46[34] stations at its disposal. Figure 2.23 shows the dispersal of stations across the county.

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34   At the time of the inspection visit, the new Western Region Garda Headquarters in Galway was not open and is excluded from this analysis

Figure 2.23 - Dispersal of Garda Stations in Galway Division, 2018
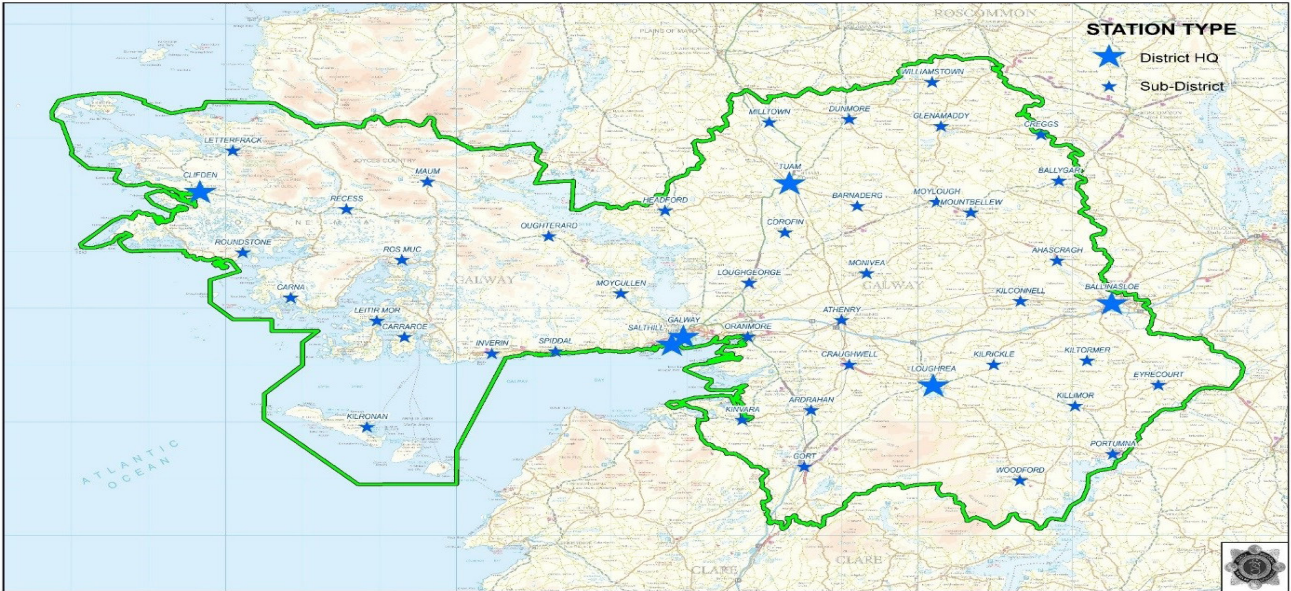
Source: Garda Mapping Section

This shows the large geographical expanse of the division and highlights the challenge of assigning sufficient resources across 46 locations to deliver local policing services.

Figure 2.24 shows the number of members assigned across stations in Galway grouped into four categories.

Figure 2.24 - Number of Garda Members Assigned to Stations in Galway, 2018
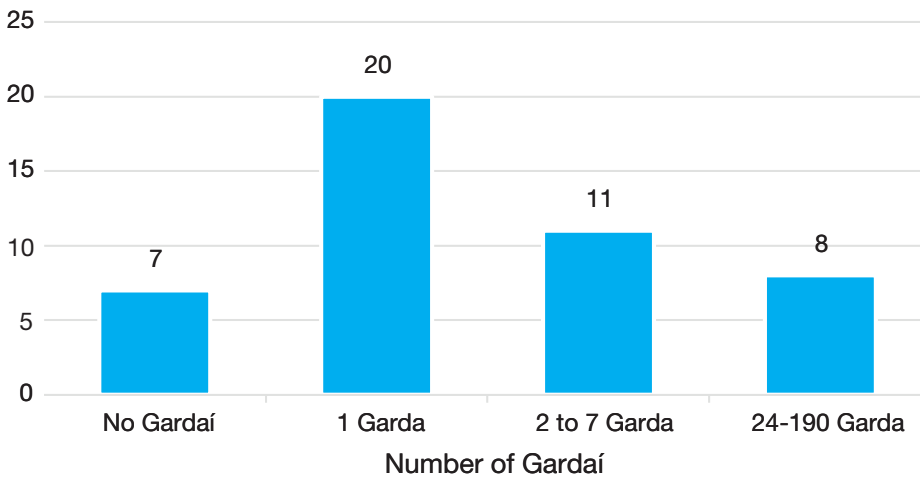
Source: Data from the Garda Síochána website; analysis by the Garda Inspectorate

This shows that 15% of stations had no members assigned, 44% had one member assigned and 24% had between two and seven members. Figure 2.25 shows the published station opening times for stations in Galway.

Figure 2.25 - Published Station Opening Hours in Galway
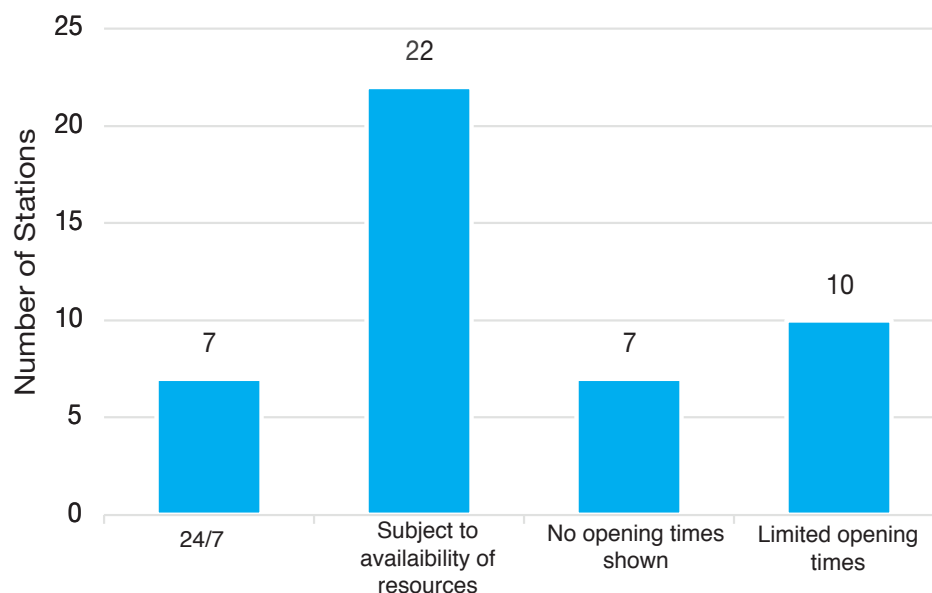
Source: Data from the Garda Síochána website; analysis by the Garda Inspectorate

This shows that 48% of all stations have opening times dependent on the availability of resources. Additionally 15% had no opening hours shown. Resourcing 46 stations to the same degree is a challenge and not something the Inspectorate endorses. If a station is going to offer a public counter service, it is important for local communities to know when it will be open.

Custody Facilities

A significant number of people are arrested or otherwise detained by the Garda Síochána each year, most of whom are brought to a garda station and kept for a period of time. Many of those detained are vulnerable for a number of reasons and therefore custody suites should be safe and secure places.

Number of Facilities and Cell Spaces

At the time of conducting inspection visits, across the Garda Síochána, 138 stations were used as places of detention. This is a large number of facilities to operate from. Figure 2.26 shows that across the 28 divisions, 462 cells are available for use. The number of available cell spaces across all divisions used for detention purposes ranged from six to 31. This shows that the Garda Síochána has a large number of facilities, but limited cell space per facility.

Most police services have rationalised the number of custody facilities used, but have a larger number of cell spaces in fewer locations. For example, the West Midlands Police operates from ten facilities with an average of 24 cells and Police Scotland has 35 primary custody centres as well as ancillary locations that can be opened, if there are location or demand needs (West Midlands Police, 2017; Police Scotland, 2017).

Another challenge around operating large numbers of custody facilities is the need to equip them to the same high standard. Not all garda stations have access to the same technology and the same level of facilities. Areas of concern found during this inspection include:

> Absence of CCTV in many custody suites;

> Most custody access areas were not secure;

> Absence of interview rooms within a secure custody area; and

> Absence of critical technology, such as electronic fingerprinting and testing for alcohol and drugs.

To improve facilities and to comply with safety standards, the Garda Síochána is carrying out a cell refurbishment programme, due for completion in 2020. This programme targets safety, lighting and ventilation. All features in upgraded cells are designed to be anti-ligature to prevent self-harm.

Figure 2.26 - Number of Available Cell Spaces by Division in 2018
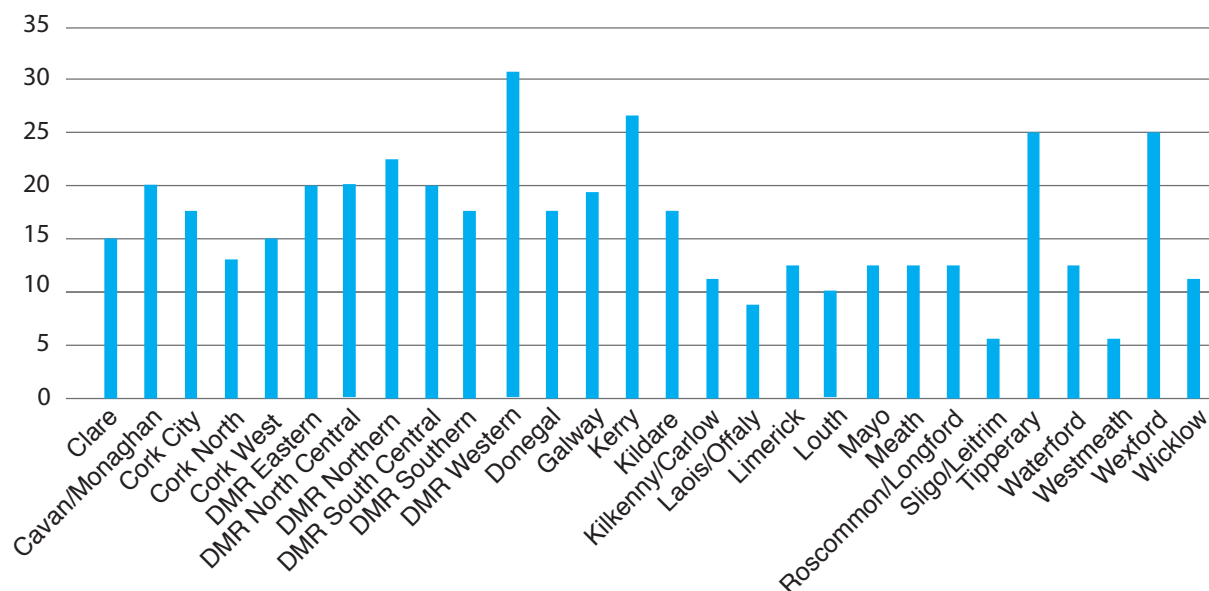
Source: Data supplied by the Garda Síochána; analysis by the Garda Inspectorate

The Garda Síochána informed the Inspectorate that 50% of all facilities have been upgraded and to date no serious incidents have taken place in these facilities. While the Garda Síochána intends to update all facilities, the Inspectorate believes that consideration should be given to developing a smaller number of larger and more strategically located custody suites.

Rationalisation of custody suites and changes to how they operate has been the subject of previous recommendations by the Inspectorate. During visits for this inspection, the Inspectorate found that all divisions still operate multiple custody suites, all open at the same time and often manage a small number of people in detention. This is not the best use of resources, particularly in urban locations, where one well-staffed custody suite would be more efficient. In rural parts of Ireland, consideration needs to be given to balancing the efficiency of having fewer facilities with travelling times to bring persons to stations. There is no custody rationalisation programme or long-term strategy for the provision of custody services. It was also established that there is no organisational strategic lead that has overall responsibility for the provision of custody services. Having fewer purpose-built facilities, appropriately staffed and with the full range of equipment would provide much better use of resources.

Such an approach would facilitate inspection arrangements of garda custody facilities which will need to be put in place following ratification of the Optional Protocol to the United Nations Convention against Torture.

Supervision of Detained Persons

Another concern previously raised by the Inspectorate surrounds the use of gardaí as members in charge of detained persons. While the Inspectorate previously recommended a system of custody officers at sergeant rank, it is still the case that, in most places, gardaí have this responsibility. Looking after detained persons is a high-risk area and the Inspectorate does not view the use of garda members as an appropriate rank. During visits, this issue was raised as a concern by a number of persons, including local GRA representatives.

National Approach to Managing Detained Persons

Many police services have moved to national or service-wide approaches to the management of detained persons. This has removed the management and operational responsibilities for detained persons and custody facilities from divisions. This is designed to ensure national standards of treatment and care for detained persons and to provide more efficient and effective use of facilities. The Inspectorate believes that this is an approach that the Garda Síochána should adopt.

Stations Now and Into the Future

Stations have become an issue of much public debate and many communities are still concerned about the closure of their station. Stations are an emotive issue for local communities and in some places not only did they lose their local station when it closed, but since nothing was put in its place, communities received a diminished policing service. As a result, the Garda Síochána has continued over many years to receive correspondence from concerned communities about the closure of their local station.

The Inspectorate believes that all decisions about the number of stations, the type of stations and where they should be located is an operational decision for the Garda Commissioner. In deciding on the appropriate number of stations and the reopening of previously closed stations, the Inspectorate believes that the Garda Síochána needs to look at least five to ten years ahead and decide where they need to have facilities in place to deliver effective policing services. Any investment in existing or new buildings must take account of anticipated changes in policing demand.

Fundamentally, a decision needs to be taken on whether it is more efficient to build new stations, to refurbish existing accommodation or to lease facilities that could provide more agile accommodation and enable the Garda Síochána to adapt more easily to future changes in policing demand. It is also important to conduct cost benefit analysis exercises as to whether it provides value for money to invest funds and assign resources in existing stations that are seldom used.

As part of the national accommodation strategy referenced earlier, the needs of local policing must also be considered. The move to a new divisional model of policing provides an excellent opportunity for the Garda Síochána to develop local accommodation plans. This would enable divisions to establish how facilities can be more effectively used now and into the future. This should include a review of all available garda accommodation as well as establishing what accommodation other agencies or organisations have that could be used or shared.

This process would allow a division to decide on the appropriate use of stations and buildings for the delivery of services. At this time, four divisions are moving towards implementation of the divisional policing model and now is the time to look at the issue of facilities and make decisions about the number of stations required and how they will be used. Additionally, key decisions need to be made about the opening hours of stations and consideration given to moving to a single 24/7 facility within each division. Another area for consideration is the use of custody facilities across each division. The Inspectorate believes that it would be far more efficient to rationalise the number in use. In urban divisions, a single, appropriately staffed and well-equipped custody suite would be more efficient and effective.

Other jurisdictions also face similar challenges, particularly places with large geographical expanses to cover. In New Zealand an investment was made to acquire 12 new mobile police stations (RV type vehicles), a number of which will be used to provide mobile policing services to people living in towns and more isolated rural areas throughout the country. It was also decided to create a rural duties officer network with 40 police officers used in liaison roles to share good practice and to support more isolated rural communities. To ensure an appropriate response to calls for service, the police service makes sure that it can provide a 24/7 police capability within 25 km of at least 95% of its population (New Zealand Police, 2017a).

The Inspectorate recognises that there is widespread public perception that the level of police service provided to a local community is dependent on the proximity of a garda station. While it is true that this was the case in the past, modern technology, enhanced communications and transport capabilities mean that although policing is delivered at a local level, it is no longer necessarily defined by the location of a station.

The Inspectorate considers that in planning the efficient provision of local police services, a number of principles need to be considered. These include service criteria, response times, mobility of resources and visibility.

Policing should be mobile and community based rather than station focused and other service channels, such as telephony and online should be maximised. It is also important to understand that when a telephone call for garda services is made, it will increasingly be routed to a much smaller number of control rooms and not to the local station. These control rooms will be responsible for determining the appropriate service response. This means that the physical existence of a building is less important than how services will be organised and provided. Using new and innovative ways of delivering services away from garda stations takes policing to the public.

In determining the use of stations, the Garda Síochána needs to ensure that there is extensive public consultation with local communities and other stakeholders. This provides an opportunity to seek people's views and to explain the benefits of using stations more effectively and delivering services in different ways. It would also provide an opportunity to explain how the new divisional policing model will operate as well as outlining the benefits to service users and local communities.

The Inspectorate believes that the Garda Síochána needs to be clear with the public about how it intends to deliver policing services now and into the future and an important part of that process is how it will use stations and other facilities. While closing a station may be considered to be a sound operational decision, it is not a decision that should be taken lightly; communities should not be left feeling that they have lost their local policing service. In this regard, the Inspectorate believes that the Garda Síochána must improve a community's understanding of these types of policing decisions as well as ensuring a regular policing presence in affected areas.

Availability and Utilisation of Garda Staff

The low proportion of garda staff in the Garda Síochána was highlighted in previous Inspectorate reports in 2007, 2014 and 2015. With a Government decision to increase the number of garda staff to 4,000 by 2021, the process of civilianisation of roles traditionally performed by garda members is of core importance. An increase in the number of garda staff will bring them to approximately 20% of the total workforce and closer to international norms. As of April 2018, the number of garda staff was 2,288, which is 57% of the Government target. A draft garda workforce plan describes an intention to recruit 700 new garda staff each year between 2019 and 2021. This appears to the Inspectorate to be an ambitious target based on current recruitment levels.

Department of Public Expenditure and Reform Spending Review 2017

From a public expenditure perspective, the key priorities for 21st-century policing in Ireland arising from the Government's Garda Reform and Investment Programme were summarised as:

> Significant increases in civilianisation facilitated by the redeployment of garda members;

> A civilian by default policy (filling all new posts other than operational policing posts and for non-operational policing posts that become vacant); and

> Recruitment of new civilians.

The Department of Public Expenditure and Reform (DPER) 2017 spending review highlighted that if the number of posts identified in the Inspectorate's 2015 report as being subject to civilianisation was achieved (1,500 positions), the total annual salary saving is estimated to be in the order of €45m and an indicative total of 2.5m policing hours could be released to operational policing (Dormer, 2018).

Organisational Deployment Survey 2017

In February 2017, the Garda Síochána completed an Organisational Deployment Survey, which carried out a census of 13,592 members from every district and specialist support section. This was used to identify garda members who could be redeployed in the immediate term and be replaced by suitably skilled garda staff. The key finding from the survey was that 2,050 garda members were in roles considered suitable for civilianisation. While it included over 600 personnel in the six regions involved working in administration, it did not include posts previously identified by the Inspectorate for civilianisation, such as control rooms and public offices.

Garda Draft Workforce Plan

The Garda Síochána has developed a draft workforce plan (June 2018). This plan outlines an intention to professionalise the organisation through the deployment of skilled civilian staff with the aim of:

> Increased garda visibility;

> Ensuring the skills of garda staff are appropriately deployed and utilised; and

> Enhancing the cost efficiency and effectiveness of resource allocation through the integration of skilled and qualified garda staff across a range of roles.

The draft plan includes costings based on the 40-year pay differential between a garda member and garda staff at three comparable grades and ranks. These are a clerical officer and garda, executive officer and sergeant and higher executive officer and inspector. All comparisons show that the pay differential is over €1m for each rank excluding other costs such as training for garda members.

With a target to increase the number of garda staff by 2,000, the workforce plan highlights an intention to use 1,500 staff to allow the reassignment of members to operational duties.

This was a requirement of the 2016 Government decision, which also specified a "civilian by default" policy according to which any post that does not fall into the broad category of front-line policing should be filled by a qualified member of garda staff. The draft workforce plan highlights that 155 garda staff have been recruited and 106 members reassigned. During inspection visits to eight divisions, the Inspectorate found limited examples of the reassignment of gardaí from non-operational duties back to operational roles as part of this process.

The garda workforce plan identifies a number of challenges for garda staff recruitment including:

> A competitive labour market;

> Long recruitment lead in times and lost applicants during the process; and

> Long vetting times and lost successful applicants during the process.

Long delays in vetting times were raised by HRM as a significant challenge to recruitment with usual vetting times for other government departmental posts of 10 days, compared to up to 14 weeks for garda staff. The vetting level for garda staff is the same as for new garda recruits and, in order to get recruits into training, they are often prioritised over garda staff for vetting checks. With the multitude of functions performed by garda staff, a tiered vetting approach may reduce the current waiting times.

Reporting Structures Between Members and Garda Staff

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

The Inspectorate included a recommendation in its 2015 report to finalise the integration of reporting structures as required under the terms of the *Public Service Pay and Reform (Croke Park) Agreement 2010–2014* and the garda transformation agenda, as a matter of priority.[35] This inspection found that this issue is still unresolved and is a major obstacle to the integration of garda staff within the Garda Síochána.

Allocation of Garda Staff Resources

As explained earlier, the Cohort model used for distributing members is not used to allocate garda staff and the Inspectorate is not aware of any other model used to allocate garda staff to particular business units or functions.

In April 2018, there were 2,288 garda staff in the Garda Síochána. Of those, 63% were at clerical officer grade and only 2% were at assistant principal or higher grade. Figure 2.27 shows the allocation of those staff across three categories created by the Inspectorate. The category marked 'Other' includes non-industrial staff, such as cleaners and service attendants and industrial staff, such as plumbers and electricians.

Figure 2.27 - National Allocation of Garda Staff FTE (All Grades) in April 2018

- 🟡 Local Policing
- 🔵 Headquarters
- 🔴 Other
- 🟢 National/ Operational Support Units
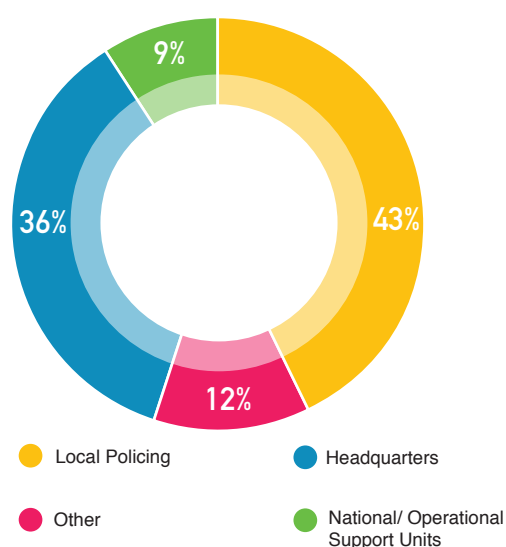
Source: Data provided by the Department of Justice and Equality; categories assigned by the Garda Inspectorate

This shows a far more even allocation of garda staff across the three main business areas that are the main focus of this report compared to the allocation of members. For example, 43% of all garda staff are allocated at divisional level to local policing roles, compared to nearly 85% of members that were allocated to this category. In this analysis, headquarters has 36% of all staff and national units 9%. In comparison to analysis conducted in the Inspectorate's 2015 report, the number of garda staff allocated to local policing has increased by 7.3%.

Allocation of Garda Staff across Divisions

The allocation of garda staff appears to be based on historical factors and more recently, the growth in numbers appears to depend on the willingness of individual divisional chief superintendents to embrace civilianisation. The workload of divisional garda staff, such as those in finance and administration units, is affected by the number of garda members and how busy a division is.

Figure 2.28 shows how the 997 garda staff in local policing roles are distributed across the 28 divisions. For comparison purposes, the Inspectorate included the total number of garda members.

Without a resource allocation model or process in place, there is very little correlation between the number of garda staff and the number of members assigned to divisions. In this analysis, the number of garda staff assigned to divisions ranged from 22 at the lowest point to 66 at the highest. The average number allocated across the divisions is approximately 35 and overall garda staff account for 7.7% of the total divisional workforce.

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35 *Changing Policing in Ireland (2015)* Recommendation 4.6

Figure 2.28 - Allocation of Garda Staff (All Grades) and Garda Members (All Ranks) across the 28 Divisions in April 2018
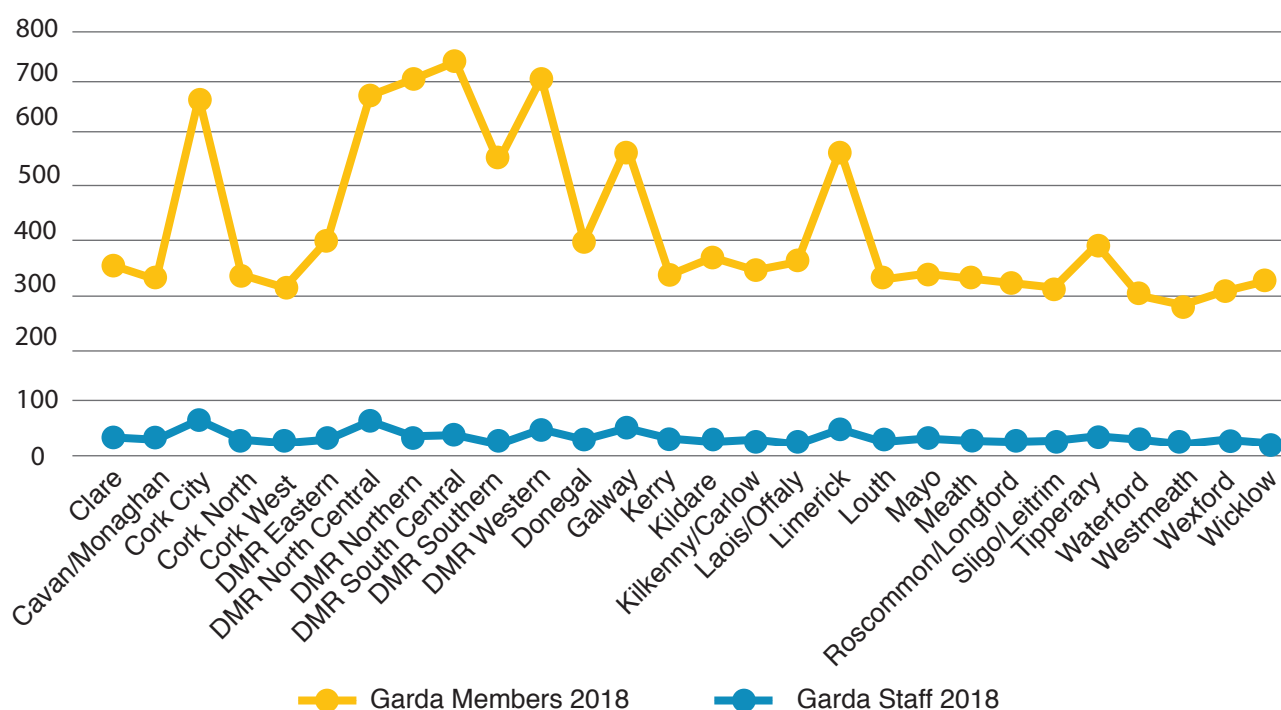
Source: Data provided by the Department of Justice and Equality; analysis by the Garda Inspectorate

Other Areas for Expanded Use of Garda Staff

During visits, the Inspectorate spoke with many members, staff and reserves, who identified what they believed to be potential areas for further civilianisation and good opportunities to release gardaí from certain posts to front-line duties. Figure 2.29 includes the type of posts identified as suitable for civilianisation.

Figure 2.29 - Posts Identified by the Garda Workforce as Suitable for Civilianisation

Posts	Functions
Public Offices	Crime scene examination
Control Rooms	Crime prevention
Custody (Gaolers)	Court security
Victims Offices	Court prosecutions
Warrant/Summons Units	Static security
Performance Accountability Framework (PAF) Administrators	Evidence gathering such as CCTV
Regional/Divisional/District Clerks	Examination of technology

Source: Garda Inspectorate inspection visits

Apart from PAF administrators introduced in 2015, these are all roles previously identified by the Inspectorate as potentially suitable for civilianisation. During visits, it was disappointing to find that members are still performing administrative roles that do not require sworn powers. This included a member in a divisional finance unit. On an encouraging note, the Inspectorate found some garda staff in roles previously performed by members and feedback on their work was very positive. The Garda Síochána recently conducted a recruitment process for garda staff control room operators and 90 people were selected. Initially, people will be trained as call takers, but in the longer term, the intention is to train them as call dispatchers and both control room roles will be fully civilianised.

Approach of Senior Garda Managers to Civilianisation

During visits, the Inspectorate met many senior garda managers. It is clear that many senior garda managers believe that they are supportive of civilianisation, but this has not been communicated sufficiently to convince garda staff that there is a real commitment to civilianisation.

At many levels of the Garda Síochána, civilianisation is not accepted or embraced and many of the suggestions provided by senior garda managers for using more garda staff centred on clerical support and lacked imagination. There was a general absence of acknowledgement of the benefits of high-level management, technical skills and qualifications that garda staff could bring to the organisation. Some garda staff reported that while the culture had improved, it still had a long way to go.

The language often used by senior garda managers has led the Inspectorate to form the opinion that civilianisation has not been fully embraced. Words such as "trust" and "reliance" were often used in a manner which did not indicate that garda staff had parity of esteem with members.

There also appeared to be a great reluctance by senior garda managers to move members who have been in administrative roles for extended periods. This suggested that senior garda managers were waiting for those members to retire. Members who have been away from operational duties for extended periods may need support and refresher training to prepare them for a return to front-line duties.

As an important first step, the Garda Síochána needs to convince its own garda staff that it is committed to civilianisation. Other police services visited by the Inspectorate as part of recent inspections have recognised the important role that support staff can play in the running of a police service.

Bringing new garda staff into the organisation must be supported with role-specific training as well as an induction programme to transition people smoothly into the Garda Síochána.

The Inspectorate welcomes the public statement from the new Garda Commissioner to stop using the term civilian and to use the term garda staff.

Policing Authority

In July 2016, the Policing Authority was asked by the Minister for Justice and Equality to monitor and assess the measures being taken by the Garda Síochána to implement the recommendations of the Inspectorate's *Changing Policing in Ireland (2015)* report, noting that in many instances the vehicle for implementation of this report is the Modernisation and Renewal Programme. The Policing Authority has taken on this role and it provides quarterly progress reports to the Minister. In its fourth progress report published in December 2017, the Policing Authority commented on the progress of civilianisation and stated that *'the Authority continues to be concerned and frustrated with the lack of pace at which civilianisation and redeployment is happening'* (Policing Authority, 2017b). This report further commented that civilianisation should be achieved through a civilian by default recruitment process for roles that do not require sworn powers and through the redeployment of garda members currently in non-operational policing roles with these positions being backfilled by civilian staff.

Throughout a number of progress reports, the issues raised by the Policing Authority support the findings of the Inspectorate. For example, in its fifth progress report (2018b), the Policing Authority also highlighted concerns that the drive to recruit civilians does not appear to be consistent across divisions and from the Policing Authority's observations, there appears to be a considerable variance in the degree of buy-in to civilianisation. It is noted that some divisions are actively seeking additional civilian staff and are willing to expand the variety and complexity of roles suitable for civilianisation, while other divisions appear to be unwilling to engage with the process and are sceptical as to the potential for civilian staff to work beyond basic administration tasks. The Policing Authority reiterated that the pace of redeployment continues to be of concern and highlights that there still appears to be a lack of clarity and agreement within the organisation as to which roles are suitable for civilianisation.

An early draft of a garda workforce plan provided to the Inspectorate stated that 500 new garda staff would be recruited in 2017.

This would be on the basis of business cases being created, submitted to the Policing Authority for approval and further submitted to the Department of Justice and Equality and the DPER for consent. As of 22 October 2018, 422 additional staff have been requested by the Garda Síochána for approval. Of these, 291 have been approved, 63 have been approved by the Policing Authority but await consent, 35 are under active consideration by the Policing Authority and 33 are awaiting information from the Garda Síochána. During visits to divisions, concerns were raised by senior garda managers about delays in the business case process. In its fourth progress report, the Policing Authority reported that a large number of business cases arrived late into 2017 and many were of a poor quality or lacked sufficient detail to lead to approval. In order to bring focus to the area of recruitment and redeployment, the Policing Authority convened a working group in May 2017 to bring key stakeholders together. In the Policing Authority's report in accordance with section 62(O) of the Garda Síochána Act 2005, the issue of business cases was further discussed. This report highlighted that the current process for making a decision to approve a new civilian post in the Garda Síochána, under section 19 of the Act, is cumbersome and unnecessarily bureaucratic.(Policing Authority, 2017c) The Policing Authority with the consent of all parties has sought to streamline the process and minimise delays.

The Way Forward

In the area of civilianisation, the Inspectorate has made a number of recommendations, which have been accepted. However, this inspection has shown that despite the commitment of the Government to provide an additional 2,000 garda staff, there does not appear to be a strong desire to take advantage of this opportunity and the pace of recruitment is very slow. Without immediate action, the Inspectorate believes that the Garda Síochána will be unable to meet its 2021 target. In previous reports, the Inspectorate identified a number of posts for civilianisation, such as public offices, control rooms and custody gaolers that would require the recruitment of significant numbers of garda staff and as an outcome, it would immediately release a large number of members to operational duties.

This requires the Garda Síochána to complete a business case to the Policing Authority. While the Garda Síochána would be unable to provide the Policing Authority with the precise names of members who would be released for front-line duties, it could identify specific posts within named stations that could be civilianised.

Another area previously recommended as suitable for civilianisation is crime scene examination. While this is a more specialist skill, it would release 121 gardaí back to full operational duties as well as 19 sergeants for front-line supervisory duties. The Inspectorate has also previously recommended the appointment of senior garda staff at divisional level to provide specialist skills in human resources and finance. In preparation for the roll-out of the divisional policing model, and in order to address many of the present human resources and financial challenges, the Inspectorate believes that the Garda Síochána should expedite the recruitment of people for those divisional posts. Civilianisation of these types of posts would require the recruitment of a critical mass of people to fill them, and therefore, it would also escalate the process of releasing large numbers of members from station duties.

The Inspectorate believes this area requires the appointment of a senior manager as a strategic lead to help the Garda Síochána to achieve its 2021 target and to ensure that garda staff feel that they are an equally valued part of the workforce.

Availability and Utilisation of the Garda Reserve

The Garda Síochána Act 2005 provides for the establishment of a Garda Reserve. The Reserve consists of voluntary members, drawn from the community to assist the existing service. Reserve members have limited powers while on duty and perform policing duties as determined by the Garda Commissioner.

Mission and Duties of the Garda Reserve

The mission of the Reserve is to provide an efficient response and a quality service at all times and to enhance partnership between the Garda Síochána and local communities.

While reserves are unable to cover all of the core functions of policing, they do provide an additional resource that should be used to increase garda visibility and provide a reassuring presence for local communities. Using reserves to police events also helps to reduce the number of members needed. Despite a previous recommendation by the Inspectorate to allow independent patrol by reserves, it is still policy that reserves must be accompanied by a full-time garda member.

Figure 2.30 shows the duties of a reserve as determined by the Garda Commissioner.

Figure 2.30 - Garda Reserve Duties

> Station duty, other than the care and custody of prisoners

> Assistant to the station orderly

> Communications room duty, to include monitoring CCTV

> Foot patrol, accompanied by a member of the permanent garda service

> Static security duty

> Road traffic checkpoint duties, accompanied by a full-time member

> Duty at the outer cordon of major events such as festivals and major sporting events

> Assisting in the event of accidents, fires and major emergencies

> Giving evidence in court

> Community/Neighbourhood policing

> Issue of Fixed Charge Processing System notices where traffic offences have been detected

> Serving summons

Source: Garda Reserve Policy and Procedure Manual

The range of duties has expanded since the programme's inception to include additional powers in a number of areas including domestic abuse, child protection, conflict resolution and harassment. Reserves have limited access to PULSE but can input driving licence and insurance details, conduct vehicle checks, update vehicle status and conduct warrant searches.

Recruitment Practices

In March 2017, a reserve recruitment process took place. Although it was expected that 300 reserves would be recruited in 2017, no new members were appointed due to delays in the selection process. Many people who join the Garda Reserve will have an interest in joining as a full-time member and may join as a reserve first to see if the Garda Síochána is a good career for them. At the time of completing this inspection, the Reserve represented 20 different nationalities and 27% of reserves were female (Garda Síochána, 2017e).[36] The Reserve offers an opportunity to attract a far more diverse workforce and furthermore it provides an opportunity that might encourage people from different communities to consider a full-time career as a garda member or garda staff.

The Garda Síochána would like to see members actively promoting the Reserve in local communities. As part of this inspection, the Inspectorate met with representatives from local authorities, and the Irish Farmers Association. Both bodies saw great value in the Reserve and felt that targeted recruitment campaigns towards local authority employees or farmers would yield many applications. An employee-supported scheme of this type was included in the Inspectorate's 2015 report as a good example of targeted recruitment. This type of scheme also brings a benefit to other organisations in having a member of staff trained as a reserve. The Inspectorate also engaged organisations representing minority communities who were told about recruitment campaigns for full-time garda members, but not about campaigns to recruit reserves. This should be part of a targeted approach to recruitment to the Reserve.

As explained earlier, the number of reserves has fallen dramatically from a high of 1,164 in 2013 to 562 in April 2018. It is unclear as to how many of those are still attending for duty. With a Government target of a Reserve strength of 2,000 by 2021 and with only one quarter of that figure currently in place, it looks to be a significant challenge. Without any further losses, the Garda Síochána would need an annual net gain of 500 reserves per year for the next three years.

Role of the Policing Authority

The Policing Authority plays a key role in monitoring the progress of Garda Reserve recruitment and retention and specifically progress of recommendations made in the Inspectorate's 2015 report. This is an area raised in its fourth progress report to the Minister published in December 2017. In that report, the Policing Authority noted that the Garda Síochána was unlikely to achieve its end of year target of 800 reserve members. The report also noted that the creation of a Garda Reserve strategy was partially complete; the rest of the Inspectorate recommendations were shown as in progress.

Garda Reserve Office

Despite the arrival of reserves in 2006 and a growth in numbers though to 2013, the institutional support for the programme has been limited. The overall management of the reserve programme initially rested with HRM and a Reserve Office was established to provide central support and a single point of contact for reserves. In the 2015 inspection, the Inspectorate found that the Reserve Office had at some point ceased to operate. Following a recommendation by the Inspectorate, it was re-established in 2016 and, subsequently, responsibility for the office moved to the Bureau of Community Engagement.

In 2017, the Inspectorate met with the superintendent in charge of the Reserve Office, who explained that the office consisted of a sergeant, a garda and a clerical officer with a number of functions, including policy development, recruitment and supporting reserves. While the office had commenced divisional visits to meet with chief superintendents, their staff and reserves, visits stopped before completion. A skills audit of reserve members as recommended in the Inspectorate's 2015 report had also started, but it was not completed due to technical difficulties.[37] The superintendent stated that the powers conferred on reserves are adequate at this time, but did explain that full-time members do not have a good understanding of the role of reserves and their powers.

During later meetings with reserves working in divisions, most were unaware that there was a Reserve Office in operation and in the Garda Síochána's Policing Plan update in June 2018 it is recorded that no Garda Reserve Engagement Office has been established.

A Garda Reserve strategy was in draft stage at the time of this inspection but was not sufficiently advanced to share it with the Inspectorate. However, the Inspectorate understands that the strategy will outline concerns that the current national recruitment process, centralised training programme and long delays in vetting are negatively affecting the recruitment process.

Availability of Garda Reserves for Local Policing

Reserves are not distributed to divisions as part of the Cohort model process, although the number of reserves is one of the factors taken into consideration as part of the allocation process for distributing members to divisions. Garda reserves are generally allocated to a division close to where they live, but not within 50 km. This appears to the Inspectorate to be an unnecessary inhibitor to recruitment and retention.

Figure 2.31 shows the allocation of 562 reserves across the 28 divisions and for analysis purposes this is displayed as a percentage of the total number of garda members.

37 *Changing Policing in Ireland (2015)* Recommendation 4.4

Figure 2.31 - Garda Reserves as a Percentage of all Garda Members across 28 Divisions, April 2018
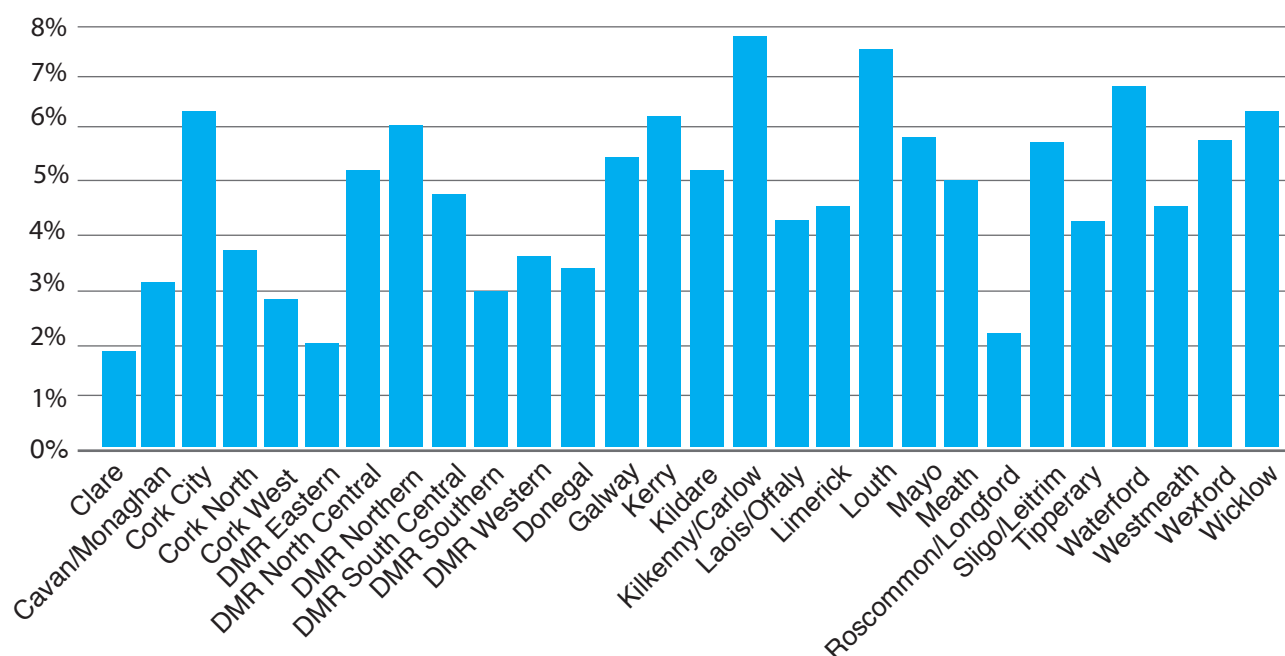
Source: Department of Justice and Equality data; analysis by the Garda Inspectorate

This shows considerable variances across the divisions in the proportion of reserves to members. In this analysis, Clare, DMR Eastern and Roscommon/Longford divisions have the lowest proportion of reserves to members at 2%, compared to the highest proportions of 8% in Kilkenny and Louth. In comparing this analysis with data from the Inspectorate's 2015 report, it shows a considerable decrease in the proportions across all divisions with many seeing a 50% decrease. Factors affecting the proportions include an increase in the number of members across most divisions as well as the loss of 50% of all reserves since December 2014.

On a positive note, some of the resignations of reserves are due to recruitment as full-time members. Like Ireland, England and Wales have also seen a reduction in the number of reserves with 30% of all reserves leaving policing between March 2016 and March 2017 (Home Office, 2017). Similar to the Garda Síochána, many are joining the regular service and, of those who resigned in England and Wales, 12% did so to join the regular service. In England and Wales, there is a ratio of 14.7 police officers to every reserve, compared to Ireland with a much higher ratio of 24.5 gardaí to every reserve. With a move to 2,000 reserves and 15,000 full-time members, the ratio would reduce to 7.5.

Hours of Duty

As well as the number of reserves available for duty, it is important to understand how many hours they actually work. Reserves are entitled to an annual allowance on completion of 208 hours service per year. While this is the minimum number of hours required, some work far in excess of those hours. Working 208 hours is an indicator of an individual's commitment to policing. In 2016, out of a total of 695 reserves, 303 (44%) claimed the allowance. In 2017, with a reduced number of 589 reserves, only 205 (35%) claimed the allowance. The number of reserves is reducing dramatically as well as the proportion of people completing their 208 hours. Every reserve that leaves the service is a potential loss of 208 policing hours per year. Based on the current number of 562 reserves there is an opportunity to use 117,000 hours for local policing services and with an intention to move to a strength of 2,000, this could provide 416,000 policing hours per year.

Divisional Liaison Officers

As part of the reserve programme, each division has a nominated inspector as a reserve liaison officer. During inspection visits, the Inspectorate found an inconsistent approach to this role across the divisions.

This included one division where the inspector regularly contacted reserves to arrange suitable duties and another division, where a reserve reported no contact with the liaison inspector in the previous three years. Where liaison was good, reserves were far more likely to come in to help with local events and to go on patrol. The reserve liaison officer is an important role and should be assigned to an individual who sees the benefits of the Reserve.

Meetings with Reserve Members

During this inspection, the Inspectorate met with a number of reserves who expressed concern that despite the Garda Reserve being in existence for 12 years, they were still not a fully accepted part of the garda workforce. Many reserves were surprised and disappointed with the way that they are sometimes treated and the inefficient way in which they are often used. One reserve used to complete over 500 hours a year, but due to frustrations with the limitations on their use now works less than half of those hours. Another reserve often declines to come for duty as regular members have suggested they are taking overtime from them. Some reserves feel fully accepted by members and one explained that they are posted as the second member in a patrol vehicle. In other places, reserves are not integrated, some are not placed in patrol vehicles and some are posted to a patrol vehicle as the third person. Using a reserve in this fashion is not making best use of resources. The Inspectorate also met experienced reserves who have never made an arrest, even for lower-level public order offences. This is a lost opportunity for using reserves to deal with anti-social behaviour and other public order issues.

Many reserves do not feel that their contribution is valued and are rarely thanked for what they do. While some reserves reported that they had received a certificate of service for reaching ten years' service, others with similar service had not received any similar recognition.

During meetings with reserves, a number of consistent barriers were raised including:

> There are no plans in place to maximise their use;

> Members, including sergeants don't always know what they can do; and

> There is limited ongoing training.

The reserves also put forward, a number of solutions:

> Developing a tutor scheme for new reserves, similar to the process for garda probationers;

> Providing continued professional development;

> Deploying reserves into other areas, such as community policing; and

> Providing information to members on what they can and cannot do.

All reserves felt that a centralised Reserve Office to direct policy and provide support would ensure more effective use and management of reserves. However, most of the reserves who met with the Inspectorate have had no recent contact with the Reserve Office and thought it no longer existed.

During all meetings conducted, it was clear that reserves need to feel appreciated and to be given meaningful tasks to do. In cases where reserves had not attended for duty for extended periods, some divisions had taken the decision to ask them to leave the service. It did not appear that exit interviews had been completed to establish why they had not attended for duty.

Feedback from Interviews with Garda Members

During visits, the Inspectorate met members of all ranks and discussed the issue of reserves. The Inspectorate received mixed views with some senior garda managers very complimentary about reserves and their contributions and others who were very dismissive of the reserve programme. This included negative comments that reserve numbers are limited, they often choose what they want to do and are not always available for duty when needed. A negative approach or attitude by senior garda managers or front-line supervisors will affect reserves working in their area.

In some places, there was a more positive attitude towards reserves and some reserves were held in very high esteem by members of all ranks. Some members felt reserves could be better utilised, such as in community policing roles or to provide additional high visibility policing. It was suggested by members that reserves should have their own tutor scheme, which utilises the skills of experienced reserves to train and support new colleagues.

Utilisation of Volunteer Police Officers in Other Police Services

Like the Garda Síochána, many police services are facing increased demand for their services. As a result, using uniformed and non-uniformed police volunteers is a good way of extending the police family and providing an additional policing presence. Many other police services have used volunteers for far longer than the Garda Síochána and their role has evolved to other policing functions, such as driving police vehicles and patrolling on bicycles. Some also serve on specialist units, such as roads policing and intelligence. In the UK the equivalent of reserves are called special constables. Special constables offer an opportunity to enhance police visibility as well as bringing in people with high technical skills. Most police services have structured programmes in place as they seek to maximise the benefit of a supportive resource while maintaining service levels on the front line. As reported in the Inspectorate's review of *Responding to Child Sexual Abuse (2017)*, police services in England and Wales are seeking to use special constables in specialist units, such as those who are dealing with child abuse on the internet. This seeks to bring in technical expertise to help police in the fight against the online threat to child safety.

The West Midlands Police uses special constables in many different ways, such as on motorway patrols as well as on airport duties. Its assessment was that special constables did not always best fit with community policing because of the length of time away from their areas and believe that they should be used where they would most like to work.

Recruitment focuses on people who were unsuccessful in recent full-time competitions, retired members who still want to be involved in policing and people from hard to reach communities. Police Scotland also uses special constables who receive a condensed version of regular police officer training, delivered locally over five weekends and a one-week course at their main training establishment. They generally work with response units and have the same powers as a regular officer. At the time of a visit, there were 755 special constables providing an average of 9,000 policing hours per month. Importantly, at national and divisional levels co-ordinators are in place to manage adult and young people involved in police volunteering. The City of London Police has utilised the skills of external financial experts as special constables to assist with highly complex fraud investigations.

The Way Forward

The Inspectorate has made previous recommendations in 2014 and 2015 aimed at enhancing the availability and utilisation of the Garda Reserve. This included developing a strategic plan for maximising the operational effectiveness and contribution of the reserves and re-establishing the Reserve Office to provide a strategic lead and a central point of contact. To improve their operational availability and use in local policing, the Inspectorate also recommended that when a reserve is assessed as competent, they should be authorised to patrol independently and to use the powers for which training was provided.

The Inspectorate believes that the Garda Reserve is an important element of the garda workforce and with the right leadership and support in place it can deliver an additional and important uniformed presence in local communities.

In order to stop the dramatic decline in numbers, the Garda Síochána needs to complete its Garda Reserve strategy and address issues that negatively impact on the retention of existing reserves, as well as remove barriers to the recruitment of new members. Reserves should not be viewed as a threat to regular policing, but should be seen as an important additional resource.

They should also be made to feel like a valued part of the Garda Síochána workforce and the considerable benefits that they offer should be fully realised. The use of experienced reserves as tutors for new reserves would be an excellent way of recognising the skills of experienced reserves as well as providing a good support mechanism for new colleagues.

The Inspectorate believes this area requires the appointment of a senior manager as a strategic lead to help the Garda Síochána to achieve its 2021 target and to ensure that reserves feel they are an equally valued part of the workforce.

Mobility of Staff

A barrier identified in previous inspections, but still present today, is the lack of mobility of members and garda staff. In local policing areas, members and garda staff are assigned to a specific location and relocating individuals at some later point in time for operational or other business reasons can sometimes be challenging, if the individual concerned does not agree to move. This could include a situation where there is an imbalance in the number of members or garda staff in one location and for operational reasons it is necessary to move people. Examples were provided to the Inspectorate, where members had refused to move, and in some cases it resulted in legal challenges and complaints by the member concerned.

As part of this inspection, the Inspectorate visited four divisions that are in the process of implementing the divisional policing model. Part of that process may necessitate the movement of staff to achieve efficiencies and to enhance operational deployment of resources. Senior managers in these divisions raised a number of anticipated challenges to the movement of members or garda staff from one location within the division to another. A regional assistant commissioner confirmed this challenge and informed the Inspectorate that a divisional chief superintendent is unable to move a member from one district to another without the permission of Garda Headquarters.

For operational or other appropriate reasons, it will sometimes be necessary to move a member from one part of the division or district to another.

Currently, if this change involves a move from one district to another, the member concerned is entitled to travel and subsistence allowances. This is a barrier to the effective use of resources and is not an obstacle that affects other police services visited by the Inspectorate.

Availability and Utilisation of Overtime

At local policing levels, the financial responsibilities of divisions and districts is restricted to budgets for overtime, travel and subsistence and a small amount for local purchases. Divisions have no control over pay costs and are not responsible for paying utility bills.

Garda overtime is available to provide additional resources when they are most needed. It is not an infinite amount of money and care needs to be taken to ensure that it is only used when necessary, and where possible it should be used to provide additional resources for operational policing activity. Overtime and travel and subsistence budgets are allocated to regions on a quarterly basis by Garda Headquarters. Regional assistant commissioners further allocate those funds across divisions and districts within their regions.

Figure 2.32 is included to show the number of garda members and the amount of overtime spent in the years 2013 to 2017. Garda members are shown in thousands and overtime is shown in millions of euro.

Figure 2.32 - Comparison of Overtime Vs Number of Garda Members, 2013 to 2017
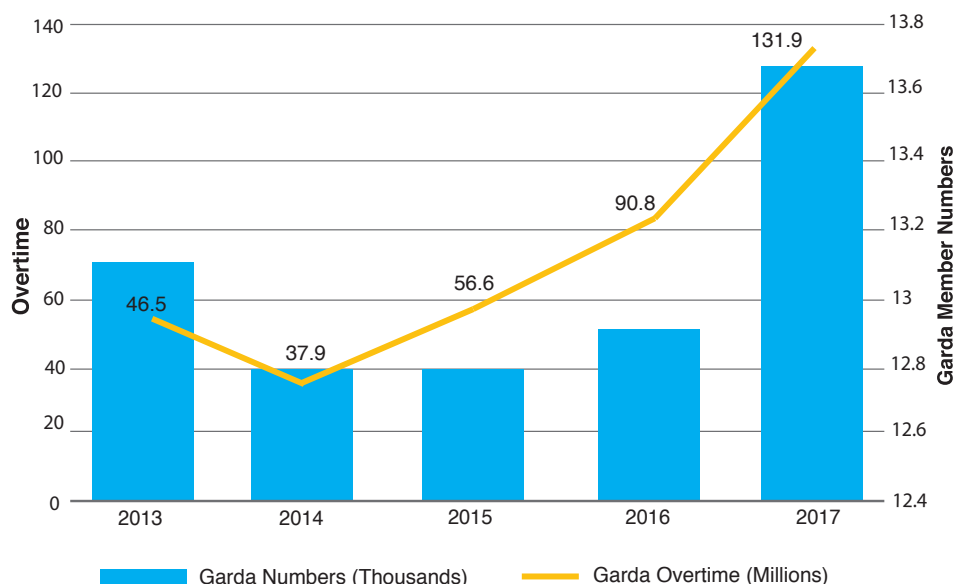
Source: Data provided by the Garda Síochána; analysis by the Garda Inspectorate

This shows that the annual spend on overtime has risen sharply, with €46.5m spent in 2013 rising to nearly €132m in 2017. Between these periods, there is a direct correlation between fluctuations in the number of members and overtime spending. For example, between 2013 and 2014, the number of members and the cost of overtime reduced. In the years that followed, as the number of members started to rise so did the cost of overtime.

Figure 2.33 is included to explore the proportionate change in the number of members and the corresponding change in the cost of overtime.

While the number of members increasing or decreasing has since 2013 been accompanied by the same trend in overtime, there are disproportionate differences in the changes. For example, between 2013 and 2014 a 2.3% reduction in the number of members was accompanied by an 18.5% reduction in overtime, while in the years 2014 to 2016, small increases in the proportion of members each year was accompanied by 49% and 60% increases in overtime. There was an increase of 458 members between 2013 and 2017 accompanied by an €85m increase in overtime. The overtime budget for 2018 is €98.5m and at 9.3% of the overall pay bill, the garda overtime spend is above international norms of between 4% and 5%.

Figure 2.33 - Change in Numbers of Garda Members Vs Changes in Overtime, 2013 to 2017

	2013	2014	2015	2016	2017
% Change numbers	N/A	-2.3%	+0.1%	+1.0%	+4.7%
% Change overtime	N/A	-18.5%	+49.1%	+60.4%	+45.3%

Source: Data provided by the Garda Síochána; analysis by the Garda Inspectorate

In England and Wales, analysis of police officer overtime showed that in the financial year 2016/17 the average cost of overtime, based on all police officers in receipt of overtime, was £1,829. In the same period in the Police Service of Northern Ireland, the average cost of overtime per police officer in receipt of overtime was £6,780. (Police Service of Northern Ireland, 2018). In Ireland in 2017, the average cost of overtime of all members in receipt of overtime was €10,141.

To examine overtime spending in further detail, Figure 2.34 shows a breakdown of the total overtime spend by category for 2017. Regular overtime includes activity such as courts, crime investigation, supplementing units, escorts and traffic operations.

Figure - 2.34 All Overtime by Category, 2017

Category	Cost 2017
Regular overtime	€98,494,305
Organised crime operations	€18,243,673
Operation Thor	€9,452,529
Port security operation	€3,410,457
Prince of Wales visit	€1,596,503
EU Return Fund	€333,660
State operations	€273,122
Specials operations (Rossport)	€74,237
Total	**€131,878,486**

Source: Data provided by the Garda Síochána; analysis by the Garda Inspectorate

While this shows that most overtime was incurred on regular duties, there were also significant spends in other areas, such as organised crime, Operation Thor[38] and port security. The overtime incurred in 2017 on Operation Thor and on organised crime operations is significant. While additional gardaí may sometimes generate additional overtime, the level of garda overtime spending is extreme. While a major incident or a series of serious events such as the gangland homicides in Dublin will affect the availability of resources and usually lead to an increase in overtime spending, it does not explain the high levels of expenditure shown in this analysis.

Prior to any planned operation, the Inspectorate would expect to see a cost benefit analysis completed and, if needed, an agreed amount of overtime allocated to the operation. With any overtime authorisation, robust supervision is required on a daily basis to ensure that only necessary overtime is incurred. At the conclusion of a planned operation, there should be a comprehensive closing report, identifying how overtime was spent as well as a benefit realisation analysis of the results to see if it achieved its intended outcome.

Figure 2.35 shows the regular overtime spend for 2017 by business unit. The six operational regions include the 28 divisions that deliver local policing.

Figure 2.35 - Regular Overtime by Business Unit, 2017

Business Unit	Cost 2017
Six operational regions	€80,103,879
Specialist regions/branches	€14,871,417
Support/Strategy/Executive Directorates	€3,514,164
Total	**€98,489,460**

Source: Data provided by the Garda Síochána; analysis by the Garda Inspectorate

While this shows that the six regions had the highest overall spend, the other business areas also incurred significant overtime costs. With regards to overtime incurred across the six regions, the Dublin Metropolitan Region accounted for just under half of the overall total.

Figure 2.36 examines the overtime costs across all regions by the category in which it was incurred. The Finance Directorate explained that there is a deficiency in garda technology, and evaluation relies on the accuracy of a paper-based system. The current system also makes it difficult to break down overtime into individual categories.

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38   Operation Thor is a national anti-crime and anti-burglary operation

Figure 2.36 - Local Policing Overtime Spend by Category, 2017

Category	Cost €m	% of Overtime
Crime investigation	22.9	29%
Courts	20.5	26%
Supplementing units	12.2	15%
Crime prevention	5.1	6%
Protection and security	4.7	6%
Escorts	3.4	4%
Events	2.0	3%
Non-recurring	2.1	3%
Public order	2.8	3%
Traffic operations	2.2	3%
Special operations	1.3	2%
Immigration	0.8	1%
Total	**80.1**	**100%**

Source: Data provided by the Garda Síochána; analysis by the Garda Inspectorate

This shows that the Garda Síochána spends significant amounts of overtime on non-operational activity such as courts, which accounted for 26% of local policing overtime. Court overtime includes all aspects, such as appearances, security and prisoner management. This was an area of concern highlighted in the Inspectorate's 2015 report when just under 25% of all overtime was incurred in this area. Escorts is another area of concern for the Inspectorate and this analysis shows that it accounted for 4% of all overtime.

Further analysis of overtime by rank showed that the highest earners at garda, sergeant and inspector rank had individual overtime payments in excess of €70,000 a year. Identifying high earners is important to check that overtime is only used when necessary and to ensure the health and wellbeing of staff.

The Garda Finance Directorate informed the Inspectorate that divisions and districts are required to keep a record of the reasons for overtime use, e.g. supplementing units, court attendance etc. However, effective analysis depends on the accuracy and quality of the forms used for recording overtime. The Finance Directorate believes that analysis of overtime

should be conducted by divisions, as the Directorate does not have the capacity to do it.

The current system for recording overtime is not user friendly and it does not provide data on the category under which overtime is incurred. To identify where overtime is actually incurred requires completion of a separate paper process. Good financial management data and strong supervision of overtime would ensure that it is more effectively used. During visits, the Inspectorate met with a number of finance officers, the majority of whom are not asked to provide local overtime performance data, such as high earners.

During visits, the Inspectorate identified a common correlation between the proactivity of the Garda Síochána at local policing levels and overtime. In essence, unless overtime was available, there appeared to be fewer proactive operations taking place. Sometimes overtime was incurred or sought in relation to what appeared to be core policing activity that should not be reliant on overtime. For example, with the execution of a warrant to search an address or to arrest a suspect for a crime, many gardaí explained that this would not always take place without overtime in place to support it. In other jurisdictions, initial action to arrest a suspect or to execute a warrant would not usually require overtime. However, overtime may be necessary to process arrested persons or to conduct additional and time sensitive enquiries. Many senior garda managers explained that the current level of resources has greatly reduced their ability to be more proactive and overtime is often used in its place.

During visits, the Inspectorate did not find any evidence of overtime spend profiling to identify points in a year when the use of overtime is more likely to be necessary. At a local level, budgets are managed over short periods around rosters and there did not appear to be any long-term forecasting. At the time of visits, some districts were already significantly overspent and there were no plans in place to recover this position. The 15-minute daily payment for the pre-tour briefing was raised as a concern during all visits as it is accounting for up to 40% of local overtime budgets. This is removing overtime for operational policing activity and is not a practice

used in other policing services visited. There also appeared to be an absence of contingency funds in place at all levels that should be available if a serious incident occurs.

In the Policing Authority's fifth progress report, it was reported that a member in the Dublin Metropolitan Region has developed an overtime monitoring system, which provides a number of key metrics around overtime, such as high earners. Although the Garda Síochána senior leadership team can see operational benefits in this sort of system, there is no ICT support in place to allow for a national roll-out. The report also noted that even though a sanctioned MRP project, the rosters and duty management system is expected to provide similar functionality, it is not expected to be nationally available in the near future and possibly not for a couple of years. (Policing Authority, 2018b).

Finance Managers

The Inspectorate believes that at this time, senior finance managers need to be in place at divisional level to provide business support to the operational side of policing. Finance managers should be empowered to address factors that impact on the availability and management of financial resources such as overtime and allowances.

Summary

Garda overtime spending is considerably higher than in comparable police services and this inspection has found limited accountability measures and systems in place to ensure that overtime is only incurred when absolutely necessary.

Availability and Utilisation of the Garda Vehicle Fleet

The garda vehicle fleet is an important resource used to deliver policing services across a number of different functions. This includes vehicles used by local policing units, marked with insignia as garda vehicles and used to respond to emergency and non-emergency calls from the public. Specialist units such as roads policing and armed response units are also clearly marked to show their function.

All marked vehicles provide a visible policing presence in local communities. As well as marked vehicles, local policing units have access to a number of unmarked vehicles, primarily used by members assigned to detective and drugs units. These can be used for operations that require the use of unmarked vehicles. To ensure maximum visibility of the garda fleet is achieved, it is important to have a larger proportion of vehicles marked with insignia.

Vehicles are also important for the mobility of the Garda Síochána and are critical to its overall effectiveness and efficiency. With the closure of stations, particularly in more rural areas, the mobility of gardaí is important to maintain a physical policing presence.

Fleet Optimisation Plan 2016 to 2018

Previous Inspectorate reports included a number of recommendations to improve the fleet from an efficiency and effectiveness perspective. The Garda Síochána has addressed some of these recommendations, particularly increasing the number of vehicles that are now available for local policing. In its 2015 report, the Inspectorate recommended that the Garda Síochána should develop a transport strategy to improve the management of the fleet and to increase the number of marked vehicles.[39] In response, the Garda Síochána Transport Section developed a Fleet Optimisation Plan 2016 to 2018. While the plan identified a shortage of vehicles across various business areas, the Inspectorate did not find any intention or actions to make the fleet more visible. While there is an Optimisation Plan, the Inspectorate has established that at this time, there is no strategy or plan as to how the vehicle fleet will support a significant growth in overall staffing levels.

Allocation of Vehicles

Along with the allocation of people, there should be a structured process for the allocation of vehicles. In its 2014 report, the Inspectorate recommended that the Garda Síochána should design a national vehicle allocation model to distribute vehicles fairly and match resources to policing needs.[40]

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39   *Changing Policing in Ireland (2015)* Recommendation 5.13

40   *Crime Investigation (2014)* Recommendation 2.11

However, four years on, there is still no evidence-based allocation process in place for vehicles. At present, Transport Section asks garda regions for their vehicle needs and the regional assistant commissioners decide on the numbers and types of vehicles they want, as well as where they will be allocated to. Transport Section believes that any decisions on vehicles are operational ones and it does not conduct any central analysis to determine the needs of divisions or national units. The final approval of the allocation of vehicles is made by a deputy commissioner. While the Inspectorate previously recommended an increase in the proportion of marked vehicles, it is disappointing to see the figure remains low at 45% of the total fleet.

Figure 2.37 shows the allocation of all vehicles across three categories and six sub-categories created by the Inspectorate. In January 2018, the fleet comprised 2,778 vehicles, which is an increase of 250 since the Inspectorate last examined vehicle data in December 2014. At local policing levels, while cars are the most prevalent vehicle in use, other vehicles such as vans, 4x4s and motorcycles are also available.

The number of available cars that are marked or unmarked is also shown.

Compared to data used in the *Changing Policing in Ireland (2015)* report (data from December 2014), divisions have seen the number of cars allocated to local policing rise by 318. In examining the proportion of marked cars allocated to divisions, the Inspectorate found there has been an increase from 50% to 55%. In 2014, the Inspectorate questioned the high number of cars allocated to national units and the 2018 data shows a small reduction of 38. The unavailability of 4x4 vehicles was raised during visits in early 2018 that took place around the time of the snowstorms. In one division, in the absence of appropriate vehicles they had to call on another emergency service for assistance. All divisions visited reported that they had insufficient numbers of 4x4 vehicles available to deliver effective services. On further examination of 4x4 data, the Inspectorate found that many divisions only had one vehicle of this type available and four rural divisions had none.

Figure 2.37 - Allocation of all Vehicles by Category, January 2018
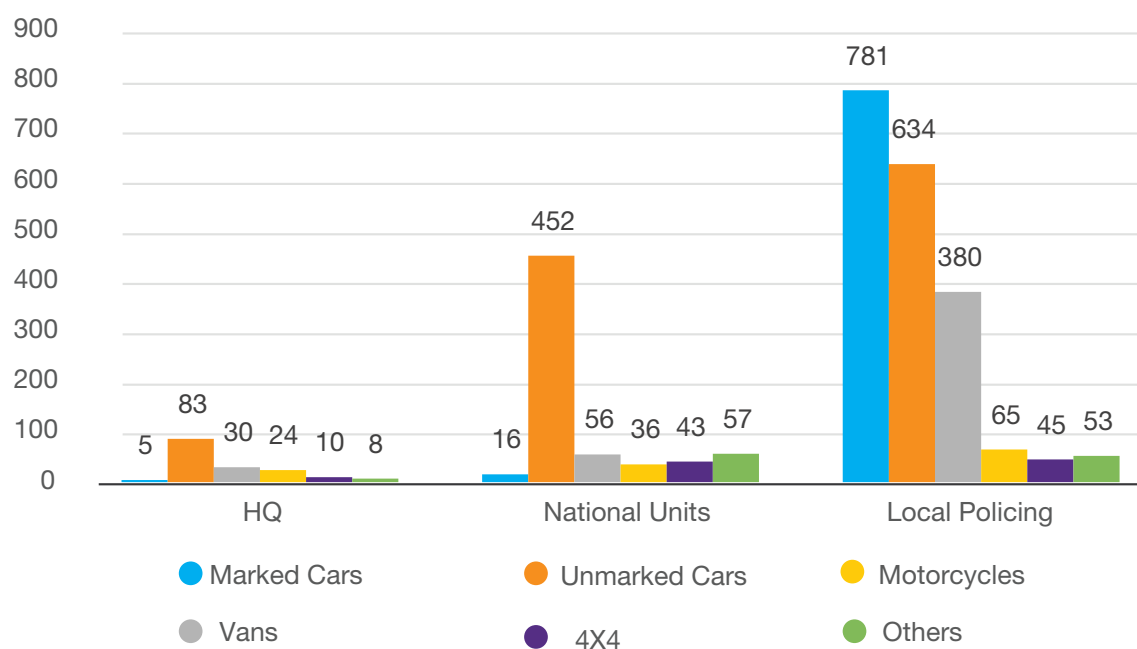
Source: Data supplied by the Garda Síochána; analysis by the Garda Inspectorate

Figure 2.38 - Member to Car Ratios across the 28 Divisions in January 2018

Number of Cars Per Member
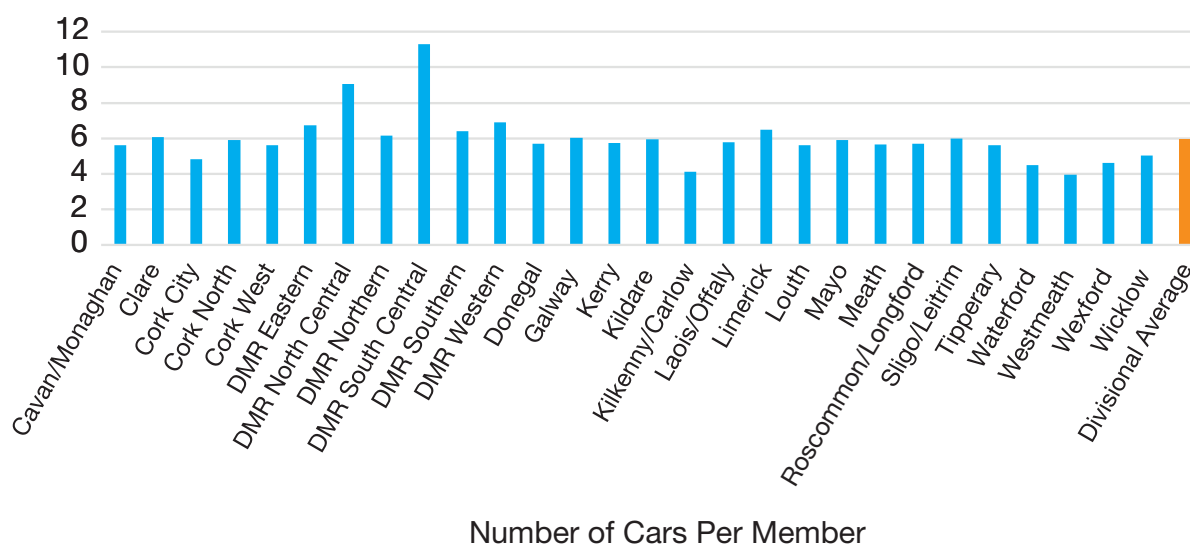
Source: Data supplied by the Garda Síochána; analysis by the Garda Inspectorate

Allocation of Cars to Divisions

Figure 2.38 shows the allocation of cars across the 28 divisions and for analysis purposes is displayed as a ratio of members to cars. This allowed comparison with previous analysis conducted by the Inspectorate in 2014.

This shows a divisional average of one car for every six members. This is significantly lower than the average of one car for every 10 members in the 2014 analysis and reflects the increase in the allocation of cars to local policing. There are some variations in the ranges with the lowest being one car for every four members in Westmeath and Kilkenny/Carlow to the highest of one car for every 11 members in DMR South Central.

During previous inspections, complaints were made about the low number of vehicles available for use and the poor quality. During visits for this inspection, few complaints were made about the number of vehicles available, but during all visits concerns were raised about the type of cars primarily used. These were described as "family saloons" and unsuitable for policing. Concerns were also raised about the specification of vehicles, such as an absence of composite seating and protective shields. Of particular concern was the use of regular unit members to deal with motorway incidents without access to suitable safety equipment in vehicles.

The Inspectorate views the policing of motorways as a specialist function that should be the responsibility of properly trained and suitably equipped roads policing units.

Vehicle Tracking Technology

During visits, the Inspectorate found that vehicle tracking technology was not fully utilised. This sort of technology is very useful for monitoring the manner in which vehicles are driven, as well as identifying their locations for call deployment. Garda Transport Section would like to fit and use more sophisticated telematics technology that could provide useful data to assist with vehicle management and the vehicle allocation process. It would also ensure the more efficient use of the fleet by providing information on individual vehicle usage. In 2014, the Inspectorate made a recommendation to improve the mobility of garda resources by developing in-car technology for use by gardaí.[41] While there is a mobility project in operation, the fleet still lacks basic technology that has been in use in other police services for many decades. At present Transport Section is not part of the mobility project.

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41   *Crime Investigation (2014)* Recommendation 3.20

Other Specialist Resources and Equipment

A number of other specialist units are available to assist divisions when they are dealing with more serious or complex incidents. This includes incidents involving firearms and missing persons. National units have access to more specialised equipment that can be used to assist with incidents or investigations. Good feedback was provided by divisions on the assistance provided by specialist units, such as air support, dog and marine units.

The Inspectorate previously criticised the central location of many national units in Dublin and their reduced availability to divisions outside of the Dublin area. While this is still the case for many national units, the Garda Cyber Crime Bureau has put some of its resources into regions outside of Dublin. During this inspection positive feedback was provided by local investigators on the technical assistance provided by these regional units.

In this report, Chapter 3 looks at existing and new technology and equipment, such as the use of automated number plate recognition and body worn video cameras that could increase effectiveness in the Garda Síochána.

In its 2015 report, the Inspectorate made a recommendation that the uniform used by the Garda Síochána should be reviewed to ensure that it is practical and suitable for use as well as providing a highly visible presence.[42] The Inspectorate also stated that it was important to develop an internal communication strategy to keep people apprised of any changes and to ensure that operational members had an opportunity to test and provide their views on any new uniform. During this inspection, similar complaints were made about the current uniform used and, while the Inspectorate became aware that a uniform is on trial, most members who met with the Inspectorate were not aware that this was happening.

Factors Affecting the Availability and Utilisation of Resources

Once resources are allocated to a particular policing function, it is important that they are not routinely taken away from that role. Some factors that affect the availability of resources can be outside of the control of police managers. From a strategic perspective, this could include government or budgetary decisions that impact on the level of resources that are available. Operationally a major security alert or a number of serious crimes can have long-term resourcing implications. On a day-to day basis, the availability of resources for local policing is affected by a number of factors such as court cases, sickness and training commitments.

At a local level, there are a number of operational roles that must be covered on a 24/7 basis. These include providing resources to respond to calls from the public as well as covering station posts such as public counters, control rooms and custody suites. In the Garda Síochána, these roles are generally performed by gardaí assigned to regular units. When there are insufficient regular unit members available to cover these 24/7 roles it is usual practice to take gardaí from other units to cover. In the Garda Síochána, it has become a daily practice to take gardaí away from other roles to cover gaps in regular units or to use overtime to provide additional resources. Where a person is not available due to a short-term absence but works in a non-operational post, then on most occasions they may not need another person to cover their role on that day.

There are enablers that can help a police service to improve the availability of resources, such as effective rosters, intrusive supervision and good resource management. These specific areas are examined in more detail in the next chapter. This section looks at some other enablers that can positively impact on the availability of garda resources and examines some of the current barriers that reduce the availability of resources.

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42 *Changing Policing in Ireland (2015)* Recommendation 5.14

Abstractions from Core Roles

During visits to divisions, the Inspectorate was informed that abstractions of members from their core role is a daily occurrence and greatly impacts on the availability of resources for local policing. Often, there is a knock-on effect to such abstractions. For example, a member on a regular unit may be abstracted for court security on a day when they had planned to take a statement from a victim. To fill this gap on the regular unit, a member from a community policing unit is taken away to cover on a day when they had planned to attend a community meeting. The persons most affected on that day are the victim of crime and the local community. These types of abstractions are common practice.

This inspection has identified that in most divisions/districts regular units have insufficient resources assigned to withstand the current level of abstractions. Outside of the main urban areas and into rural parts of Ireland, the impact can often be greater, as the number of members on regular units is significantly less. In general, districts try to ensure a policing presence is maintained in their larger town centres, often to the detriment of more rural areas. It is also often the case that the only member on duty in a rural area is taken away to work for the day in a town centre to cover an abstraction. This approach effectively removes a garda presence from the rural area.

The Garda Síochána needs to ensure that regular units have sufficient resilience in numbers to reduce the occasions when gardaí who work in other functions, such as community policing, are used to supplement units. In many places visited, community policing gardaí were often the "first port of call" for taking people away to cover other units. Some community policing units are abstracted more than others, with one unit estimating that they only spend 50% of their time on their core duty. Community policing gardaí are usually assigned to specific geographical areas and if they are taken away, even for extended periods, their area is not always covered by another member.

In more rural areas, the inspection found that there were often fewer dedicated community policing gardaí in place and those that were available generally focused on town centre areas. Outside of town centres, there were often no dedicated community policing resources in place and gardaí and sergeants on regular units were generally assigned some community-based responsibilities, such as visiting community groups and supporting community alert schemes. These functions are in addition to their regular unit duties and members often struggle to do both roles.

As well as garda member abstractions, sergeants and inspectors are also abstracted for other duties and this greatly reduces their ability to supervise operational resources. For example, this inspection found a sergeant in charge of a community policing unit, with 14 gardaí to supervise across five different shifts, who was regularly abstracted as a court presenter.

Another issue raised with the Inspectorate was the number of gardaí on long-term secondments to headquarters and national units, who are still shown as assigned to local policing units. In an Organisational Deployment Survey conducted by the Garda Síochána in 2017, 198 members, primarily from divisions in Dublin were on temporary secondments. Secondments of this nature undercount the number of members actually working in headquarters and national roles and inflate the number shown as available to divisions.

In 2015, the Inspectorate made a recommendation that the Garda Síochána focus on reducing and effectively managing planned and unplanned abstractions. This inspection has shown that it is not being addressed at any level of the organisation and the situation appears to have deteriorated since that time.[43]

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43 *Changing Policing in Ireland (2015)* Recommendation 2.6

Non-Core Functions

The Garda Síochána performs a number of non-core functions that could be suitable for outsourcing to another organisation or alternatively performed in-house by garda staff instead of by garda members. Examples of such functions were included in the Inspectorate's 2015 report, along with a number of recommendations for outsourcing.[44] One of the areas being progressed since that report is in the field of forensic services and the merging of all forensic scientific examination services into one place under the control of Forensic Science Ireland. The 2015 report also suggested other areas that may be suitable for outsourcing or divestiture including:

> Certain ICT services;

> Financial services;

> Custody services;

> Health care for persons in custody; and

> Service of summonses.

Another area found during this and previous inspections is the opportunity to outsource or civilianise some of the static security posts currently performed by members. This includes places such as the Garda College and Garda Headquarters. There are other functions suitable for civilianisation, such as training and in particular driver training. The Inspectorate made a specific recommendation in its 2014 report as well as an overall recommendation in the 2015 report to develop divestiture and outsourcing plans for functions, which a body other than the Garda Síochána could perform.[45]

Another area still impacting on the availability of resources, and often at short notice, is the task of escorting remand prisoners to and from court. On a daily basis, members are taken away from their core roles and this affects the availability of resources for local policing. During a visit to Mountjoy district, it was explained that with the proximity to the local prison, members are regularly used to escort prisoners. In most jurisdictions, the function of escorting prisoners is performed by a prison service or by private

contractors and not by the police. As the Irish Prison Service and the Garda Síochána are within the justice sector, it is an issue that should be resolved. Even if the Garda Síochána lost some resources, the transfer of responsibility would remove the daily abstraction of gardaí from their core roles. This is addressed in the report of an inter-agency value for money / policy review on prison escorts, published in December 2018. One of its recommendations is that *'given that escort activity impacts on operational police deployment and is not a core policing function, there is a strong argument for the Irish Prison Service to take responsibility for a range of escorts currently provided by the Garda Síochána in the short to medium term'*. It says that this could be achieved in the main through changing the current responsibility definitions. Other mechanisms could also be used including enhanced co-ordination, and utilising any surplus Prison Service capacity on shared routes. This supports the Inspectorate's approach.

At garda stations, one of the main public office functions performed is the checking and signing of documents such as passport applications. This was an area first identified in the *Resource Allocation (2009)* report and a recommendation was made to reduce the volume of administrative processes at stations.[46] This is not a core policing function and it does not need to be completed at a station. In most other jurisdictions, an alternative method of processing passports is in place. Other non-core functions that regularly abstract gardaí, and in some cases reserve members, are private events that require a garda presence, such as concerts, sporting events and supervision of locations where explosives are used. In most places visited, all local units are at some point abstracted for these types of duties. In Galway, an example was provided by a district superintendent, who had examined requests from business owners to provide gardaí when explosives are being used. To address this, a local fee was negotiated with the owners for payment of overtime (non-public duty). In essence, gardaí now work this duty on overtime and therefore it does not impact upon their core role.

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44 *Changing Policing in Ireland (2015)* Recommendations 1.4 and 4.1

45 *Crime Investigation (2014)* Recommendation 11.21 and Changing Policing in Ireland (2015) Recommendation 4.1

46 *Resource Allocation (2009)* Recommendation 5

National Functions

As part of this inspection, the Inspectorate visited two divisions with national immigration responsibilities for Dublin and Rosslare ports. Most senior garda managers who met with the Inspectorate in these divisions felt that immigration was a national function that should come under the umbrella of the Garda National Immigration Bureau. It was raised that some arrivals at Rosslare Port require significant numbers of gardaí to be present and, as a result, there is a significant abstraction of gardaí from other duties as well as a large overtime cost to provide immigration and security services. Generally, this responsibility is managed at district level. In order to create a dedicated local unit it would require a significant number of additional staff. While it appears that the Cohort model considers this factor in its distribution of members, the two divisions maintain that it does not provide sufficient resources to police the ports effectively.

At present, and particularly with the possibility of significant changes to border controls as a result of Brexit, the management of ports of entry and immigration services by districts does not appear to the Inspectorate to be the most effective and efficient method of managing a national function. There are a number of important and often complex functions that need to be performed at ports of entry that extend beyond immigration and security issues. These include preventing and detecting serious and organised crime, such as human and drug trafficking and the movement of high-value stolen property. As highlighted in the Inspectorate's 2015 report, many other jurisdictions have created national agencies, such as border commands/forces or immigration and security agencies. In 2015, the Inspectorate welcomed the transfer of some of the border control functions at Dublin Airport from the Garda Síochána to the Irish Naturalisation and Immigration Service (INIS). The Inspectorate also stated that once INIS was fully established at the airport, it would be an appropriate time to review all national immigration functions and to decide whether responsibility for other places of entry that rested with the Garda National Immigration Bureau or districts should move to INIS.[47]

Court Processes and Other Criminal Justice Abstractions

The current court processes and procedures in Ireland are having a debilitating impact on the availability of garda resources. During visits, the following issues were raised by members as significantly impacting on the availability of resources:

> Prosecution role performed by superintendents and inspectors at district courts;

> Court presentation role performed by sergeants;

> High Court appeals primarily managed by sergeants;

> High numbers of gardaí and prosecution witnesses at court each day;

> Unnecessary appearance of gardaí on the first day of Circuit Court trials;

> Large number of gardaí required for court and on attendance are not called to give evidence;

> High impact of court on garda overtime; and

> Gardaí performing circuit, district and family court security.

Similar concerns were highlighted in previous Inspectorate reports in 2014 and 2015.

The Inspectorate has made a number of recommendations including that the Department of Justice and Equality develop divestiture and outsourcing options for prosecuting district court cases and for court security as well as reducing unnecessary and repeated court appearances for witnesses.[48]

In relation to these recommendations, the Department of Justice and Equality reported that the Criminal Justice Strategic Committee was established in March 2015 to drive enhanced co-operation and collaborative change across the criminal justice sector. It is chaired by the Secretary General of the Department of Justice and Equality and comprises the heads of all executive agencies in the criminal justice sector.

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47   *Changing Policing in Ireland (2015)* Page 72

48   *Crime Investigation (2014)* Recommendation 11.21 and Changing Policing in Ireland (2015) Recommendation 4.1

The committee oversees a work programme of initiatives to improve the exchange of expertise and ideas across the sector and to advance reforms that require structured inter-agency co-operation.

At this point, numerous sub-groups have issued final or interim reports to the committee and their recommendations, as adopted by the committee are now at various stages of implementation. These include the development of a criminal justice operational hub to allow the criminal justice agencies to exchange, on a real-time, automated basis, core operational data such as charge sheets, warrants, evidential records, criminal legal aid payments, and court and prison outcomes. In so doing, the hub will greatly reduce duplication, minimise delays and facilitate the efficient end-to-end management of cases and persons throughout the criminal justice system. Work is also continuing on the development and refinement of an end-to-end model of the criminal justice system. This will provide the necessary evidence base and analytical capacity to assess how individual organisations across the criminal justice sector are likely to be affected by changes in the occurrence rates of a particular type of crime, by particular operational or policy decisions, or by changed external factors such as a demographic shift. In this way, it will be possible to use the completed model for trend analysis and scenario modelling and, ultimately, for operational, policy and resource allocation decisions.

It was also reported that a Working Group on Efficiencies in managing criminal cases in the Circuit and District Courts was established in November 2011 and was brought within the committee's ambit in 2015. This group identifies and promulgates cost reduction measures and other efficiencies in the operations of the Circuit and District Courts, with particular emphasis on how the relevant agencies interact with the courts and with each other. The group has long championed the use of video-link in the courts and prisons and recent years have seen significant expansion in this area, with new facilities coming on stream in Trim, Naas, Portlaoise and Ennis and an upgrade to the facilities in Cloverhill. There is also growing uptake in the use of video-link for remand cases. The group's work has also helped to bring about the expansion of the garda court presenters system, which has delivered further efficiencies in recent years. More recently, the Group has also examined presumptive drug testing and its further expansion.

In terms of legislative developments, it was reported that the Criminal Procedure Bill, which is on the Government's priority legislative list for publication during the current Dáil session, will seek to increase the efficiency and fairness of the criminal trial process and reduce delays. The Bill will provide for new preliminary trial hearings to allow procedural arguments which currently arise during trials to instead be dealt with before a jury is empanelled. The Bill will also, inter alia, provide for greater use of video-link hearings for prisoners.

During visits to divisions, examples were provided to show the impact that court processes have on the availability of resources. On the day of a visit to a district, one member was required to look after a circuit court jury and three were assigned to district court security and not available for other policing duties. Examples were also provided of occasions when members of an entire regular unit were all at court at the same time and there were no resources available for patrol. Many districts often start the day with a small number of members on duty, and court abstractions have a considerable impact on the availability of resources for local policing.

Through engagement with the Courts Service, the Inspectorate established that there are now more cells in court buildings and subsequently more gardaí are required for court security. Following the opening of a new court house in Cork City in May 2018, an additional two sergeants and nine gardaí are now required on a daily basis for prisoner management and building security. No additional resources were provided for this function and resources are taken from other duties. The division was hoping to introduce a court presenter's scheme to release some resources from presenting cases, but at the time of the visit, it was postponed due to there being an insufficient number of sergeants. In the Criminal Courts of Justice in Dublin, the prison service provides security during the week and the Garda Síochána at weekends.

This is the only court in Ireland with a scheduled sitting on Saturdays. Outside of Dublin, Saturday courts sit by arrangement if required. The security of courts removes many gardaí from their core duties and the Garda Síochána has given a commitment that at least one member will attend when a court is sitting. Some family law courts also require security, such as Dolphin House, which has three gardaí present. As well as providing court security, there are garda court presenters in many court buildings, such as the Criminal Courts of Justice, where there are six district courts for remand cases, hearings and summonses.

There are other inefficient practices in place, such as gardaí who have arrested a person wanted on warrant having to attend court on the first appearance. Sometimes this involves a member attending court having already completed a full night duty shift. This is costly and is not a practice in other jurisdictions. The Court Service recognises that a lot of time is wasted at court; for example, prosecution and defence witnesses all attend court at the same time. It was raised that it would be far more efficient for the Garda Síochána for cases to be allocated specific times, rather than having all cases listed at the same time.

The service of summonses is another area that has a significant impact on garda time and availability for other functions. A practice has developed that gardaí hand deliver summonses to prove service. This is very different from other jurisdictions where postal service is usually accepted as proof of service. In its 2014 report, the Inspectorate identified this as an inefficient process and made a recommendation to the Department of Justice and Equality to improve the summons process.[49] Reform of some of these issues may require legislative changes.

Abstractions of gardaí from their core role for court cases, court security and summons serving are daily occurrences, the scale of which has not been fully determined and costed. This is an area that requires the appointment of a strategic lead at senior management level to resolve some of these issues, and in doing so, release significant numbers of gardaí back to their core policing duties.

Critical Action 4

This part of the chapter looks at a number of different resources that, if managed more effectively, could enable the Garda Síochána to improve the delivery of local policing services and increase garda visibility and accessibility. Visibility and accessibility matter to local communities and they want to see an increased garda presence. At divisional levels, the inspection found an understanding of the importance of visibility, and accessibility but did not find any associated strategy or systemic approach to using all available resources for greater visibility.

Policing should be mobile and community focused rather than station based. Where a station is required, it should be related to its purpose and the communities it serves, it should be accessible to users, visible to the public and should support efficient policing services.

Stations are an emotive issue for local communities. In deciding on the number of stations and the reopening of previously closed stations, the Garda Síochána needs to look at least five to ten years ahead and decide where it needs to have facilities. The Garda Síochána must improve a community's understanding of these types of policing decisions as well as ensuring a regular policing presence in affected areas.

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49   *Crime Investigation (2014)* Recommendation 11.15

The Inspectorate believes that decisions about the number of stations and where they should be located is an operational one for the Garda Commissioner. The move to a divisional model of policing provides an excellent opportunity to develop local accommodation plans and the Inspectorate believes that the number of custody facilities should be rationalised.

Despite the commitment of the Government to provide additional garda staff and reserves, there does not appear to be a strong desire to take advantage of this opportunity and the pace of recruitment is very slow. To deliver the 2021 targets, the Garda Síochána needs to create strategies for civilianisation and reserve recruitment that are ambitious and imaginative.

Abstractions of members from their core role for prisoner escorts and other reasons are a daily occurrence and greatly impact on the availability of resources for local policing. Often, the persons most affected by abstractions are victims of crimes and local communities. Most district regular units have insufficient resources assigned to withstand the current level of abstractions. Outside of the main urban areas and into rural parts of Ireland, the impact can often be greater. The Garda Síochána continues to perform non-core functions that could be suitable for outsourcing or performed in-house by garda staff instead of by members. In addition, the management of ports of entry and immigration services by districts does not appear to the Inspectorate to be the most effective method of managing a national function.

There are a number of areas that continue to have a negative effect on the availability and use of resources. Many of these are areas where the Garda Síochána should take the lead and the Inspectorate believes that senior managers should be appointed as strategic leads to address these long-standing issues. Where an issue involves another agency, the Garda Síochána strategic lead should take action to resolve it.

This inspection examined the use of overtime and found that while many districts were overspent, there was an absence of management information reports or corrective action taken to address the issue.

This part of the chapter has highlighted a number of previous Inspectorate recommendations. While some progress has been made, overall progress is slow in many areas and no actual change has taken place in many critical areas.

Critical Action 4 contains a number of strategies and actions that could significantly increase garda visibility and enhance accessibility to local policing services.

Critical Action 4

To develop an organisational visibility and accessibility strategy, supported by divisional implementation plans, to enhance public confidence and take policing to the public.

In support of this critical action, the Inspectorate considers that the following areas need to be addressed:

Visibility and Accessibility

> The strategy and divisional implementation plans should include:

- Local communication plans that use a range of media channels to publicise police activity, crime prevention advice and good news messages;

- Intelligence-led patrol plans including foot and cycle patrols and the use of overlap shifts to enhance visibility;

- Deployment of reserve members to provide high visibility patrols;

- Proactive responses to feedback from the Public Attitudes Survey;

- Increased capacity for patrol time by allocating mobile technology to front-line units;

- Use of technology to measure levels of daily patrols and implement actions to increase out of station time; and

- Development and promotion of new methods of accessing policing services and information, such as online services and local crime mapping.

Garda Stations and Local Services

> Create divisional station and accommodation plans following public consultation that determine the availability and use of garda stations and other local facilities. Plans should include the following activities:

- Review the location and function of all available garda stations / accommodation;

- Complete a cost benefit analysis as to whether investment of funds and resources in stations that are seldom used represents value for money;

- Engage with other public services and other service providers to explore opportunities for sharing or using accommodation to provide a range of public services;

- Develop the sustainable use of garda clinics, kiosks or shopfronts, particularly in public locations with high footfall levels;

- Explore opportunities for the use of mobile stations;

- Conduct a review of station opening times and ensure that operating hours are published.

Custody Services

> Develop a national approach to the provision of custody services.

Civilianisation/Garda Reserve

> Appoint senior managers as strategic leads to promote civilianisation and the Garda Reserve;

> Maximise the release of garda members from support roles to enhance visibility; and

> Create a strategy / plan for civilianisation and Garda Reserve recruitment that is ambitious and imaginative to deliver the Government targets by 2021.

Availability of resources

> Appoint senior managers as strategic leads to:

- Reduce abstractions from front-line roles;

- Seek opportunities for outsourcing or divestiture of non-core policing functions;

- Develop a national ports policing approach;

- Increase staff mobility within divisions; and

- Review resourcing requirements associated with courts, including security, prisoner management, presenting and attendance of police witnesses.

Financial Management

> Appoint and empower finance managers at a local policing level to address factors that impact on the availability and management of financial resources such as overtime and allowances.

Performance Management

The availability and utilisation of human resources can be improved through the setting of organisational and personal objectives for individuals and teams. It is also important to examine the development needs of individual staff members to ensure that they have the capability to perform their core role. A well-trained workforce, focused on organisational priorities and subject to effective supervision, will perform at higher levels. Performance management provides a framework under which to measure and assess an organisation's activities in support of its priorities and strategies. It also contributes to the effective management of individuals, teams and units in order to drive organisational performance. It is also important to connect all of the activity of an organisation within the context of its human resource policies, culture and communications systems.

A good performance management framework should also hold those who continue to underperform to account in a structured and consistent manner. Repeated or wilful failure to perform to organisational standards needs to be managed in an incremental process under performance review structures. The Inspectorate has consistently found an absence of performance data, performance assessments and strong people governance. As a result, performance management is not embedded in the Garda Síochána. The Inspectorate has made a number of previous recommendations about implementation of an effective performance management system. To maximise its effectiveness and efficiency, the Garda Síochána needs to set objectives and measure the performance of its employees.

During visits to divisions in 2018, the Inspectorate found significant frustration at all levels of the organisation with unproductive members and a perceived unwillingness of supervisors to tackle poor performance. In many places, units are small in number and the impact of a few who do very little is felt more by the rest of their colleagues. In some places, members explained that those who work the hardest are often under the most scrutiny from supervisors to complete case files and enquiries, as opposed to focusing on those who do very little. Currently, the ethos in the Garda Síochána is to assess performance on a team basis, rather than on an individual basis. This can allow underperforming staff to do very little and still be credited as part of a high performing unit.

Underperformance of members featured strongly in most interviews and people at all ranks estimated that a significant proportion of members are underperforming. Key issues raised with the Inspectorate included:

> Poor performance is not addressed;

> There is no sanction for continued underperformance;

> The discipline process is cumbersome and sanctions are weak; and

> Sergeants and inspectors are often afraid to tackle poor performance.

Many supervisors reported that when they have tried to address underperformance they have become the subject of complaints of bullying. Some examples of cases involving poor performance by members were provided and without a formal process in place to deal with unsatisfactory performance, supervisors often move towards disciplinary proceedings. In many cases where disciplinary proceedings were taken, supervisors felt that the outcome was unsatisfactory and it did not address the underlying cause. During visits, it was raised that underperformance is ignored and not properly managed. For example, underperformers may be given less complex tasks of collating evidence and may not be asked to investigate crimes. This is accommodating underperformance and is not dealing with the individual. Some divisions have set individual performance targets, such as completing one fixed charge penalty notice a month or setting detection targets for life saver offences. While the Inspectorate supports the use of individual performance objectives for members, activity must support policing priorities and great care must be taken to ensure objectives are focused on quality and that they do not result in perverse outcomes.

Since 2013, the Garda Síochána has made a number of presentations to the Inspectorate on the Performance, Accountability and Learning Framework (PALF), the preferred performance management model. A strong performance management system should ensure that the Code of Ethics is embedded in garda practices, standards and behaviours. On several occasions, the Inspectorate has raised concerns about the significant delay in implementing a performance management system as well as serious concerns about the likely effectiveness of the PALF model. There is no organisational or local urgency about the implementation of PALF and it will not address those who continue to underperform. PALF is still not in operation, although at the time of conducting visits training was taking place. Many people who had completed their training were sceptical about the impact of PALF and felt that it sets a very low bar. In the Garda Síochána *Policing Plan* update in September 2018, it is recorded that 80% of all members were trained.

Police services in England, Wales and Northern Ireland have "unsatisfactory performance" procedures in place for dealing with low productivity, failure to meet standards, negative or apathetic attitude and breaches of the Code of Ethics. This applies to all officers who have completed their probationary period up to and including chief superintendents. Unsatisfactory performance is defined as *'an inability or failure to perform the duties of the rank or role currently being undertaken to a satisfactory standard'*. The process sets out formal procedures for managers to follow in cases where informal action to address unsatisfactory performance has failed to result in performance at the required standard. The policy makes it clear that any reasonable management action to challenge and deal with unsatisfactory performance is a legitimate exercise of management responsibility and does not constitute bullying or harassment. Outcomes range from a written improvement notice, up to reduction in rank and dismissal.

The Garda Síochána does not have such a policy and it is disappointing that a previous Inspectorate recommendation to develop a formal performance management framework at all levels of the organisation is not yet implemented. The Inspectorate is concerned that PALF has no ultimate sanction of dismissal for those members who are not subject to disciplinary proceedings but who still fail to reach the required standard. Without recruiting any additional members, but by addressing underperformance, the Garda Síochána could improve the capacity levels of individual members and the organisation as a whole.

The Inspectorate believes that the Garda Síochána needs to develop unsatisfactory performance procedures to deal with low productivity, failure to meet standards, negative or apathetic attitude and breaches of the Code of Ethics.

In May 2018, the findings from a cultural audit of the Garda Síochána were published. In the audit, the factor of performance management scored extremely low across a number of statements. This included an absence of mechanisms to deal with poor performers. Reward and recognition also featured in the audit where people reported that they did not feel recognised for their work (PwC, 2018b). Recognising and rewarding good work is an important aspect for any leader or supervisor. Most people like to be told that they have done something well and that they are appreciated.

During this review, many staff informed the Inspectorate that the Garda Síochána does not have a culture of saying "thank you" or "well done" and many staff perceive that the work that they do is not always valued and appreciated. In some places individual superintendents, inspectors and sergeants were identified as people who do recognise good work, but this was not replicated in most places visited. There is also a perception from many staff that they only see senior garda managers if a problem arises. In a meeting with one senior garda manager, who has successfully investigated multiple cases of homicide, the individual was unable to recall the last time anyone said "well done". The impact of acknowledging good work should not be under-stated.

Identifying and recognising good work featured prominently in the Inspectorate's 2015 report along with a recommendation for the Garda Síochána to develop a standard operating procedure for recognising and rewarding good work and outstanding performance by all garda personnel.[50] This recommendation included a number of formal and informal processes that could be used to recognise and reward good work. To date this recommendation and associated actions have not been implemented.

Attendance Management

This section looks at the effect that sickness absence and light duties have on the availability of garda resources.[51]

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50   *Changing Policing in Ireland (2015)* Recommendation 3.10

51   Light duty assignments are usually temporary in nature for members who, because of illness or injury, are unable to perform the entire range of duties required of a sworn officer.

Sickness Absence

Internationally, many police services measure sickness absence in two ways; overall days lost and scheduled working days lost. The use of working days lost provides a more accurate benchmark of sickness absence as these are days when a person's absence removes their availability for their core duties. Health and wellbeing often referred to as wellness of staff is important for an organisation, particularly in policing where some staff perform roles that have a much higher risk of injury or illness. Preventing injuries and sickness through promoting good health and ensuring safer operating practices helps to reduce the risk of sickness. This includes attention to mental health and stress and fostering a supportive climate for members and staff.

Attendance management policies support employees who are ill or injured and who should not be at the workplace. They also serve to provide guidance for managers relative to employee support. Nevertheless, every time an employee is absent, it results in costs to the organisation. Ensuring safe working practices and keeping staff healthy and well are important for any organisation that provides a 24/7 service. Attendance management policies and practices exist not only to support personnel, but also to support operational needs. Absences due to sick leave result in shortages in units and can affect front-line service delivery. For every member in a core policing role that is absent on sick leave, another is required to respond in his or her place, as the calls for service and other policing functions do not wait. Some garda staff functions may also need to be reassigned or delayed due to sickness absence.

In April 2014, new Public Service Sick Leave Regulations[52] came into effect and there was an immediate reduction in the number of days lost to sick leave per member. The 2017 Public Service Leave Statistics and Trends 2013–2017 shows the number of working days lost for ordinary illness, but the data specifically excludes injuries on duty (DPER, 2018). These statistics examine the number of working days lost per member, which shows a decrease from 10.7 days in 2013 to 6.6 days per member in 2017. The estimated cost of sickness (based on salaries only) is €13.3m, down from €22.9m in 2013. If all days lost to sickness were counted, the average number of days lost per member is 13.3. For garda staff, the sickness level has remained relatively static during the same four-year period with an average of 11.9 days lost per garda staff in 2017 year and a cost of €2.8m. Across the public service, the average number of days lost (per full-time equivalent) is 8.8 and in the civil service it is 10.1.

To further examine sickness absence, the Inspectorate obtained data for gardaí who were on sick leave on 31 May 2018. While this is a moment in time, it allowed the analysis of sick leave on that day and the duration of the sickness period. It also allowed the Inspectorate to explore the impact on local policing resources. On this day 544 members were absent on sick leave. Figure 2.39 shows sickness absence by duration for all 544 members.

Figure 2.39 - Sickness Absence by Duration, 31 May 2018
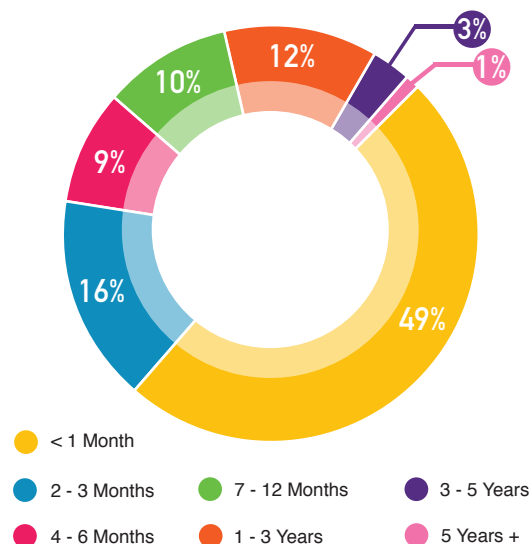
- **< 1 Month**
- **2 - 3 Months**
- **4 - 6 Months**
- **7 - 12 Months**
- **1 - 3 Years**
- **3 - 5 Years**
- **5 Years +**

Source: Data provided by the Garda Síochána; analysis by the Garda Inspectorate

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52   SI No 124/2014 Public Service Management Sick Leave Regulations 2014

This shows that of the 544 members on sick leave, 49% were absent for less than one month and could be considered as short-term sick. The remaining 51% were absent for a duration of more than one month and could be considered as long-term absence. 16% were on sick leave for more than a year and 1% for more than five years. The longest period of sickness was a member absent from work for nearly 10 years. In this analysis, 2% of all garda member sickness is considered as long-term absence and is in line with international norms (Home Office, 2018). On further examination of the data, it was found that 92% of all members on sickness absence were assigned to divisions. Therefore, while divisions have approximately 85% of the total number of members, they have a greater proportion of the overall number of members unavailable for work through sickness.

In examining divisional sickness levels, the Inspectorate found significant variations in absence rates across the 28 divisions. The eight divisions with the highest proportion of members on sickness absence were rural divisions, which also have some of the lowest overall numbers of members. The proportion of members on sickness absence in divisions ranged from the highest at 9% (25 members) to the lowest at 2% (6 members). The average sickness absence rate across all divisions was 5%. For divisions with high sickness levels and lower numbers of members, the absence of a significant proportion of members at any one time presents a considerable challenge to maintaining effective policing services.

This and previous inspections have identified the absence of human resource managers at local level who could assist with managing attendance. A recommendation to address this was made in the Inspectorate's 2015 report.[53] The Inspectorate also believes that the implementation of a HRM system recommended in various Inspectorate reports would address inconsistencies and information gaps identified in this inspection. It would also provide the Garda Síochána with the tools it needs to manage its most important resource in a more efficient and effective way.

The Garda Occupational Health Service is a part of the Occupational Health and Wellness Directorate, headed by the Chief Medical Officer. The service is located at Garda Headquarters and has a number of aims including promoting and maintaining the physical, mental and social wellbeing of staff. An important part of the service is to provide advice on work-related issues with regard to health and wellbeing to employees and to management. During visits, it was raised by senior garda managers that there is an absence of human resource support at a divisional level and many did not feel supported by central HRM. Many senior garda managers also felt that there was insufficient communication and support from the Occupational Health Service to divisions. Other issues raised with the Inspectorate included the impact of long-term sickness on the availability of resources and an inability to tackle abuse of the sickness system. In its 2015 report, the Inspectorate recommended that the Garda Síochána develop a clear, comprehensive attendance management policy to reduce the number of working days lost and as part of that process, it should engage with key stakeholders such as the Chief Medical Officer.[54] At present, there is no attendance management policy in place to reduce sickness levels and increase attendance rates.

Light Duties and Reduced Hours

Getting staff back to work from sick leave or preventing people from going on sick leave in the first place is important for maintaining resource levels.

Many policing services make available light or limited duty assignments, usually temporary in nature, for officers who, because of illness or injury, are unable to perform the entire range of duties required of a sworn officer. In some cases, a member may be fit to complete all of the duties required of their role, but may be unable to complete the required number of hours. A light duties system is beneficial to an organisation as people are still contributing, despite restrictions on the duties or hours that they can perform.

53 *Changing Policing in Ireland (2015)* Recommendation 2.3

54 *Changing Policing in Ireland (2015)* Recommendation 4.11

In part, light duties accommodation is made because, unlike many other work environments, police officers cannot always perform the full range of operational duties if recovering from an injury or illness.

There is a category associated with light duty status known as "injured on duty", which arises out of an officer being injured while engaged in the performance of his or her duties. Within the Garda Síochána, those members who, on the medical advice of their doctor, are fit to perform alternative specified duties (light duties) are allowed to perform some roles, normally an administrative position or a post where they have no direct contact with the public. Like other police services, the Garda Síochána sometimes struggles with the challenge of supporting large numbers of people on light duties while maintaining sufficient numbers of people on operational units. Due to the number of officers in such categories and the need to maximise resource efficiency, most police services have specific processes directed at facilitating the return of light duty personnel to full duty status and light duties should not usually extend beyond 12 months. Good management of people on light duties is important so that the duties assigned meet the needs of individual officers as well as taking into account the operational needs of the service.

In the Inspectorate's 2015 report, analysis from March 2014 identified 258 members on light duties or reduced hours. Thirty-nine of the members on light duties were also on reduced hours. This was considered by the Inspectorate to be a large number of members with restrictions on the duties they could perform and a recommendation was made to develop and implement a policy to reduce the number on restrictions and facilitate their return to full duty. To check progress since that time, the Inspectorate examined data for 31 March 2018. On this day, 453 members were on light duties, including 137 members who were on light duties as well as reduced hours. Figure 2.40 shows light duties by duration for all 453 members.

Figure 2.40 - Light Duties by Duration, 31 March 2018

- 0 - 6 Months
- 7 - 12 Months
- 1 - 3 Years
- 3 - 5 Years
- 5 Years +
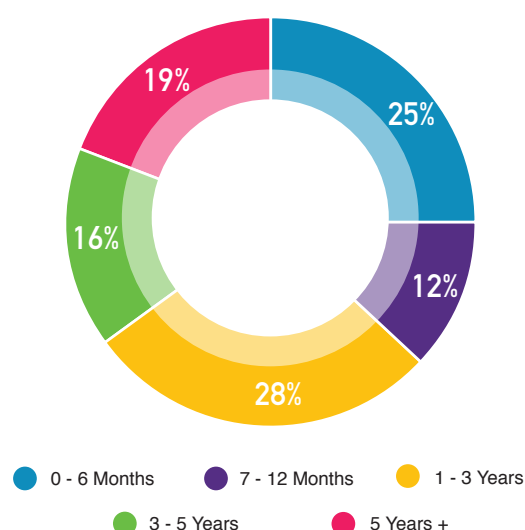
Source: Data provided by the Garda Síochána; analysis by the Garda Inspectorate

To enable further comparison with analysis conducted in 2014, the Inspectorate included 20 members on reduced hours to provide a total of 473 members on light duties or reduced hours. Compared to the total of 258 in March 2014, this is an increase of 215 members who are now unavailable for the full range of duties or hours. Organisationally, the proportion of members on light duties or reduced hours has increased from 2% of all members in 2014 to 3.4% in 2018. The figure also shows that 63% were on light duties for more than a year and 19% for more than five years. Of these, one member is recorded on light duties for 22 years. While the Garda Síochána has recruited an additional 935 members since 2014, the increase in the number of members on light duties is the equivalent of losing nearly 20% of that number for the full range of policing duties. On further examination of this data, the Inspectorate found that 94% of members in this category were assigned to divisions. Therefore, while divisions have approximately 85% of all members, they also have a far greater proportion of staff with restrictions on their duties or the hours that they can work.

In examining light duty levels across all divisions, the Inspectorate found significant variations. As found with sickness absence, the eight divisions with the highest proportion of members on light duties were rural divisions, which have some of the lowest overall numbers of members. The proportion of members on light duties in divisions ranged from the highest at 9% (32 members) to the lowest at 0.6% (two members). The average proportion of members on light duties across all divisions was just under 4%. For smaller divisions, the non-availability of large numbers of members for full operational duties presents a considerable challenge to maintaining effective policing services.

Figure 2.41 shows reduced hours by duration on 31 March 2018.

Figure 2.41 - Reduced Hours by Duration, 31 March 2018

- 0 - 6 Months
- 7 - 12 Months
- 1 - 3 Years
- 3 - 5 Years
- 5 Years +
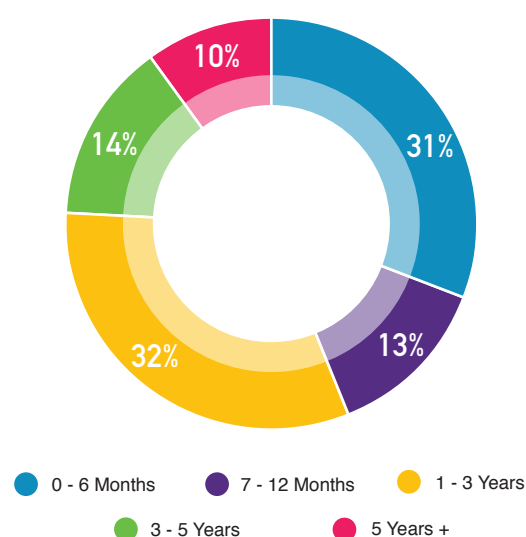
Source: Data provided by the Garda Síochána; categories assigned by the Garda Inspectorate

This shows that 56% of these members have been working reduced hours for more than a year, with 10% on reduced hours for more than five years.

During visits, divisions and districts highlighted challenges around finding suitable roles for those on light duties and stated that the restrictions on what people can do impacts on the availability of resources for the full range of operational duties. It was also raised that people placed on light duties often do not return to the full range of operational duties. This analysis shows that a considerable number of members are not available for full operational duties. While some members on light duties cover posts that release a garda member, such as public counters and control rooms, it is becoming increasingly difficult to find sufficient numbers of suitable roles for people on light duties.

Police Scotland has a similar process for managing those on light or restricted duties with their occupational health department providing advice on the types of duties and hours that members can do. Ultimately, the local superintendent in conjunction with their Resource Deployment Unit will identify suitable roles and locations where people can work.[55] It was explained that more officers are now medically retired, as they are unable to perform the full range of duties.

A 2018 Wellbeing Survey commissioned by the GRA highlighted the importance of providing appropriate levels of support to members who may be suffering from severe trauma. One of the main outcomes was a recommendation that renewed and continual efforts should be made to resolve issues with low resourcing levels (Fallon, 2018).

Overall Sickness and Light Duties Abstractions

In order to establish the combined impact of sickness absence and light duties across all divisions, the Inspectorate examined sickness absence data on 31 May 2018 and light duties data on 31 March 2018. This analysis shows that the combined rates of members on sickness absence or light duties ranged from the highest proportion of all members in one division at 16% (60 members) to the lowest level at 3% (eight members).

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55   Resource Deployment Units are used in Police Scotland to ensure that sufficient resources are available on a daily basis to match operational policing demand.

The division with the highest level had 29 members on sick leave and 31 on light duties. The analysis also identified that the nine divisions with the highest combined rates were all in rural areas.

Garda Sickness Policies and Human Resource Operating Models

In the Inspectorate's 2015 report, a recommendation was made for the Garda Síochána to develop and implement a policy to reduce the number of people on light duty or reduced hours with a view to facilitating their return to full duty.[56] The Inspectorate is not aware of a new policy and this inspection has found that the number on light duties has increased considerably. For sickness absence and light duties management, it is important that the Garda Síochána has effective health and wellbeing policies, combined with good technology for people management. This is of critical value to a high functioning organisation. This approach needs to support and encourage proactive management of attendance despite injury, illness or other reasons.

While not always an easy decision and often an expensive option, the issue of medical retirement needs to be considered in cases where people are unable to return to full operational duties. The Inspectorate is aware that garda HRM is developing a people strategy as well as working with consultants to develop a human resource and people development operating model.

To address sickness absence and light duties, the Inspectorate believes that the Garda Síochána needs to develop attendance management policies and procedures.

Technology Gaps

There are a large number of technology systems used by most police services to optimise the availability of resources as well as provide more effective people management. These include human resource information systems as well as human resource management/deployment systems.

These types of systems were previously recommended by the Inspectorate, but they are still not in place.

The absence of such systems, particularly a resource management and deployment system, is a major barrier to ensuring the maximum availability and use of resources. This type of system helps to manage and plan resourcing levels on a day-to-day basis as well as providing long-term resource planning. It would also support a number of other important functions, such as ensuring that core posts are filled, providing additional resources for major events, releasing resources for training and court cases and managing all requests for leave. Managing abstractions, such as training and annual leave are currently dealt with on a district-by-district basis, without any divisional perspective on what impact this may have on the availability of resources across the whole division. Most police services co-ordinate these types of issues on a divisional basis to ensure that all abstractions are carefully managed.

Human Resource Managers

Improving the management of people is vital to ensure that the Garda Síochána workforce is well led and managed effectively, and that the organisation has the capacity and capability to achieve its policing priorities.

Having the appropriate number of people available for all duties and with the right skills is important. While many police services now operate central or regional contact centres for human resources, the Inspectorate believes that at this time, human resource managers need to be in place at divisional level to provide business support to the operational side of policing.

The Inspectorate is clear about how the divisional policing model should operate, and welcomes the intention to put senior garda staff in place to manage many of the business functions that support operational policing. The Garda Síochána has decided to appoint an assistant principal officer as part of the senior management team in the pilot divisions for the divisional policing model who will be responsible for human resources.

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56 *Changing Policing in Ireland (2015)* Recommendation 4.12

The Inspectorate welcomes their appointment, but stresses that divisional human resource managers must also be appointed and empowered to lead on key areas such as workforce planning, wellness of staff, sickness, training and selection processes.

Critical Action 5

This part of the chapter examined a number of areas that impact on the availability of resources. Underperformance of members featured strongly in most interviews. The Inspectorate believes that unsatisfactory performance procedures need to be developed to deal with low productivity, failure to meet standards, negative or apathetic attitude and breaches of the Code of Ethics.

This inspection identified some areas that appear to disproportionately impact on rural divisions such as high levels of sickness absence and members on light duties. Collectively, these types of issues are greatly reducing the availability of resources for local policing, particularly in more rural locations. The Inspectorate believes that attendance management policies and procedures should be in place to assist local managers.

This part of the chapter has highlighted a number of previous Inspectorate recommendations that are not yet implemented

Critical Action 5 contains a number of strategies and actions that could significantly increase the availability and utilisation of all garda resources and deliver more effective policing services to local communities.

Critical Action 5

To maximise the availability of human resources at a local policing level.

In support of this critical action, the Inspectorate considers that the following areas need to be addressed:

> Develop unsatisfactory performance procedures;

> Develop attendance management procedures; and

> Appoint and empower human resource managers at a local policing level to address factors that impact on the availability of resources such as sickness absence and light duties.

Chapter 3

Deployment and Capabilities of Resources at the Local Level

'Mobile devices could transform garda capability and local policing should be prioritised for new technology'.

Introduction

The everyday policing needs of a community are varied and require the provision of a wide range of policing services. These include responding to calls for service, investigating crime and incidents, protecting the community from harm and improving public safety through community policing. The delivery of efficient and effective local policing services is the core foundation for all policing activity.

It is important that police services match the availability of resources and workforce skills to public demand, and focus activities on evidence-based strategies and tactics that will result in the reduction of crime and harm. While Chapter 2 examined how the Garda Síochána allocates resources to headquarters, national units and divisions, this chapter looks at how those resources are deployed to support and deliver local policing services.

This chapter assesses how the Garda Síochána identifies demand at a local level and how it makes decisions to deploy resources to deliver a visible, effective and responsive local policing service. It also considers factors that can enhance or hinder the effectiveness of operational resources.

In relation to the deployment of resources and operational effectiveness and capability[57], the chapter considers specific issues including:

> Understanding and managing demand at the local level;

> Briefing and focusing staff;

> Management of resources;

> Training and professional development of staff;

> Front-line supervision; and

> Technological capability.

Deployment of Resources at the Local Level

The deployment of resources at the local level is a complex and demanding task that needs constant review and attention. This part of the chapter examines the components needed to provide an effective and efficient policing service to the local community and the importance of understanding the various demands that exist at the local level. Once demand for local services is identified and understood, important decisions can be made to try to match sufficient levels of resources to meet that demand.

Understanding Public Demand at the Local Level

Demand placed on police services can be described as the amount and type of service that the public and other organisations require from them, reflecting the obligation of the police to prevent harm, crime and disorder.

The Garda Síochána has finite resources, and this will continue to be the case even with an expansion to a total workforce of 21,000 by 2021. Therefore, local managers must try to understand local policing demand if they are to assign and allocate their resources in a way that delivers effective policing services.

In the Garda Síochána, as in comparable police services, calls for service from the public and other bodies represent a significant proportion of its daily demand. Requests for assistance from the public can be received via the 999 system, by non-emergency telephone contact with a station, personal callers to stations or indeed by approaching gardaí on patrol. Gardaí also receive regular calls from other agencies, such as Tusla or local authorities. As explained in Chapter 1, this is often referred to as public demand. Chapter 1 also explained that the Garda Síochána needs to consider other demand for its services such as protective demand. This is the pre-emptive or proactive garda activity aimed at preventing harm, crimes and incidents from occurring.

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57   Capability is defined by the UK National Police Chiefs' Council as the organisation's ability to deliver resources with the right skills (e.g. drivers, detectives) within the right infrastructure (e.g. vehicles, estate, technology).

To understand the level of public demand placed on front-line policing services and how it varies across the Garda Síochána, the Inspectorate obtained and examined calls for service data recorded between 1 June 2017 and 31 May 2018. During previous inspections, the Inspectorate found that public demand for garda services was not always accurately captured or measured. This often resulted from poor recording practices and the reliance in many divisions on paper records to capture calls for service. In the *Resource Allocation (2009)* report, the Inspectorate reported that the lack of data on demand for service was unacceptable and must be addressed as a priority.

Recording of Calls for Service

At the time of the 2009 report, an electronic Computer Aided Dispatch (CAD) system operated throughout the Dublin Metropolitan Region (DMR) for the six Dublin divisions. In these divisions, all emergency calls from the public were channelled through the Command and Control Centre in Dublin as a centralised control room for receipt of calls and dispatching of units. Outside of Dublin, at that time, all other divisions recorded calls from the public using paper-based systems. Most divisions had separate control rooms operating on a divisional level and emergency calls from the public were channelled through those local control rooms. Within both systems, members of the public continued to ring their local garda station to report incidents that needed an emergency response as well as concerns of a less serious nature.

The CAD system has more recently expanded to cover a number of areas outside of Dublin and it is now operating in the Southern Regional Area (encompassing Cork City, Cork North, Cork West, Kerry and Limerick) as well as Waterford and Galway divisions. Each of these areas uses a CAD system similar to the one operating in Dublin.

In June 2017, all other divisions without CAD moved from the previous paper-based systems to record calls from the public on an electronic database system known as eRC1. While it is basic in its design, it does record information regarding the date, location and type of call, all of which is easily retrievable.

Many calls for services are received in connection with incidents that require additional garda action beyond dealing with the call on that particular day. This would include calls notifying that a crime has taken place. Incidents that require further action should be recorded on PULSE and that system is used for recording crimes and other incidents and is used by the Central Statistics Office as a data source for national crime and incident data. As a result, many calls for service should be further recorded as an incident or a crime on PULSE, unless the member who conducted the initial investigation of an incident believes it is not necessary to do so. Garda policy requires each divisional chief superintendent to put in place a local process to ensure that, where applicable, calls for service are appropriately recorded on PULSE and that data in the CAD, eRC1 and PULSE systems is cross-checked and reconciled.

CAD and eRC1 Comparison with PULSE

To compare the numbers of CAD and eRC1 records created against the number of PULSE incidents created, the Inspectorate examined calls for service data and PULSE data from 1 June 2017 to 31 May 2018. For analysis purposes, the Inspectorate removed incidents recorded under the proactive policing category. This category includes incidents such as checkpoints and is not usually the sort of incident that requires additional action to be taken.

On examination of this call data, the Inspectorate found that in divisions using CAD, there are approximately 25% more PULSE records than CAD records. This can in part be explained by a number of situations where a CAD record may not always be created, such as when people attend garda stations to report incidents or gardaí deal with incidents directly. By comparison, in divisions using the eRC1 system, the Inspectorate found that there were four times as manye PULSE than eRC1 records created. Without checking individual CAD records against PULSE records, the Inspectorate is unable to verify the accuracy of recording practices; however, there is a much closer correlation between the data in those two systems than between the eRC1 and PULSE data.

Figure 3.1 - CAD to PULSE Comparison 1 June 2017 to 31 May 2018
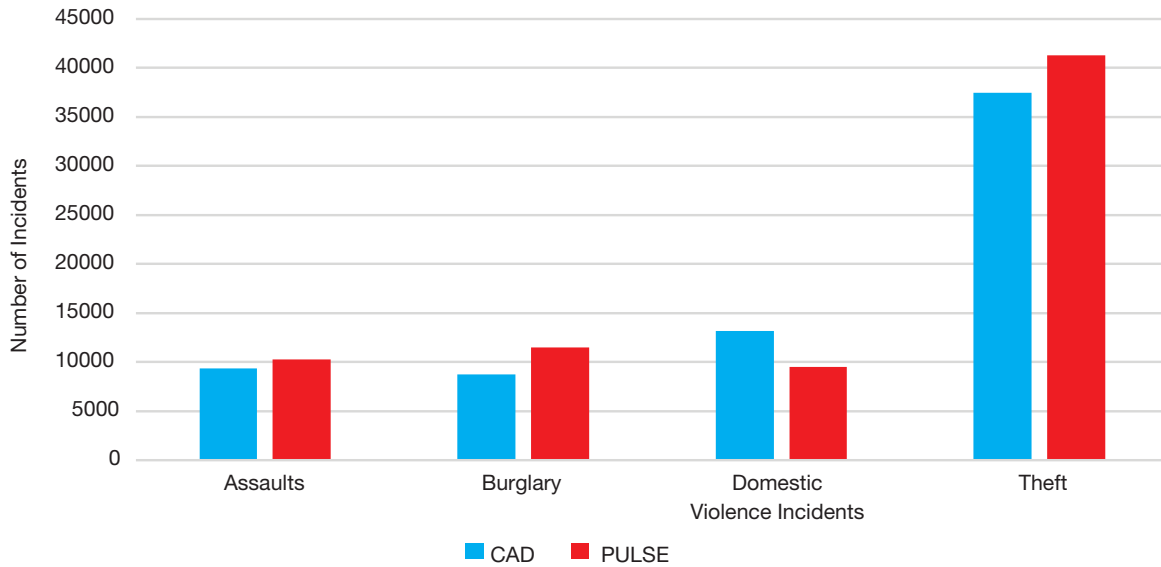
Source: Data provided by the Garda Síochána; analysis by the Garda Inspectorate

There does not appear to be any correlation between eRC1 and PULSE records and this analysis suggests that a significant number of all calls for service made to the Garda Síochána are not actually recorded on the eRC1 system.

To analyse this in more detail, the Inspectorate selected the incident categories of assault, burglary, domestic violence and theft. These incident types generated approximately 17% of all calls for service recorded on CAD and 26% of all calls recorded on eRC1 during this period of examination. Figure 3.1 shows a comparison between CAD and PULSE incidents for these categories.

This shows that across three of the four categories, more PULSE than CAD records were created, but there is a correlation between the records. It is only in the case of domestic violence incidents that the trend is reversed and fewer PULSE than CAD records were created. The poor recording of domestic incidents on PULSE was an area previously identified by the Inspectorate. The results of this analysis require further examination by the Garda Síochána to ensure that incidents of this nature are always recorded on PULSE.

Figure 3.2 shows a comparison between eRC1 records and PULSE incident records.

Figure 3.2 - eRC1 to PULSE Comparison 1 June 2017 to 31 May 2018

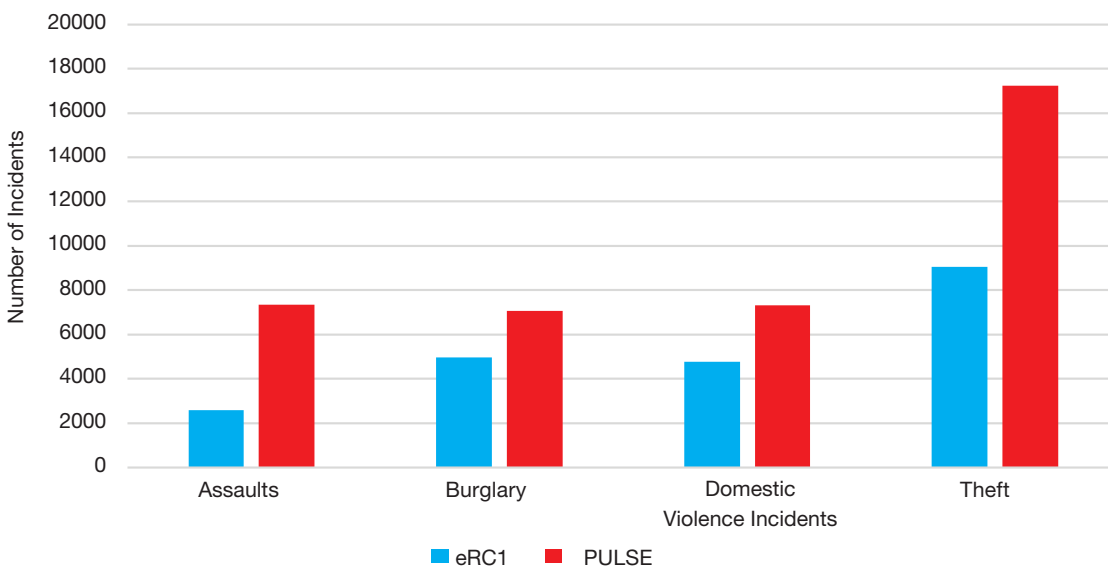Source: Data provided by the Garda Síochána; analysis by the Garda Inspectorate

Across all four categories, significantly more PULSE records than eRC1s were created, with the largest variances in the categories of assault and theft. This analysis shows that there is far less correlation between an incident recorded on eRC1s and the subsequent creation of a PULSE record.

The inaccurate recording of calls for service on both CAD and eRC1 systems will result in an incomplete picture of call demand and will lead to poor decisions in terms of the allocation and deployment of resources.

Calls for Service Workloads

To compare the number of calls for service recorded against the number of available resources, the Inspectorate decided to use only CAD data as the eRC1 data is considered too inaccurate to use as a measurement of demand.

The same date range of 1 June 2017 to 31 May 2018 was used for this analysis across 13 divisions using CAD. The CAD data is compared to the availability of resources by using PULSE deployment data from March 2018. The PULSE data includes those members who are shown as performing front-line duties and would be the resources most likely to be available to respond to calls for service.

Figure 3.3 provides an illustration of the calls for service in a 12-month period and is displayed as the average number of calls for service per front-line member. While this analysis does not take into account the type of calls received or the distance travelled to respond to calls, it does show the volume of calls for service per member.

This shows considerable differences in the average number of calls recorded on CAD per member in the divisions. Even within the six Dublin divisions, there are significant variations with the highest total of 201 calls for service per member, per year in DMR South Central to the lowest total of 86 in DMR North Central. In terms of rural divisions, Waterford had the highest total of 83 calls for service per member, per year, compared to Galway with the lowest total at 25.

In most cases, those members on regular units are likely to be the first responders to calls for service. Figure 3.4 examines the number of calls for service per year across the 13 divisions, compared to the number of members on regular units.

Figure 3.3 - Average Number of Calls for Service per Front-line Member in Selected Divisions
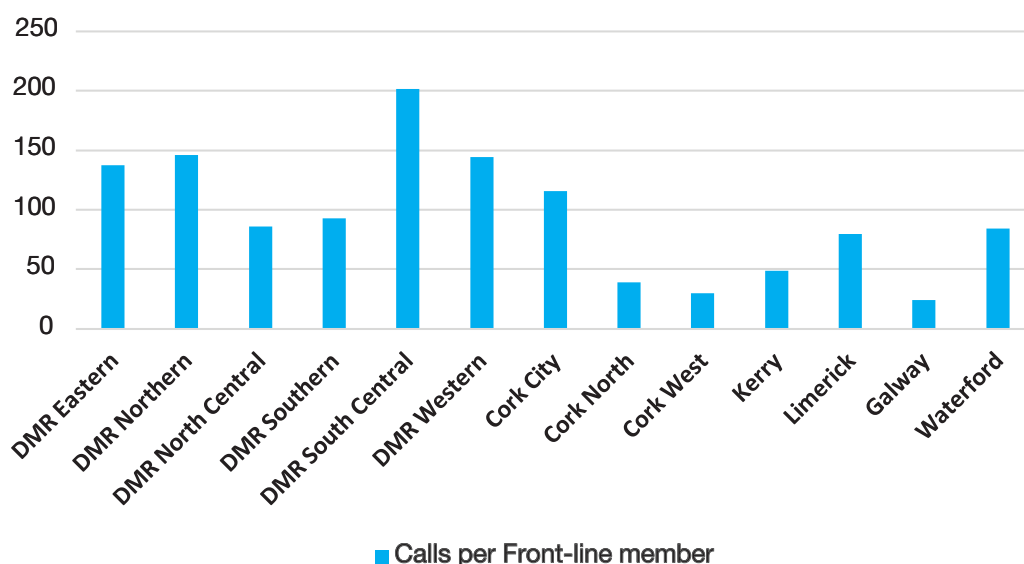
Source: Data provided by the Garda Síochána; analysis by the Garda Inspectorate

Figure 3.4 - Average Number of Calls for Service per Regular Unit Member in Selected Divisions
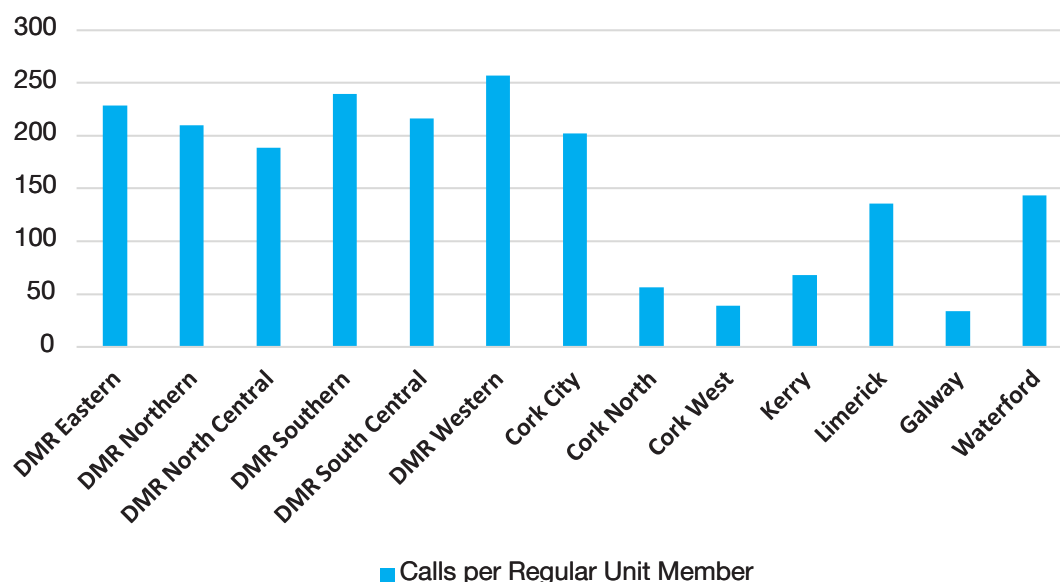
Source: Data provided by the Garda Síochána, analysis by the Garda Inspectorate

This analysis shows more equitable workloads across the urban divisions, with DMR Western having the highest total of 257 calls for service per regular unit member compared to DMR North Central with 188. It is interesting to note that there are still significant variances between the rural divisions with Waterford having the highest total of 144 calls for service per member and Galway the lowest with 34.

In Chapter 2, the Inspectorate examined the allocation of resources at a divisional level and found that the urban divisions visited assigned a significantly lower percentage of their overall members to regular unit duties than the rural divisions did. Chapter 2 also identified that the garda Cohort model for distribution does not use calls for service data as a factor in deciding on the assignment of members to divisions. As this is one of the main demands on policing services, it should be a major factor in any distribution process.

This analysis shows that it is important that local managers understand the nature and volume of calls for service when considering the assignment of resources at their disposal. With regards to the recording of calls on CAD or on eRC1, unless all calls are accurately recorded, it impossible to determine the number of members that are required on regular units to deal with calls for service.

Matching Resources to Demand

Key to the efficient and effective deployment of police is the alignment of sufficient resources (or capacity) with the volume of demand for services. Determining the correct amount of resource is essential as excessive levels of resources on duty at times of low demand is wasteful, while insufficient levels of resources when demand is high can adversely affect the quality of service provided to the public.

Accurate calls for service data is critical in this process. CAD or eRC1 data can be analysed to predict where and when demand for policing services will be at its greatest. It is also important for managers to consider the types of calls received, how long it takes gardaí to travel to a call and how long it takes to deal with a particular type of incident. Calls for service data can be further examined by analysing demand data over longer periods and enriching the data with seasonal variations, such as anticipated events, public holidays and annual festivals.

Calls for services can be further analysed to ensure that the most suitable policing unit is available to deal with anticipated demand. While regular units are the main responders to calls for service, other units should also be available to respond to assist with such calls.

For example, community policing units, if available, could deal with calls for service in their area of responsibility that relate to anti-social behaviour and quality of life issues. This requires clarity about the types of calls that could be assigned to other units and would ensure the most appropriate response to a call. There will be occasions, such as incidents of a serious nature, when the nearest unit to an incident should be dispatched, irrespective of whether it is the type of call that it would usually deal with.

During this inspection, the Inspectorate found limited evidence at local policing levels of any detailed analysis of calls for service data, nor any use of such data to adjust resourcing levels to match changes in demand. Some management and operational meetings attended by the Inspectorate discussed the use of additional resources to deal with short-term issues but calls for service was not an area routinely analysed and there was limited evidence of the adjustment of resourcing levels to take account of predictable changes in demand. However, the Inspectorate did find an understanding in some divisions of areas that can impact on demand such as the night-time economy and the impact on public order.

To gain a better understanding of how effectively resources and demand are matched at a local policing level, the Inspectorate requested CAD and eRC1 data to show the level of resources that were available to deal with all calls for service in a 24-hour period between 12 April and 13 April 2018. For this analysis, the Inspectorate selected an urban division that uses CAD and two rural divisions, one of which uses CAD and the other eRC1. The Inspectorate intended to conduct this analysis to determine the number of resources that were on duty throughout the period and what units they were attached to. This would allow the Inspectorate to identify the levels and types of resources that were available at certain times of the day and to compare this with the number and type of calls for service that were received. On examination of the supplied data, the Inspectorate found that the data from CAD and eRC1 was incomplete in many areas and in one division, it showed that no resources were booked onto CAD and available for calls during an extended period.

With the eRC1 data, there was no information available on the number and type of resources that were available for deployment. This type of data relies on the accurate inputting of resources onto the CAD and eRC1 systems and the updating of their status to show if they are available to deal with calls for service. In the absence of accurate information on both systems, the Inspectorate considered the data unsuitable for analysis.

By comparison, British Transport Police uses an advanced system for co-ordinating resources and demand. The service uses an IT system called Origin, which records the skills of its officers and staff and the training they have undertaken. This enables the service's control room to identify and deploy the right people with the right skills to incidents and crimes (HMICFRS, 2017b).

Inaccurate and poor quality data on calls for service is a major barrier to better management of demand and ensuring that there are sufficient resources available at times of most need. Another barrier to better demand management and more effective deployment of resources is the district and micro level approach to dealing with calls for service. The Inspectorate believes that a more holistic and divisional level approach should be taken to understanding and managing calls for service. This would facilitate the easier identification of trends and patterns to determine the allocation of resources to better match demand for services. While CAD is operating in many divisions, important data is not always captured and the available data is not used effectively to shape local police services. While eRC1 is operating in all non-CAD divisions, not all calls for service are recorded and the available data is not used to understand demand and to ensure that sufficient resources are available.

As outlined in Chapter 1, other police services are developing a more detailed understanding of local demand by also analysing data from external sources such as criminal justice partners, the health service and local authorities.

To enable local senior garda managers to make the best possible resourcing decisions, they need to be supported by readily available and accurate call data.

With that data, more accurate decisions could be made on the number of resources that are required on different days and at different times of the day to ensure that there are sufficient resources on duty to deal with calls for service. In designing response policing services, it is also important for the Garda Síochána to build in resilience in terms of the number of resources on duty and their skills so that local units are able to deal with the majority of incidents that occur.

Despite a number of recommendations in previous Inspectorate reports, little progress has been made on ensuring that senior garda managers use available data to understand and manage calls for service.[58]

Understanding Protective Demand at the Local Level

Local senior garda managers also need to understand and respond proactively to the specific nature of other demands in their areas. Policing should not just focus on reacting to calls for service and should have regard to demand that is hidden and often less likely to be reported to the Garda Síochána. This includes areas such as domestic abuse and child sexual exploitation. The Garda Síochána should also seek to reduce demand for its services through effective and prioritised proactive patrolling and targeted operations. These areas are referred to in many police services as protective demand.

Intelligence-Led Policing

Key to effectively managing protective demand is an intelligence-led policing (ILP) process as outlined in Chapter 1. As well as a process used at an organisational level, ILP should be used at a local level to help senior garda managers to prioritise the deployment of resources against assessed risk and policing plan priorities. In addition, ILP can help with the setting of local strategies aimed at preventing harm, increasing public safety and reducing demand for services.

As part of the ILP process, a tactical assessment report should be generated on a regular basis to identify current crime and disorder issues affecting an area. Assessments usually contain a number of recommended proactive activities built around prevention, intelligence, enforcement and reassurance. In most policing jurisdictions, a tactical assessment is formally reviewed by a Tactical Tasking and Coordination Group. At a divisional level, groups are led by a senior police officer and attendees would include representatives from most units such as detective, intelligence, proactive, and community policing units. This meeting should determine what proactive policing activity is required and should assign specific tasks to all operational units. In some police services, other statutory partner agencies, such as local authorities, may be members of such groups.

The Garda Síochána uses tactical assessments and as part of this inspection, the Inspectorate requested examples of completed tactical assessments for local policing. Tactical assessments are created by analysts from the Garda Síochána Analytical Service. At the time of the inspection, 21 analysts were assigned at a regional level, who provide services to the region as well as all divisions within the regional area. On examination of the assessments supplied, the Inspectorate found that they followed a standard template, providing details of the number of crimes that had taken place, the associated detection rate and comparative temporal analysis. The assessments included an executive summary, which identified emerging trends or areas of current concern. However, the assessments did not contain recommendations for action or an assessment of the impact of any directed prevention, intelligence, enforcement or reassurance actions.

During inspection visits, the Inspectorate observed several divisional Performance and Accountability Framework (PAF) meetings. In these meetings, divisional and district officers provided an overview of crime in their area since the previous meeting.

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58   *Resource Allocation (2009)* Recommendation 13 and Crime Investigation (2014) Recommendations 1.12 and 3.1

However, there was no reference to a tactical assessment at meetings and, in most places, no proactive operations or actions were discussed to address local policing problems. In most cases, the focus of meetings was largely on district-based incidents with little consideration of divisional or regional trends.

While the Garda Síochána uses some components of ILP, such as tactical assessments, this inspection found that as a process it is not fully embedded into policing. The process of ILP would help local senior garda managers to develop formal systems, such as tasking meetings and other processes that can be used to identify current and emerging policing challenges. It would also ensure that all operational units are formally tasked on a daily basis to conduct activity in support of local policing priorities.

Analytical Support to Local Policing

An essential element of ILP is the provision of professional analytical support to operational decision makers. The benefits of analytical support to front-line policing include:

> Analysing data from multiple sources to create an understanding of protective demand;

> Providing an evidence base for proactive policing action such as traffic check points, stop and search, surveillance or the deployment of covert human intelligence sources;

> Creation of evidence-based local priorities that accurately reflect local issues;

> Resource deployment based on objective assessment of problems;

> Consideration of wider regional and organisational trends in understanding local issues;

> Early identification of emerging or residual risks;

> Identification of problem solving and crime prevention opportunities;

> Objective identification of suspects for proactive activity;

> Better understanding of problems within a local area; and

> Informed briefings that focus policing activity.

Within ILP, analysts have a pivotal role in influencing strategic decisions and tactical activity at a local policing level. Analysts can help senior police managers to identify demand and activities to address them. Analysts can also help by providing information on crime trends and suspected offenders. This type of information should be provided to front-line gardaí to ensure that they are aware of current crime problems and to make sure that they are patrolling in the right places.

To support an ILP approach at a local level, the Inspectorate believes that garda analysts should be allocated to each division to work alongside criminal intelligence officers. This would create the basis for divisional intelligence units. Divisional intelligence units should support all aspects of local policing including community policing, response and investigations. Within the divisional functionality model recommended by the Inspectorate, the intelligence unit should be placed within the Crime portfolio but it should support and influence all policing activity within the division.

Briefing, Tasking and Debriefing

While undirected police patrolling has been found to have little effect on crime levels, providing front-line police resources with a clear focus and direction drawn from an evidence base can have an impact (Ratcliffe, 2016). This is often referred to as briefing and tasking of police resources and is a key element of an ILP process.

In the *Changing Policing in Ireland (2015)* report, the Inspectorate identified a lack of briefing and debriefing as an impediment to more effective communications and dissemination of knowledge and information.

Briefing Payments

In 2016, following a Labour Court recommendation in the context of a garda pay dispute, a payment was introduced for parade briefing in the form of 15 minutes' overtime per member per shift. Every garda member up to inspector rank receives this overtime payment at the start of a tour of duty as briefing time whether they are actually briefed or not. The estimated cost for this in 2018 is likely to be €22m and can represent as much as 40% of local overtime budgets. This is a large proportion of local budgets and the loss of overtime for briefing purposes has significantly reduced the availability of overtime for supplementing resources at peak times and for conducting proactive operations.

Briefing

At the commencement of each tour of duty, and before leaving a station, all operational units should be formally briefed by a supervisor. This allows a supervisor to assign roles for the day, to assign specific tasks and to make sure that staff have all of their equipment. A major component of good briefing is the provision of up-to-date intelligence on criminal activity as well as information on new legislation, policies or practices. Briefings also provide an opportunity to inform all operational staff about issues affecting local communities. This will ensure that all operational resources understand the value of proactive patrolling in a particular area or why their response to a related call for service needs to address community concerns. Without this level of understanding, the policing response may fall short of public expectations and damage local confidence in policing.

Ideally, briefings should involve garda members from all operational units and should not be restricted to those members on regular units.

This allows members from different units to share information on local policing issues. This inspection found a few examples of joint briefings that were used to highlight district-wide policing problems. For example, in Wexford, joint briefings are conducted five times a week to discuss topics such as current crime levels, policies and procedures, intelligence and health and safety. This type of briefing was not used in all places visited. In many places visited, the Inspectorate found an absence of structured briefings and this was usually linked to a shortage of supervisors. It was reported that in the absence of a sergeant, many members often self-brief. In particular, detective and community policing units were less likely to have a structured briefing. It is also the case that many gardaí operate from one-garda stations and there is no sergeant available to brief them.

The Inspectorate believes that formal briefings should be a standard operating procedure for all operational units coming on duty. To be effective, briefings need to be delivered by supervisors and supported by current intelligence.

Tasking

The process for ensuring that directed patrolling, enforcement and intelligence activity takes place is frequently referred to as tasking, and should occur as part of a formal briefing process. Tasking is designed to provide direction to police officers during their tour of duty and ensure policing activity is informed and focused on targeting prolific offenders, patrolling high-risk locations or protecting vulnerable individuals or communities.

During this inspection, the Inspectorate found that not all members are briefed on a daily basis and, in some places, briefings are not always accompanied by tasking. However, in some districts, the Inspectorate did find examples where supervisors allocated tasks to units, such as conducting curfew checks or executing warrants. The Inspectorate also met sergeants who were operating on their own initiative and directing resources to tackle local problems.

However, this was not always directed by senior garda managers and decisions were based on local awareness and not as a result of analytical support to assist in determining potential locations and times for proactive patrolling. In most places, checkpoints are conducted and in the main this type of activity was performed by regular units. Outside of this type of tasking, and when not assigned to deal with calls for service, members were not routinely directed to patrol certain areas. As a result many members self-task and decide where they patrol.

In the DMR North Central Division, the Inspectorate found a more formal system in operation that is designed to provide greater structure to the deployment of resources and their daily tasking. The Inspectorate observed that a number of pre-detailed tasks existed for resources operating in the division and there was a mechanism for capturing proactive patrolling. However, a number of the elements central to the DMR North Central operating model were absent when inspected. These included structured briefings and the sharing of intelligence. Another gap was the low level of front-line supervision of operational units. The volume of operational demand and abstractions from core duties also diluted the effectiveness of the tasking process.

Positive feedback was received from front-line members on the quality and quantity of information supplied by local criminal intelligence officers. However, this is usually circulated by email and face-to-face briefings by criminal intelligence officers were infrequent. This is partly due to the low numbers of members assigned to this role and the fact that they have to provide a service to multiple districts.

The Inspectorate believes that all operational garda units should be assigned at least one daily task to complete. To assist with the tasking process, supervisors should be provided with a list of appropriate actions for each tour of duty.

Debriefing

At the conclusion of each tour of duty, a debrief for all operational units should be conducted by a supervisor to ensure that members do not leave before they have completed all tasks, such as gathering any outstanding evidence from incidents. This process should also be used to capture information and intelligence that can be used to brief those units coming on duty later that day. Debriefing also allows a supervisor to check on the welfare of members, particularly if they have dealt with a traumatic incident. Examples were provided by members who were allowed to go off duty following a traumatic incident without a supervisor checking on their welfare. During this inspection, it was frequently raised that debriefs are not always held and again, the absence of supervisors was identified as an inhibitor.

Summary

While this inspection found some examples of good tasking of garda units, the Inspectorate has found that the quality of briefing and tasking within the Garda Síochána has not significantly improved since previous inspections. Given that the payment for 15 minutes briefing time has been a significant financial investment, the Inspectorate does not believe that maximum policing benefit is being derived from this expenditure. In order for the Garda Síochána to be able to more effectively tackle local policing issues, a more structured process such as ILP should be used. This would ensure that all operational members are briefed and tasked on a daily basis by a supervisor and that at the end of their tour of duty a formal debrief takes place.

Duty and Resource Planning

Concurrent to understanding the volume and nature of demand, police services need to efficiently and effectively manage resourcing levels to cover core policing activities and to manage planned events, absences and other abstractions.

Those with responsibility for managing the delivery of local policing services need to have immediate access to accurate information on the numbers and skills of staff who are available for deployment.

Duty Planning

A major inhibitor for the management of Garda Síochána resources is the absence of a national electronic resource and duty planning system. This type of system would assist senior garda managers to immediately identify how many people are on duty and with what skills. This is particularly important if a serious incident takes place, as it will enable the identification of available resources and those resources coming on duty throughout the day. It would also allow senior garda managers to identify resourcing requirements for planned operations and other events.

In the absence of such a system, divisions and districts use a variety of methods to plan the deployment of resources on a daily basis. In some places, daily duties for members are manually recorded in a Resource Allocation Book or in a spreadsheet devised for this purpose. In many rural districts or in smaller stations daily duties are recorded on a Duty Allocation Sheet called a D27. Generally duties are planned 14 days in advance, but are done so on a district-by-district basis and there is no central point for capturing the impact on resourcing levels across the whole division. Often duties are subject to last minute changes and, as this is all managed on paper records, any changes made might not always be reflected in the D27.

Electronic Resource Management

In several previous reports, the Inspectorate recommended the introduction of a resource management system as part of a new approach to resource allocation and deployment in the Garda Síochána.

In its *Resource Allocation (2009)* report, the Inspectorate made a recommendation relating to a number of technology systems that would facilitate the matching of demand to available resources and bring the Garda Síochána into line with international best practice.[59] As well as recommending an electronic resource management system, the Inspectorate also recommended a national CAD system, demand profiling software and a human resources information system. The report noted that until such time as these systems are in place, neither the Garda Síochána nor the Government will have an accurate measurement of front-line policing demand and the resources required to meet it. None of these systems are currently in place. The Inspectorate also recommended the introduction of resource deployments units that would be used to determine the numbers of gardaí required at any given time, based on predicted and planned policing requirements.[60]

During the course of this review, the Inspectorate received a presentation from the Garda Síochána on the development of a new garda roster and duty management system, which could address many of the recommendations made in previous reports. It is currently at pilot phase in the DMR Eastern Division. This system is designed to deal with duty planning and manage the time and attendance of all gardaí, garda staff and reserves. It will provide for electronic sign-on and will enable the management of overtime, duties and leave. The system will be able to show those working and those on leave or abstracted from normal duty. The creation of duty planning units at several levels is seen as a vital requirement for the operation of the system. While the Inspectorate is supportive of the introduction of such a system, the pace of delivery from the original recommendation has been very slow. In addition, the Inspectorate was advised that funding is not in place to roll out the system beyond the pilot division. It was also explained that even if funds are made available, it could take several years to deliver it. This is too long, particularly when the move to a divisional model of policing would benefit greatly from the introduction of this system.

Police Scotland uses similar technology to manage resource planning. To support the technology, resource deployment units are in place to ensure the right numbers of people are always on duty at the right times. These units plan six to eight weeks ahead. Police Scotland

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59   *Resource Allocation (2009)* Recommendation 3
60   *Resource Allocation (2009)* Recommendation 22

also operates "operational base levels", which are a guide to the number of response officers required on an hour-by-hour basis. The number was determined following analysis of three years of demand data. The resource management system is able to highlight where the granting of leave or other abstraction would leave a gap in numbers or skills.

Overall, the continued absence of an electronic resource planning and deployment system and the reliance on local paper records to manage resources provides a weak system of control. The Inspectorate believes that this type of system is critical to ensuring more effective management of resources and needs to be rolled out nationwide.

Allowances

Garda members and garda staff are usually assigned to a specific station within a district and within the division. If a garda member is employed on duty 3.22 km away from their permanent station, they are entitled to an allowance. This creates a barrier and potentially an additional cost to duty planning as it restricts the ability to deploy people to cover gaps in resources. In most policing jurisdictions, similar arrangements are not in place and this is not a barrier that impacts on the deployment of operational resources.

Booking On and Off Duty

Members working in a CAD enabled division are required to notify the control room that they are on duty and they should be logged onto CAD as an available resource to answer calls for service. If a member has an appointment, CAD should be updated to show that they are not currently available to be dispatched to calls for service. Some members with pre-planned appointments, such as taking statements from victims do not always log onto CAD as they are likely to be assigned to calls, irrespective of any appointments made. It is important that all resources still book onto CAD as this allows supervisors to see the totality of resources that are on duty across the whole division.

In divisions operating the eRC1 system, the visibility of resources is limited to district-based control rooms as the system only operates at that level. A senior garda manager would not be able to easily identify the totality of resources on duty through this system. Garda stations without CAD maintain diaries in the public office. Members attending for duty across the district contact the public office to book on and their attendance details are recorded in this book. This is generally the record used to check overtime claims (including briefing time). Sergeants responsible for supervising members who are assigned to a different station in the district expressed concern that they have no way of knowing if the member is at work and there is no way of verifying that overtime was actually worked when they come to certify claims. As it is a handwritten, unregulated record, there is no way of checking or confirming the accuracy of the details.

At the end of a tour of duty members should also book off duty. Supervisors also reported there can be a failure of members to book off duty and they are not always aware of the times and days that some members are rostered to work.

Garda Rosters

Rosters are the management mechanism for scheduling gardaí on duty to ensure sufficient policing resources are in place at the times needed. At a local level they need to be capable of supporting the delivery of the 24/7 response service and the very different business needs of investigation and community policing units. Rosters also need to minimise the negative effects of shift working on the long-term health and welfare of staff.

A new system of garda rosters was introduced in April 2012 (the Westmanstown Roster) on a pilot basis, initially intended to be for a one-year period. This was the Garda Síochána's response to a recommendation in the Inspectorate's 2009 report. That report recommended the development of a new roster for front-line gardaí that matched garda resources to predicted levels of demand for garda services.[61]

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61   *Resource Allocation (2009),* Recommendations 6 and 24

The roster in use is a standard countrywide roster for local policing. It consists of a core roster and a non-core roster. The core roster is primarily used to provide the response policing function on a 24 /7 basis and is used by regular units. All response resources at a local level are divided into five units (compared with four units in the previous roster). These units work three categories of shifts with different starting times providing 24-hour coverage. The non-core roster is designed for front-line operational staff who are not required to work 24/7. This includes detective and community policing units. This roster also aligns staff in five units with members working three categories of shifts including a partial night shift from 18:00 to 04:00 (02:00 on Sundays). Both rosters are based on ten-hour days (eight hours on a Sunday) with six days on duty followed by four days off duty (rest days).

A Working Time Agreement dated 11 September 2012 between the Garda Commissioner and the representative associations governs the operation of this roster. In the *Changing Policing in Ireland (2015)* report, the Inspectorate noted that any change to this roster must be agreed through the Working Time Agreement process. The Working Time Agreement sets out a number of principles including the need for compliance with the EU Working Time Directive.

The roster applies to all garda members except those in designated posts or assigned to duties on a Monday to Friday basis.[62] Assignments to meet the requirements of the roster operate on a district basis. The roster provides some flexibility regarding duty changes to deal with exceptional or extraordinary events.

A working group to review the roster and Working Time Agreement, comprising staff associations, garda management and Department of Justice and Equality officials, had recommended changes to the roster but these were rejected. The Inspectorate understands that following this, the Garda Commissioner decided in late 2017 to end the pilot and accept the roster as the official garda roster.

Impact of Rosters

Most staff who met the Inspectorate said that the roster is good from a personal perspective but a significant number said that it was not good for delivering local policing services. Senior garda managers expressed grave concerns regarding the roster and the negative impact it has on the availability of resources for front-line policing. Of particular concern to senior garda managers is the four rest days period, which can hinder the continuity of investigations, impair the service to victims of crime and can lead to increased use of overtime.

Regular units work the core roster and provide the main response to calls for service. They also carry out the vast majority of investigations of incidents they attend. Gardaí and their supervisors stated that the four rest days in a row can have a negative impact on investigations and contact with victims. Most other police services use similar rosters, but only for response units. The rosters used also do not have extended periods away from duty and officers working on response units do not carry the same level of investigations.

Detectives who met the Inspectorate work the non-core roster and were divided over a number of units (usually five). This had the effect of diluting available numbers at any given time, which in the smaller units meant perhaps only one detective on duty. Some detectives describe working on their rest days to cover detective duties with some regularly working 70 hours overtime a month. The four days off were described as detrimental to criminal investigations which can lie dormant for extended periods. A detective's core function includes attending court, progressing investigations and interviewing suspects. Working night shifts is not conducive with such activity. Some detectives said that they use night shifts to catch up on administrative tasks.

Like detectives, all dedicated community policing members work the non-core roster. Community policing units were previously reduced in size to form a fifth regular unit when the pilot roster was introduced.

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62   Designated post refers to certain clerical posts that are filled by members of the Garda Síochána

Community policing members expressed concern that frequent late night/early morning shifts did not always allow them to engage with communities or to deliver visible policing. The four rest days period can also leave communities without their community policing presence for long periods and members expressed concerns that they felt disconnected from community issues upon their return to duty.

The four rest days period disconnects staff from the working environment and delays the progression of investigations. The detective and community policing functions are not best served by staff working hours incongruous with the demand of the relevant business need. Community policing is particularly impacted by the roster system which divides resources too thinly and too conveniently aligns them with the regular units, creating the impression that they are available to augment regular unit numbers. This diminishes their value as a separate but equal element of local policing.

Overlap Shifts

The need for greater flexibility to vary shifts according to operational needs was also seen as important. A key element of both rosters is the built-in overlap system which provides additional staff at certain days and times of the week. Overlaps occur every Tuesday and Wednesday between 12:00 and 17:00 and every Thursday to Sunday from late afternoon through to the early morning. In addition to supplementing policing at peak demand times, overlaps also provide an opportunity to deliver proactive or high visibility policing. They could also be used to deliver some elements of local training as discussed later in this chapter.

During inspection visits, the Inspectorate found that overlaps were seldom used to increase garda visibility or to conduct proactive operations. Instead, it was widely reported that they were usually used for the completion of investigation files and other administrative tasks. Many members also felt that the termination time for the overlaps at weekends did not match policing demand because the night-time economy activity peaked after the overlap period ended.

Sunday Working

All members who work on a Sunday are paid a substantial allowance. The allowance is capped at two Sundays in a 28-day period. The use of this allowance encourages members to work on Sunday, irrespective of the demand for services. This type of allowance is not in place in other comparable police services and as Sunday is usually a quieter day in relation to demand for policing services, it is a day when fewer resources are required.

As well as front-line members working on Sunday as part of their core or non-core roster, this inspection also found gardaí who normally work Monday to Friday office hours in administrative roles working on Sundays and on bank holidays with no apparent business case for doing so. These included PAF administrators and district clerks. The primary reason given to the Inspectorate for Sunday working was to supplement any loss of earnings arising from a lack of overtime opportunities in these types of roles. In districts where a similar role was carried out or supported by garda staff, they did not work Sundays or bank holidays. The Sunday allowance puts resources that work in both operational and non-operational roles on duty when they are not needed.

Supervision

A consequence of the new roster and the creation of five units was a need for additional sergeants. These sergeants were not put in place and as a result many units have no full-time sergeant assigned. This has meant that sergeants often supervise a number of different units and are sometimes spread across a number of stations.

Dividing units, such as community policing, into five sub-units working different shifts, makes it difficult for a single sergeant in charge of that unit to co-ordinate the activity of their whole team and meet with them collectively. In some cases, sergeants are asked to supervise members who are working in remote locations or who are assigned different duties to the sergeant.

For example, a regular unit sergeant may also be required to supervise a community policing member who works at a different station. Sergeants have expressed concern that they seldom see these remote working members and can have little impact on their performance.

To assist with supervision, the Inspectorate has made a number of recommendations, such as introducing acting supervisory duties to include gardaí who could cover the absence of a sergeant and sergeants who could cover the absence of an inspector. For longer term absences, temporary promotions are an option.[63] Also, changing the local policing structure from a district to a divisional model would use available sergeants more efficiently and release some sergeants from administrative roles for front-line supervision.

Inspectorate's Assessment

The Inspectorate previously examined garda rosters in the *Resource Allocation (2009), Crime Investigation (2014)* and the *Changing Policing in Ireland (2015)* reports. In *Changing Policing in Ireland (2015)*, the Inspectorate examined the Westmanstown Roster system and assessed its ability to support a policing service. It concluded that a one-size-fits-all roster for the majority of staff in local policing did not adequately support the wide-ranging work of the Garda Síochána. The report also identified that members on the roster gained additional rest days and worked fewer hours per year. The development of multiple rosters and work schedules to optimise the deployment of all garda personnel to closely match resources to the demand profile was recommended.[64] Information contained in that report in respect of rostering practices in other police services and core principles of effective rosters was included to assist the Garda Síochána as part of its review of the Westmanstown Roster.

In this inspection, it is disappointing to find that limited progress has been made. In many ways, the inefficiencies of the Westmanstown Roster that impact on availability of resources have become more accentuated within the local policing context.

When commenting on this roster in its 2018 review of overtime spending in the Garda Síochána, DPER stated that its aim was to better match garda availability with policing services in an environment where garda numbers were reducing. Some 900 new garda members have now become accustomed to the additional benefits the roster provides. DPER reported that garda overtime has increased by 185% since 2013 despite higher numbers in the workforce. It also reported that the roster has reduced the number of working days per member from 220 to 180, thereby increasing the pool of rest days which become eligible for overtime working (Dormer, 2018)

It is the Inspectorate's view that the conclusion reached in Changing Policing in Ireland (2015) continues to be valid today and that the need for changes to the roster is even more pressing. There is a need for multiple rosters that are more closely aligned to a unit's policing function, with a greater ability to vary shifts rather than pay overtime. Non-operational staff working Sundays without a business need is inefficient and does not represent value for money.

The Inspectorate believes that this is a critical area that needs to be addressed and requires the appointment of a senior manager as a strategic lead within the Garda Síochána. Key issues that need to be addressed include the introduction of a roster for response policing units that matches calls for service demand, separate rostering arrangements for units such as community policing and detectives, and reviewing allowances and associated working practices that do not represent best value for money.

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63   *Changing Policing in Ireland (2015)* Recommendation 3.7
64   *Changing Policing in Ireland (2015)* Recommendation 2.8

Call Allocation and Investigation Policies and Practices

This inspection has examined how calls for service are allocated and how investigations are assigned or reassigned in the divisions visited.

Call Allocation

Matching the most appropriate resource to a call for service or an incident from an early stage is key to delivering a more effective and efficient service. Not every call received needs an immediate response and it might be more appropriate to wait until suitably skilled investigators or community policing members are available.

Even if an immediate response is required, an incident can subsequently be reassigned to the most appropriate unit for further action. This type of action releases those gardaí delivering the 24/7 response service to concentrate on calls for service that require immediate attendance. It also allows community policing members and investigators to apply their specialist skills to a particular incident. It is important to fully utilise all of the available resources to manage calls for service. This type of approach requires strong systems and policies, a clear understanding of the service's priorities and an ability to identify threats, risk, harm and vulnerability.

Currently the Garda Síochána grades calls for service recorded on CAD under the following four categories, with the incident type determining the level of response that should be given.

Figure 3.5 - Calls for Service CAD Incident Grading

Incident Grading	Incident Type
Emergency Code E	Serious crimes, such as those involving firearms or where there is an immediate threat to life
Priority Code 1	Calls that require an immediate response, such as domestic abuse, public disorder and serious traffic collisions
Priority Code 2	Calls that require a response when a resource is available, such as traffic offences and less serious crimes
Priority Code 3	Calls involving minor incidents or offences

Source: Data provided by the Garda Síochána; analysis by the Garda Inspectorate

The first three incident gradings are dispatched by garda control rooms. Calls graded as Priority Code 3 on CAD are noted but are allocated to foot patrols or community policing units if they are in place and if they are available. While the Garda Síochána policy allows for the grading of calls based on information available to the call taker, the Inspectorate was informed that the incident type is the main tool used for categorising calls. At present, no formal assessment takes place to determine the vulnerability of the caller reporting or experiencing the incident and this type of information is not used to determine the appropriate response to the call

This inspection found that response policing continues to be managed largely on a district-by-district basis, rather than on a divisional and risk basis. In places operating the eRC1 system, calls for service were almost exclusively managed by district resources where the incident originated, even if there were no regular unit resources available at the time of the call. Rather than using an available resource from another district within the division, calls are either placed in a queue or allocated to other units, such as community policing or detectives, regardless of their suitability. Even in those rural areas operating CAD, "district first" was the usual practice notwithstanding that a regular unit was available in a neighbouring district.

This is not providing a good service to the caller, and a delayed response might result in additional harm to a victim or a lost opportunity to bring an offender to justice. The weakness of maintaining a district-based response is one of the main reasons why the Inspectorate recommended that response policing should be managed on a divisional basis.

There are many calls for service that could be allocated directly to other units, rather than deploying regular units to all calls. This includes allocating calls to community policing units in connection with anti-social behaviour and quality of life issues, some of which might require an immediate response and some of which could be dealt with at a later point. This inspection found significant variations in the availability of community policing and detective units and there were differences in the type of calls for service assigned to them. The Inspectorate was provided with examples where community policing and detective units were assigned to calls that did not best use their skills. In addition, unnecessarily assigning a unit to a call for service that requires additional action will further reduce that unit's availability for their core role.

In DMR North Central Division, the Inspectorate found that local community issues and particular types of incidents are allocated to community policing units as part of the Small Areas Policing model. This was the exception and in most places visited, the Inspectorate found that those who are booked on duty are deployed to attend the full range of calls for service. This includes dealing with incidents ranging from very serious crimes to minor offences, and those calls are allocated to resources irrespective of their core policing role.

As part of this inspection, the Inspectorate visited the West Midlands Police, which has developed a renewed approach to local policing. Its change programme, WMP2020, is a five-year initiative, which aims to have neighbourhood policing at the heart of its service to the public. The service has a consistent framework for responding to calls and for monitoring victims' feedback.

The West Midlands Police uses the THRIVE + model as a framework to determine responses to demand. This assesses threat, harm, risk, investigative opportunities, vulnerability and engagement. Allocation of resources is determined through analysis and a grading framework for responding to calls has been developed as outlined in Figure 3.6 (National Police Chiefs' Council, 2017).

Figure 3.6 - West Midlands Police Grading Framework for Responding to Demand

Incident/Investigation Grading	Incident/Investigation Type and Response
P1: Immediate	An incident requiring the police to attend as soon as possible and preferably within 15 minutes (Response)
P2: Priority Response	An incident requiring the police to attend but where any risk can be managed until we attend within 60 minutes (Response)
P3: Priority Investigation	An incident requiring the police to attend but where any risk can be managed until we attend within 8 hours
P4: Scheduled Investigation	An incident requiring the police to attend but where any risk can be managed until we attend via an appointment (Investigation)
P5: Initial Investigation	An incident which does not require the police to attend and can be investigated via phone or other means. This will be managed via an appointment (Investigation)
P6: Neighbourhood Response	A neighbourhood issue requiring the police to attend but where any risk can be managed until we attend via an appointment (Neighbourhood)
P7: Support Incident	An incident requiring the police to complete a non-emergency task (Force Support)
P8: Internally Generated Task	An internally generated incident requiring police. The activity will be completed by the officer creating the incident (Creating Department)
P9: Contact Resolution	There is no requirement for the police to attend and it can be resolved by other means (Contact Staff)

Source: Framework provided by the West Midlands Police; analysis by the Garda Inspectorate

A central command and control facility is at the heart of this operating model. Three superintendents manage the facility on a rota basis. Their responsibilities include assessing the day's work and managing and deploying resources according to service priorities and risk. The superintendent has the final decision regarding deployment of resources. Call management technology can identify and flag repeat victims and repeat locations. It is estimated that about 80% of their demand is related to vulnerability and about 20% is related to crime. Such a process brings considerable rigour and structure to the decisions around what type of unit is the most suitable resource to attend a call. This uses a far more complex grading system than the Garda Síochána; it provides more clarity on the type of response that should be made to a call for service and determines which type of unit is the most appropriate to deal with it.

There is no Garda Síochána national or local call allocation policy. As a result, this inspection found inefficient allocation and deployment practices operating across districts. It is also the case that the current technology in place does not easily identify repeat callers who could be vulnerable.

The Garda Síochána is planning to move from the current structure of multiple control rooms to three or four centralised command and control rooms. This project provides a good opportunity to standardise call allocation practices as previously recommended in a number of Inspectorate reports. The Inspectorate believes that in addition to the new structures, technology and staffing, a national call allocation policy is required to match the calls for service received with the most appropriate policing unit to respond. New systems should use a consistent risk-based framework to inform the deployment of resources to calls. It is important to clarify the response roles of all units, particularly regular, community and detective units. Developing an understanding of threat, risk, harm and vulnerability and using it to inform decisions and prioritise policing responses should be a key element in the new national system.

A national call allocation policy would ensure that calls are correctly graded. These would consider risk and the vulnerability of callers and would result in far more effective deployment of resources to manage calls for service.

Investigation

There remains a common and unsatisfactory practice in the Garda Síochána that the person first assigned to an incident will investigate it. Gardaí on regular units who met with the Inspectorate described investigating the full range of incidents, including complex community issues and serious assaults including sexual offences.

Although this "can do" approach to investigations is seen as a cultural strength within the Garda Síochána, many members on regular units lack the time and often the skills to effectively investigate complex community problems or serious crimes. Even the investigation of less complex incidents can be inhibited by the current system as regular units have no time built into their roster for conducting investigations. Also, leaving a criminal investigation with a single garda member when they go onto four rest days or other leave, can delay an investigation and vital investigative opportunities could be lost. Such failures in an investigation may result in human rights breaches and could adversely affect public confidence.

To address this, the Inspectorate previously identified that the Garda Síochána should expand its dedicated investigation resources and recommended the creation of divisional units to investigate designated volume crimes.[65] This would significantly reduce the current investigative workloads of regular units and free them up to concentrate on their response policing role. Importantly, this would significantly improve the service provided to victims of crime, and the creation of a unit would ensure that cases are still progressed if the lead investigator is not available.

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65   *Crime Investigation (2014)* Recommendation 6.34

While the Inspectorate was informed that cases that require investigation can be reassigned from a regular unit member to a detective, in practice this only happens in very serious cases. In some cases, a detective may be assigned to assist with an investigation, but the overall responsibility for the case rests with the original investigating member.

This inspection also found a similar lack of consistency in the types of cases investigated by detectives. Many detectives reported that the investigation of the most serious types of crime such as homicide and commercial robbery was their responsibility, however, it was less clear with regard to other offences. This inspection found inconsistencies in the types of crime allocated to detectives or detective assistants across all places visited, including in districts within the same division. Often the low numbers of members in detective units determined what they would and would not investigate. Sometimes detectives were assigned to deal with calls for service that involved theft from a shop. In these cases, the investigation of the crime remained with the detective and was not reassigned.

Likewise, there was limited evidence of any specific types of crime allocated to community policing members and they tended to investigate the full range of offences, sometimes in places away from where they usually work. This approach can take community policing units away from their core role and does not best use their skills and expertise. In many other police services, community policing units are allocated specific crimes or community problems within their areas of responsibility that require investigation or problem solving.

There is no Garda Síochána national or local investigation policy to determine the assignment of crimes for investigation. As a result, this inspection found inefficient investigation practices operating and a lack of clarity about the types of crimes that specific units should investigate. A national investigation policy would provide that clarity, remove many of the inconsistencies that exist and deliver better services to victims of crime.

Identifying Vulnerability

Many police services have identified that those who are particularly vulnerable in a community are at risk of suffering the greatest harm if they experience crime or anti-social behaviour.

The Garda Síochána guidance to Victim Services Offices highlights that '*Vulnerable victims include any victims whose incidents involve any of the following elements: Domestic violence, sexual, terrorism, organised crime, or human trafficking, gender related, anti-disability, transphobia, homophobia, anti-Semitism, sectarian, anti-Muslim, racism, anti-Roma, anti-traveller, ageism, or if the victim is under 18.'*

Vulnerability is narrowly aligned in garda policy with the commission of certain types of crime. Garda policy creates additional support where a victim meets the vulnerability criteria. This inspection found that this was widely understood by Garda Victim Services Offices. In addition, vulnerable victims often receive call-backs from community policing gardaí, crime prevention officers, or detectives. However, the unique needs of a vulnerable person do not necessarily influence the nature of the first police response to a call for assistance. Limiting the definition to specific crimes or motivational factors does not reflect the wider needs of those who may be vulnerable.

The CAD, eRC1 and PULSE systems do not routinely identify repeat callers for service or repeat victims of crime and therefore vulnerability arising from repeat victimisation is not easily identifiable. Many police services have technology in place to identify repeat callers at the point at which they contact the police as well as technology within their crime recording systems that identifies repeat victims. Some police services have been highly criticised for failures to respond appropriately to those who contacted the police on multiple occasions, in connection with similar incidents. In some cases, this resulted in tragic events.

Other police services have expanded the definition of vulnerability and use it to prioritise their service delivery. The UK College of Policing (undated) definition of vulnerability states that *'A person is vulnerable if, as a result of their situation or circumstances, they are unable to take care of or protect themselves or others from harm or exploitation'*. The Police Service of Northern Ireland in its 2017/2018 Policing Plan commits to reducing the harm caused by crime and anti-social behaviour, with a focus on protecting the most vulnerable including repeat victims. This type of approach prioritises the policing response in support of a far wider group than the practices used by the Garda Síochána. Not only does it consider personal factors, such as disability, gender, health, ethnicity or sexual orientation, but also situational factors including their isolation, immigrant status, family circumstances and any language barriers. Such a wider definition of vulnerability along with more effective systems to identify vulnerability should drive the nature of the policing response.

The Inspectorate believes that the Garda Síochána should develop a new and wider definition of vulnerability and embed it within call management and investigation procedures.

Critical Action 6

It is critically important to understand demand at the local level in order to match resources with the appropriate skills to meet that demand. A major demand on local garda services is calls for service received from the public. Some calls require the immediate attendance of gardaí, while others may require a response at some later point. Inaccurate and poor quality data on calls for service is still a major barrier to better management of demand and ensuring that there are sufficient resources available at times of most need. The district and micro level approach to dealing with calls for service is a barrier to more effective service delivery and a holistic and divisional level approach should be taken to understanding and managing calls for service.

In designing effective response policing services, it is important that the Garda Síochána builds in resilience in terms of the number of resources on duty and their skills so that local units are able to deal with the majority of incidents that can occur.

Key to effectively managing demand for services is an ILP process. This should be used at a local level to help senior managers to prioritise the deployment of resources against assessed risk and policing plan priorities. While the Garda Síochána uses some components of this process, it is not embedded into policing. Its full use would ensure that all operational units are briefed and tasked daily to conduct activity in support of local policing priorities. To support an ILP approach at a local level, garda analysts should be allocated to each division to work alongside criminal intelligence officers in divisional intelligence units.

Duty planning at a local level is paper based and managed on a district-by-district basis. Most comparable police services have had electronic resource and duty planning systems in place for decades as well as divisionally based duty planning units. While technology is in pilot phase in one division, there are no immediate plans or funds available to roll it out. This technology and local duty planning units are critically important and should be operating nationally.

The current one-size-fits-all garda roster is not making the best use of finite resources and although popular with members, it does not effectively support the delivery of local policing services. The Garda Síochána needs to develop multiple rosters, more closely aligned to a unit's core policing function and which put resources on duty when most needed. This report highlights a number of inefficient practices and barriers to more effective use of resources. In some cases, inefficient practices are linked to garda allowances. The Inspectorate understands the complexities of the roster and allowance provisions, but considers the current arrangements to be major inhibitors to more effective deployment of resources.

The Garda Síochána needs to introduce national call allocation and investigation policies to determine the allocation of calls for service from the public and any subsequent investigations. This would provide more consistent practices and clarity about the types of calls or investigations that individual units deal with. This should be accompanied by a wider definition of vulnerability that is embedded within call management and investigation policies along with technology that identifies repeat callers for services and repeat victims of crime.

In previous Inspectorate reports, recommendations were made to improve the deployment and management of resources that have not been fully implemented.

Critical Action 6 contains a number of actions that could significantly improve the deployment of resources and deliver more effective policing services to local communities.

Critical Action 6

To develop policies, processes and systems to ensure the effective deployment of resources at a local level.

In support of this critical action, the Inspectorate considers that the following areas need to be addressed:

> Collate and analyse available data at divisional level to inform deployment decisions with the objective of ensuring that there are sufficient resources in place to match calls for service demand;

> Improve the management of resources through the introduction of duty planning units and an electronic resource management system;

> Appoint a senior manager as a strategic lead to develop multiple rosters for garda units that put people on duty at the right times;

> Review the current system of allowances to improve flexibility in deployment of resources and to reduce inefficiencies;

> Develop an intelligence-led policing process at divisional level to identify policing and community issues and direct resources in a way that will prevent harm and reduce demand;

> Allocate garda analysts to each division and combine these resources with criminal intelligence officers to create divisional intelligence units;

> Extract more value from unit briefings, which should be supported with analytical products produced by the local intelligence units;

> Develop a National Call Allocation Policy based on a risk assessment framework, which should be incorporated into existing and new control rooms;

> Develop a National Policy for Investigations that is consistent with a national call allocation policy and which outlines the investigative roles of all units, particularly response, community policing and detective units;

> Develop a new and wider definition of vulnerability that should be used to ensure the level of policing response matches the needs of the individual; and

> Introduce technology that identifies repeat callers for services and repeat victims of crime and informs the appropriate policing response.

Developing Workforce Capability at the Local Level

As well as developing effective deployment practices to meet demand for service, it is equally important that the garda workforce, when called upon, has the necessary skills and capabilities to meet local policing demand. This requires a commitment to training and development at all levels of the organisation. In the Changing Policing in Ireland (2015) report, the Inspectorate made a number of recommendations aimed at enhancing training in the Garda Síochána.[66]

Capability is defined as an organisation's ability to deliver resources with the right skills such as driving and investigation within the right infrastructure such as vehicles, estate and technology. (National Police Chiefs' Council, 2017).

A police service needs to ensure that its workforce has the right skills and knowledge to operate effectively in a modern, complex and ever-changing policing environment. Police services also need to be supported by the right technology and equipment to help them to prevent harm and keep people safe. This part of the chapter assesses important areas including:

> Understanding and developing workforce skills and knowledge;

> Front-line supervision by sergeants and inspectors; and

> Technology to support front-line policing.

The Inspectorate believes that the degree to which each of these areas is developed in local policing will affect how effective, visible and responsive local services will be. Modern policing has evolved to a point where the range of skills required within local policing on a daily basis is significant and varied. While garda national units deliver some specialist services, the vast majority of policing services are delivered by local units. It is therefore imperative that local senior managers understand their workforce's capabilities and develop strategies and plans to address any deficiencies in skills, supervision or equipment.

Organisational Training Needs Analysis

The Inspectorate previously recommended that the Garda Síochána should conduct a training needs analysis of staff.[67] A training needs analysis is a process for identifying gaps in employee training, prioritising training needs and determining what type of training or other action is required.

At an organisational level, the Garda Síochána should determine the training needs of the whole service and the training priorities for the coming year. This includes the delivery of specialist training as well as training to provide skills that are required to deliver local policing services.

This inspection has again found that the Garda Síochána's approach to the investigation of homicide and other serious crime creates training difficulties. In most other policing services, national or service-wide units investigate these sorts of crimes and therefore specialist training, such as senior investigating officer and incident room co-ordinator training is limited to those national or service-wide units. It is also a similar position with regard to firearms training, where this is limited in the main to service-wide units. In Ireland the situation is very different with regard to serious crime and incidents such as homicide are investigated locally and often on a district basis. As a result, districts require the provision of specialist training for members who may or may not be required to investigate an incident. Many of the specialist courses are lengthy and expensive to deliver. The Inspectorate views this approach to specialist training as an inefficient use of trainer and course participant time.

Centralised/Specialist Training in Support of Local Policing

The majority of the probationer foundation training and specialist training courses are delivered at the Garda College by training staff based in Templemore. However, some College training staff deliver courses, such as firearms and driver training, at satellite training locations.

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66   *Changing Policing in Ireland (2015)* Recommendations 4.14 - 4.17 and 4.19 - 4.21

67   *Changing Policing in Ireland (2015)* Recommendation 4.16

Some courses at the College, such as detective courses, are co-ordinated by College staff, but many of the presenters are experienced operational members or experts from other agencies who attend the course to deliver parts of the syllabus. Some specialist training courses have also been developed and delivered away from the College, such as fraud training which is delivered in Dublin.

The central co-ordination of training is necessary to ensure that training standards are maintained and that training is accredited. This includes training for response driving, family liaison roles and interviewing. The Garda College also co-ordinates and delivers many elements of promotion training. In many cases, divisions are required to send members to the Garda College in Templemore for training; this can result in considerable expense if the member has to travel a significant distance.

It is unrealistic to expect that local district units, often made up of a small number of members, will have all the policing skills necessary to meet the current and wide-ranging policing responsibilities demanded of them. The Inspectorate found examples where, as a consequence, there was under-development of skills, such as family liaison and incident room management, resulting in little resilience or in some cases an absence of the relevant competency at district level. Examples were provided of members trained in a specialist skill operating with excessive caseloads or, alternatively, specialist activity carried out by untrained members. One member described investigating a series of incidents that should be managed through an incident room process. As no-one in the district was trained, the member tried to replicate the rigour that such a system brings.

Conversely, the Inspectorate found examples where districts had overinvested in specialised skills that they were unlikely to need. As highlighted earlier, the Inspectorate considers that it is inefficient to train district members in specialist skills that they may never or only occasionally use.

Continuous Professional Development

At the most fundamental level, all staff need to continually refresh their knowledge of law, police procedure, policy and operational practice. New legislation, court rulings, Garda Síochána Ombudsman Commission findings on practice, as well as safety issues identified by the Garda Síochána all need to be clearly understood by staff. The importance of this was highlighted during the review of incorrect issuing of summonses instead of Fixed Charge Notices by the Garda Síochána (Crowe Horwath, 2017). This review reported significant failures in the way that important changes in legislation are disseminated to front-line staff.

Each division should have a continuous professional development (CPD) unit responsible for delivering local training and assisting with probationer development. Across all 28 divisions, a total of 68 members are shown as assigned to CPD units. In the eight divisions visited, the number of members assigned to units varied from one to four. In most places visited, a sergeant was assigned to lead the unit with the other posts filled by gardaí.

During a visit to a CPD unit, it was explained that all training is directed by the Garda College and no bespoke training was locally delivered. At that time, the focus of the unit was on probationer development and the delivery of Performance and Learning Framework, Code of Ethics and drug testing training. At the time of the visit, the sergeant in charge of the unit felt that training for front-line members was required on Children First National Guidance, but that was on hold. The sergeant also said that they needed response driving courses as no such courses had been provided in several years. It was explained to the Inspectorate that the monitoring of probationers' development accounted for a lot of the unit's available time.

Most operational members reported that they had not received any refresher training in many years in important elements, such as in the use of office safety equipment, management of those detained in garda stations and first aid. For many members, previous training in many operational aspects extended back to their foundation training at the Garda College.

It was also reported that many members have not attended any local CPD training for several years. All members were supportive of local CPD and in its absence members were concerned that they are not up to date with knowledge of law and important garda policies. Often changes in law and practice are disseminated via email and/or the Garda Portal and form part of the breadth of information gardaí receive electronically. Front-line gardaí explained that reading and assimilating such information was often difficult, given the operational demand for their services. It was also reported that instructions accompanying new policies were often lengthy and complicated and there was no local support to help them interpret and understand the information.

The Inspectorate believes that CPD units should also play a role in providing practical skills in the operation of new and existing technology and equipment. During inspection visits, the Inspectorate found examples where members were not trained or were not confident in using important equipment such as the electronic fingerprint system and the taking of DNA samples. The electronic fingerprinting system is able to provide immediate information on a person whose fingerprints have previously been taken. As a result of not using the electronic system, members resort to the manual taking of fingerprints, which have to be hand delivered to Dublin and which do not provide immediate confirmation of a person's identity. This is inefficient and could result in the release of a person from garda custody who is wanted in connection with a serious crime. CPD units should have the responsibility for making sure that all operational members are trained in the use of essential equipment.

While many members would like formal CPD attendance to address all changes in legislation and policies, this expectation needs to be balanced against the personal responsibility of members to maintain their own knowledge and the capacity of CPD units to deliver training. Not all new legislation and policies need training, but there should be systems and practices in place to check that staff are aware of changes.

The Garda Síochána needs to identify ways of reducing the volume and complexity of information provided to staff and to develop a process that ensures that important policies and procedures are disseminated in a clear, timely and accessible manner. This should be supported by local CPD units and local supervisors who should identify key issues and ensure that all staff are kept up to date with changes.

This inspection found little evidence that operational learning was used to develop local training. It was also the case that local CPD units do not currently provide learning opportunities for garda staff or reserves and this is a gap in developing local workforce skills. The Inspectorate believes that the provision of local training and development is critical to maintaining operational capability. To develop a local training capacity that has the ability to provide programmes that support CPD will require significant investment.

Use of Technology to Support Learning

E-learning is common practice within many police services. For example, the European Agency for Law Enforcement Training (CEPOL) is an agency of the European Union dedicated to developing, implementing and co-ordinating training for law enforcement officials. CEPOL's online learning platform is open to all EU law enforcement officers and is free to use. The training covers a broad range of skills for law enforcement officials.

The use of e-learning to deliver knowledge-based information to a wide audience greatly reduces demand on a trainer's finite time and allows them to concentrate on developing and delivering more practical training, such as interviewing or the use of technical equipment. E-learning also allows an organisation to monitor the completion rates by individuals and units and provides staff with the opportunity to develop knowledge and skills in a far more flexible way. Most e-learning packages have tests built in to ensure that a person reaches a certain level of understanding.

Within the Garda Síochána, information on policy or legislative change is generally disseminated via the Garda Portal. While this is a good central point of information, it is not generally presented in an interactive style, nor is it focused on developing skills.

The Garda Síochána has an e-learning platform called the Learning Management System. Examination of the system's lesson index shows it is primarily focused on probationer training along with a small number of more specialist courses. However, it has been used imaginatively by the Garda National Protective Services Bureau to host a Tusla Children First training programme for all gardaí. Similar wider use could provide a capability multiplier within the Garda Síochána to complement specialist and local training.

Many organisations also make use of video conferencing to deliver training across multiple locations. This allows training and development to be delivered locally without the need for people to travel. The Policing Authority (2017b) in its fourth progress report to the Minister noted that while the planned replacement of the current telephone network would support video conferencing, it has not been progressed because it is not a named priority within the programme. The Inspectorate considers that such a project could deliver significant organisational benefits for training, as well as for meetings and other events. In addition, significant savings could be realised through a reduction in travel, subsistence and overtime payments.

E-learning and video conferencing are widely used by other police services and other organisations as methods of delivering important information. The Inspectorate believes that operational capability and consistency of practice within the Garda Síochána could be more efficiently enhanced through the wider use of such systems.

Induction Training/Programmes and Tutors

For new garda members, there is an extensive foundation training programme in place at the Garda College that provides information on the organisational structure, policies and procedures. On Phase II of training, tutors are assigned to probationers and they spend 34 weeks working with more experienced members. Garda reserves receive an abridged training programme, but on arriving at their station, there is no induction programme or tutor scheme in place. Induction training is equally important for garda staff. Garda staff are often assigned to their position, regardless of their level of knowledge of the Garda Síochána and without the provision of any specific training course or familiarisation training. Some garda staff recruited into the organisation came from other government agencies and were unfamiliar with the structures, values and responsibilities of the organisation. The creation of a garda staff induction programme was a recommendation in the *Changing Policing in Ireland (2015)* report, but to date no action has been taken.[68]

Chapter 2 of this report has recommended a tutor scheme for reserves utilising the skills of experienced reserve members. This type of scheme could be extended to garda staff to assist with a person's induction into the Garda Síochána.

Training Courses and Training Records

The process for identifying training gaps and obtaining training courses is generally managed on a district-by-district basis by local superintendents, rather than co-ordinated on a divisional basis. A district superintendent stated that training courses in their division are allocated by the divisional chief superintendent, but there was no training strategy in place or transparent process for how courses are distributed.

This inspection did not find any formal processes in place at divisional or district level used to identify the core policing skills needed to deliver local policing services.

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68   *Changing Policing in Ireland (2015)* Recommendation 4.19

This sort of process should be used to identify the types of training that need to be provided centrally and should include core policing skills such as driver and interview training. During inspection visits, the Inspectorate found that individual districts considered their own training needs and this extended beyond core policing skills. As a result, many districts have acquired all sorts of specialist courses across a wide range of areas. Many members who met with the Inspectorate perceived a lack of fairness and transparency around how specialist training was allocated, creating the impression of nepotism in how training opportunities were assigned.

The Inspectorate met many members whose skills are not up to date and who need to receive refresher training. This includes training in the use of officer safety equipment and first aid. There are all sorts of implications for this including health and safety issues; in other police services, lapses in refresher training would be accompanied by the removal of specialist equipment from police officers.

There is no electronic human resource system that contains training records in the Garda Síochána. This type of system would enable a manager to easily identify what training people have had, what skills gaps exists and what refresher training a person needs. Gaps in key operational skills and knowledge need to be understood by local managers and training needs to be provided to fully equip the workforce with the necessary skills to deliver effective local policing services.

Developing a Workforce Strategy within a Divisional Model

In Chapter 4, the Inspectorate recommends a divisional functionality model of policing. This envisages a divisional approach to all aspects of local policing including workforce management, development and training. The Inspectorate's model assigns responsibility for all aspects of people management to the Business Support portfolio, supported by a human resource manager to lead on all aspects of induction, training and development.

The Inspectorate considers that developing an understanding of the skills and competencies within a division should be a key function for the divisional human resource manager. During visits, the Inspectorate found limited evidence that the overall skills capability within a division was understood or that identified skills gaps were being used to prioritise and drive training. This related not just to specialisms but also to core skills, such as first aid and the use of technology.

The Inspectorate believes that as part of the organisation-wide exercise, a training needs analysis of all garda staff, members and reserves in each division should be conducted so that the policing capability is understood at this level. The Inspectorate considers that each division should have a training and development strategy and plan to address the identified training needs of its workforce. The strategy should be based on an assessment of the type of skills necessary to deliver local policing services and the number of people who should have these skills. It should include an analysis of the current skills of staff and a plan to address identified gaps using the most appropriate training methods. The required training and development should be addressed through service-wide training and some training could be managed by the local CPD unit. As part of a move towards a divisional model of policing, the understanding of training needs should not be considered in the silo of a district structure.

During visits, the Inspectorate met with garda staff and reserves who had acquired skills outside policing that could bring significant benefit to local policing, but who did not have an opportunity to utilise them. This included practising teachers, first aid instructors, IT engineers, business graduates and people with language skills. A register of skills should be in place and available to managers for local use.

The Inspectorate envisages that the local CPD unit should directly report to a human resource manager, with responsibility for creating a training strategy on behalf of the division. The strategy should be agreed with the senior management team, following discussion on the prioritisation of local training needs.

The strategy should be published locally so that staff can understand decisions on the allocation of training places. In order to reduce the financial barriers that travel and subsistence allowances place on districts, there should be a central or divisional budget created to support training.

Strategic Issues Impacting on Workforce Capability

Beyond the general approach to training and development within local policing, the Inspectorate has identified some specific aspects of workforce capability that negatively impact on the deployment of resources and the delivery of local policing. These issues require executive directions and decisions.

Detective/Investigative Capability

Trained and skilled detectives bring specialist experience, competence and focus to complex, challenging or high profile investigations. At a local policing level, detective units are district based. In Dublin divisions, detective inspectors usually operate on a district basis and are in charge of local detective units. Outside of Dublin, a detective inspector is usually in place at a divisional level to provide expertise and assistance to district detective units. However, those units report to the district superintendent and not the divisional detective inspector.

District detective units comprise two types of members. Firstly, there are appointed detective members selected following formal divisional processes. Secondly, to assist with shortages in the number of detectives, uniform gardaí are often temporarily attached to district units and are referred to as detective assistants. In some districts, assistants are rotated on a regular basis to give people development opportunities, but in other districts individual attachments can last for many years. During inspection visits, the Inspectorate was informed that assistants can account for 50% of all detectives in some district units. Nationally, the average is closer to 25%.

Detective units currently deal with the full range of crimes, from some volume crimes through to investigating homicides.

In some cases, detectives and assistants are assigned to help with investigations conducted by other district members. This can involve assisting with gathering evidence and conducting suspect interviews.

Appointed detectives often have to wait several years to receive formal detective training, while assistants generally do not receive this type of training. In addition, many detectives raised concerns that they are investigating more complex crimes such as economic, fraud or cybercrimes without any formal training. They also reported that they received little instruction or information briefing on new and emerging crimes or on new investigative techniques or practices. This inspection has found that there is often little difference between the types of investigations undertaken by appointed detectives and those conducted by assistants.

In particular, detectives raised concern about investigating fraud cases without sufficient training. The UK's National Crime Agency reported in its 2017 strategic assessment of organised crime that, *'Fraud continues to be the most commonly experienced crime in the UK and the Crime Survey of England and Wales indicates that there were 3.4 million incidents of fraud in the financial year ending March 2017'*. The National Crime Agency estimates that only 20% of fraud is reported and it anticipates a continued increase in such crime over the next 12 months. In Ireland, the PwC 2018 *Irish Economic Crime Survey* found that *'economic crime and fraud is a major business concern'*. The survey identified that almost half of Irish organisations had experienced economic crime or fraud in the previous two years. This represented a 16% increase from the last time it was examined (PwC, 2018a). Although the Garda Síochána has a national unit in place to investigate more serious cases of fraud, district detective units are still investigating large numbers of cases, some of which are complex and require specialist training.

The Garda National Economic Crime Bureau leads on the training of garda members through its fraud investigation course and some district detectives are trained each year.

The course is accredited by University College Dublin, which awards a Postgraduate Certificate in Fraud and E-Crime Investigation. In 2017, 44 members completed this training. Given the low training capacity and the reported 14% increase in annualised fraud offences in Ireland this year, from 5,298 to 5,925 crimes,[69] it is unlikely that the skill needs of the organisation will be met by this method alone.

Overall, the Inspectorate found the development of investigative skills of detectives and assistants within districts to be unstructured and that it relies heavily on the initiative and enthusiasm of the individual member or their supervisor. Unlike other similar jurisdictions, there is no professional development programme in place that sets mandatory, clear and consistent standards for an accredited investigator.

The UK has established a career pathway for investigators known as the Professionalising Investigation Programme. This programme is designed to provide a structured and consistent development and maintenance programme for investigative skills. It aims to provide investigators with the skills to conduct professional investigations at all levels in the police service and in other sectors of law enforcement.

In the *Crime Investigation (2014)* report, the Inspectorate recommended a review of the selection, training, appointment and transfer of detectives.[70] That recommendation also included the creation of a structured selection and training programme for future detectives. To date, the recommendation has not been implemented. Given the breadth of investigative demand placed on a district detective unit, the absence of a mandatory, timely and accredited programme for detectives and those wishing to be detectives is considered a major gap in operational capability. Developing detective capability would also improve the service provided to victims of crime.

District Firearms Response

It is the current practice of the Garda Síochána that all appointed detectives and some assistants in districts as well as some detectives in national units are trained and authorised to carry firearms on duty. Detectives believe that the widespread arming of detectives originated from the role played in combatting domestic terrorism in Ireland.

There are 1,618 gardaí recorded as detectives on the PULSE system with an additional 404 recorded as detective assistants. All of the detectives and assistants that the Inspectorate met during this inspection were qualified to carry firearms on duty. Appointed detectives had a personal firearm issued to them, while assistants draw a firearm from the station armoury on a daily basis. In order to qualify to carry a firearm, members must complete two accuracy exercises using live ammunition in a year and one exercise involving a firearms training simulator, which is designed to develop judgemental skills in simulated exercises. The default position of arming detectives in district detective units creates three major issues for local policing. These are operational risks, abstractions and the impact on training capacity.

Armed Support Units were developed by the Garda Síochána and introduced countrywide to complement the Emergency Response Unit. The Armed Support Unit in the DMR operates 24 hours a day. The Garda Síochána Annual Report 2017 states that Armed Support Units in all others regions will move to 24 hours a day operation in 2018. There are approximately 290 members attached to these units with extensive tactical training in the resolution of situations involving firearms or other threats to life. They operate under defined command protocols and have access to less lethal options such as a Taser. They also have enhanced first aid training that provides skill in treating life-threatening injuries.

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69   Central Statistics Office recorded crime figures Q1 2018 annualised

70   *Crime Investigation (2015)* Recommendation 6.5

The Inspectorate considers that these units should be the primary responders to reports of individuals armed with firearms or other articles that pose a risk to life. Their training and skills provide the greatest opportunity to resolve a volatile situation without the loss of life. A newly formed Special Tactics and Operations Command co-ordinates the activity of the Armed Support Units in the DMR and monitors the deployment of the other regional Armed Support Units.

A Garda Headquarters Policy Directive issued in 2017 defines a critical and firearms incident as:

"Any incident where the deployment of armed gardaí may be necessary to protect themselves or others from a person who:

a) is in possession of, or has immediate access to, a firearm or other potentially lethal weapon; or

b) is otherwise so dangerous that the deployment of armed gardaí is considered to be appropriate".

The policy states that armed and unarmed first responders should wait for the arrival of armed response or Emergency Response Units and recommends informing district/divisional officers who will initiate command structures as appropriate. During inspection visits, the Inspectorate found a perception in districts that the availability of Armed Support Units was sometimes limited and in more rural areas, it was reported that it could take up to an hour for a unit to arrive at an incident. As a result, district detective units regularly respond to these types of calls.

While the introduction of Armed Response and Emergency Response Units has brought about a reduced requirement for a local armed response, the Inspectorate was told that in one Dublin district, there is still at least one incident per shift that may require an armed response from the district detective unit. District detectives and assistants all described how they are expected to attend and resolve spontaneous incidents because of their firearms capability and their availability.

While detectives may be the nearest unit to an incident that requires an armed response, they do not receive the same level of training in tactical interventions as the specialist armed units, they do not have the same protective equipment and critically they do not have access to less lethal options, such as Taser. Furthermore, many detectives have not received appropriate first aid training.

Article 2 of the European Convention on Human Rights protects the right to life. The article contains a limited exception to the right of life when it is absolutely necessary and sets out strictly controlled circumstances in which the taking of life may be justified. With regards to a public authority (the police) and the use of reasonable force, the European courts have highlighted the importance of a number of issues including the following:

> There should be a clear chain of command, with clearly defined roles and responsibilities;

> Officers should have training and experience relevant to their roles;

> A range of tactical options should be available (e.g. less lethal weapons; protective equipment);

> Specialist advisers (e.g. firearms specialists, negotiators) should be available to provide advice and to facilitate consistency of decision-making; and

> The planning of firearms operations should include the provision of medical assistance (Murdoch and Roche, 2013).

Of major concern for the Inspectorate is the absence of command and control protocols at district level. Some local detectives indicated that it was largely down to their discretion as to how situations are resolved. The Inspectorate acknowledges that situations may arise that create a real and immediate risk to life and in those situations gardaí have to make quick decisions on what is necessary and proportionate to prevent any loss of life. However, to deploy armed detectives into potential intervention scenarios, without appropriate tactical training and the full range of equipment, is a considerable organisational risk.

The desire to resolve a situation quickly by deploying local detectives needs to be balanced against the risk involved.

The abstraction rates of district detectives from their core role of investigating crime, arising from firearms training and deployment to incidents, are considerable. Those detectives working in urban areas who met with the Inspectorate described regularly attending incidents to provide an armed response. In rural areas, although detectives are assigned to fewer incidents, the response to firearms incidents also impacts on their core investigative role.

From analysis of PULSE data, the Inspectorate found that 820 detectives and 356 detective assistants are assigned to local policing. To be authorised to carry a firearm on duty, each member is required to complete three firearm certifications per year, amounting to over 3,500 training days. This is valuable time spent away from their core role of crime investigation. The Policing Authority has noted that this level of training seems exceptionally high for an unarmed police service. A significant proportion of the 846 detectives and assistants attached to headquarters and national units are also able to carry firearms, which will also result in abstractions from their primary roles.

Figure 3.7 contains data compiled by the Policing Authority as part of its submission to the Commission on the Future of Policing in Ireland and represents the proportion of training places, by category, delivered in the Garda College during 2016. This excludes foundation training and training delivered by CPD units. The total number of places was 15,468.

Figure 3.7 - Proportion of Training Places, by Category, Provided in the Garda College in 2016
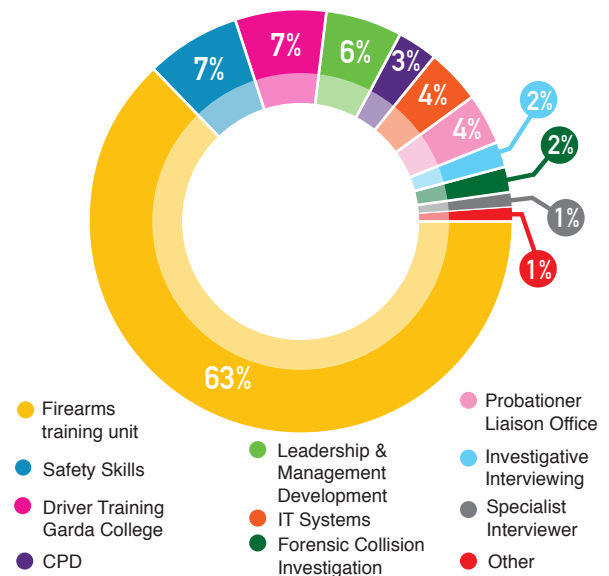
Source: Data provided by the Garda Síochána; analysis by the Garda Inspectorate

This shows that firearms training accounted for 63% of all training delivered by the Garda College. Other skills training such as driver training accounted for 7%, leadership and management courses 6% and crime training 1%.

By way of comparison, Police Scotland has a firearms requirement of 479 armed police officers (equivalent of the Armed Support Units) with a plan to train an additional 500 regular officers in the use of Taser. This decision was made by the Chief Constable based on a strategic assessment of threat. In the UK, police services are required to produce an annual strategic threat and risk assessment. The purpose of this is to establish the operational requirements for the police use of firearms and less lethal options. It is reviewed on a regular basis to ensure that it remains current (College of Policing, 2013). At the time of this inspection, Police Scotland required 3% of its staff to be trained in firearms compared to the current 10% in Ireland.

Police Scotland can obtain additional armed support from other UK police services to assist with major events or following an incident. The Garda Síochána does not have similar arrangements in place, although it can request European co-operation to support armed policing, but only where a *'crisis situation exists'* as a result of a crime and on foot of a specific Government decision.[71]

The current abstraction rate for detectives and detective assistants from their core role is not an efficient or effective use of local detectives' time. An organisational review may determine that it is still necessary at this time to use some or all of national, regional or locally based detectives as first responders to an identified threat. However, operational risks will not be the same in all places and in some national units such as the Garda Cyber Crime Bureau and in some local detective units, there may not be an identified threat that requires detectives to be armed.

The Inspectorate considers that, as a first step, the Garda Síochána should review any current strategic assessment of the firearms threat in the State. This assessment should inform the Garda Síochána as to what the necessary and proportionate requirements for a garda firearms response should consist of. After the mitigation provided by the expanding Armed Support Units is taken into account, then understanding the residual risk will allow for more informed decision-making. If it is decided that some or all district detectives are to be included in the Garda Síochána's firearms response, then additional training and equipment needs to be provided.

Community Policing Skills

The various models of community policing in operation within the Garda Síochána are described in Chapter 1 and evaluated in Chapter 4.

To be more effective, the Inspectorate believes that community policing requires the full-time assignment of members tasked with conducting structured engagement with local communities, vulnerable individuals and groups as well as engaging with statutory agencies, elected officials and business organisations. The Inspectorate also believes that community policing units should be deployed to tackle long-standing community issues by using a problem-solving approach. Community policing members also need to be able to manage meetings, collaborate with other agencies, and represent the Garda Síochána at public meetings. Community policing gardaí have an important role in providing crime prevention advice to communities, businesses, repeat victims of crime and young people through the garda schools programme. Their previous experience as investigators and first responders will have taught them many skills but these will not necessarily fully prepare them for this role.

To enable community policing members to provide effective local services, the Inspectorate believes that it needs to be considered as a specialism and as such it requires support through bespoke selection, training and deployment. This is important not just at the garda rank but also for sergeants, inspectors and superintendents so that they can effectively support, lead and develop their community policing units.

It was highlighted to the Inspectorate that some members assigned to community policing roles lacked the necessary communication skills to engage with and build positive relationships with the community and some struggled to manage public meetings. Most community policing gardaí who met with the Inspectorate had not received any specific training for their role. Members themselves indicated that they lacked skills in certain areas such as problem solving.

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71   Criminal Justice (Mutual Assistance) (Amendment) Act 2015

Many members who currently deliver the schools programme expressed concern that the training provided did not fully equip them for current safety concerns such as cyber bullying and in some cases members had not received any training.

During this inspection, the Inspectorate found that DMR North Central Division is developing a training course for community policing members. Importantly, it is intended that community groups will play a role in delivering the training. While the exact details of the training are yet to be defined, the approach of involving local community representatives is to be commended. Apart from the local perspective that community representatives can bring to the training, it re-enforces the principle that policing is best delivered in partnership.

In Scotland, training is considered to be vital to the community policing role. Training courses included areas such as the proactive use of social media and providing crime prevention advice. In the West Midlands Police, neighbourhood policing is regarded as a specialism. Neighbourhood policing teams are tasked with long-term problem solving, interventions with children who are at risk of offending and getting upstream of enduring local problems. It is recognised that this work requires a skill set that is different from general policing and all members of neighbourhood teams receive five days' training.

Recognising community policing as a specialism is an important first step. It is also important to provide specific training for all community policing members. This training should reflect the principles of the Garda Síochána community policing model and should seek to develop members beyond their existing core policing skills. In particular, the provision of problem solving and mediation skills would assist community policing members in addressing more complex community issues. Training should also include all supervisors and leaders to enable them to understand how to deliver the full range of community policing services.

The innovative approach to involving community representatives in training as planned in DMR North Central Division should be adopted as an organisational approach to this type of training.

Driving Skills

Driving competency in the Garda Síochána is assessed under a framework known as Competency Based Driving (CBD) and training is currently provided at a number of levels.

The basic level of driving is CBD Level 1, which consists of a one-day course to assess a member's basic ability to drive a car. This allows a member to drive a garda car, but it does not provide a member with the skills or the authority to provide an immediate response to calls for service from the public. The standard level, CBD Level 2, consists of a three-week programme that trains a member to drive in response mode and enables a member to provide an immediate response to calls for service. This trains a member in the use of warning lights and sirens and permits some exemptions under road traffic legislation where necessary and safe to do so. Training for higher levels at CBD 3, 4 and 5 is delivered to certain specialist units.

The greatest demand for driver training courses is for CBD Level 2. This is the level that allows garda members to respond immediately to calls for service from the public or to respond to requests for assistance from colleagues. The Garda Síochána has identified 2,500 personnel who have received Level 1 training and who now need to be trained to Level 2. For several years, the Garda Síochána has approached driver training for Level 1 and 2 on a rotational basis across divisions. This results in multiple courses for a single division in a short period, followed by extended periods without any courses. This addresses shortages in the short term but, after a few years, divisions are invariably back to the starting point of the numbers trained. The Inspectorate believes that response driver training should be prioritised for front-line members in divisions with the lowest proportion of Level 2 drivers. This would ensure that all divisions have a sufficient number of response drivers available for front-line duties.

The issue of insufficient numbers of members at local policing levels qualified to drive in response mode has been the subject of previous Inspectorate recommendations.[72]

To determine the current position, the Inspectorate requested details of the number of members, as at 31 May 2018, who had a Level 1, Level 2 or Level 3 qualification, broken down by division and district. The Inspectorate was informed that this level of information is not held centrally and was therefore not available. The Garda Síochána was only able to provide information on the number of members who received training in these levels in 2016, 2017 and 2018 (up to 31 May 2018). This information is shown in Figure 3.8.

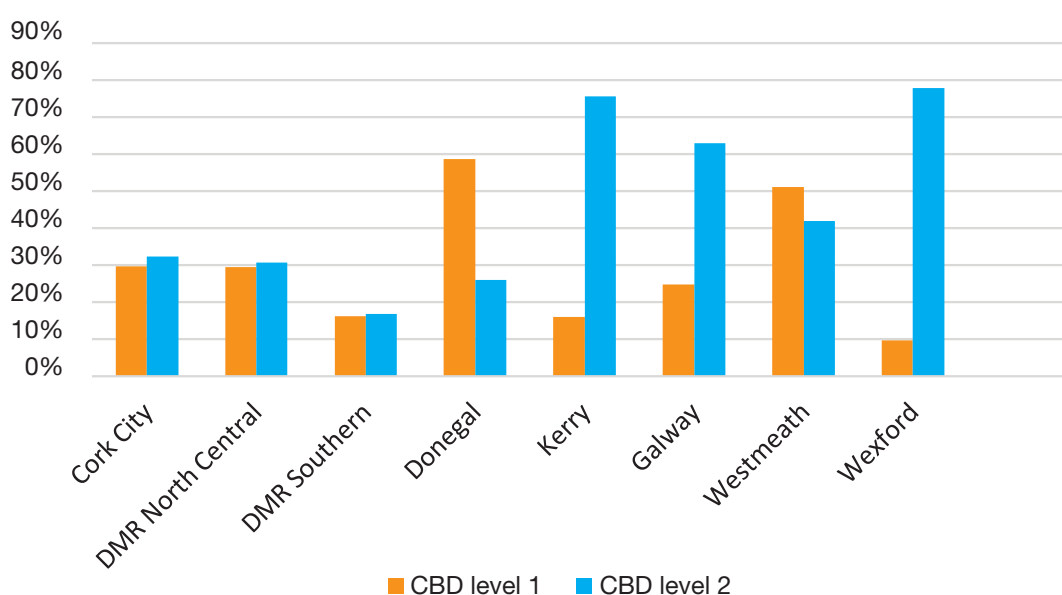**Figure 3.8 - Number of Members Trained in CBD Levels 1 to 3 in 2016, 2017 and to 31 May 2018**

Competency Based Driving Level	2016	2017	2018
Level 1	396	693	123
Level 2	333	366	79
Level 3	157	51	47

Source: Data supplied by the Garda College; analysis by the Garda Inspectorate

While this information provides details of the numbers trained during this period, it does not provide any details of the availability of driving skills across all 28 divisions.

As part of this inspection process, the Inspectorate requested each division visited to provide the number of members qualified to Level 1 and Level 2. Figure 3.9 shows the percentage of all members assigned to each division who are qualified to drive at either Level 1 or Level 2.

Figure 3.9 - Percentage of Members with CBD Level 1 and Level 2 in Divisions Visited

Source: Data provided by the Garda Síochána; analysis by the Garda Inspectorate

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72   Roads Policing (2008) Recommendation 10 and Changing Policing in Ireland (2015) Recommendation 3.5

Analysis shows considerable variations across the eight divisions, with Wexford having nearly 78% of all members qualified to Level 2, while DMR Southern had only 17% qualified at that level.

During visits, many divisions raised concerns about the low number of Level 2 qualified drivers on front-line duties. In one district, a regular unit reported that only one member of the unit was qualified to Level 2. As a result, there are occasions when there is no qualified driver available. Members expressed concern that not only does this affect response times to calls for service, but it can also impact on the response to colleagues who request assistance. The Policing Authority (2018b) in its fifth progress report to the Minister reported that, *'out of 26 garda members in one garda unit the Authority visited, only one had sufficient training to drive in emergency situations. A further two had the very basic level of CBD driver training which would allow them to drive a service vehicle, but not respond to emergencies or engage in high speed pursuits, leaving 23 garda members unqualified to drive the vehicle'*.

The current driver training programme is struggling to provide sufficient numbers of courses to keep pace with the demand for driver training. Retirements, promotions and appointments to specialist posts of Level 2 trained members all reduce the availability of qualified drivers on the front line. The capacity to deliver driver training has been a long-standing challenge for the Garda Síochána. A review and procurement exercise to acquire additional driver training capacity from the private sector is underway to deliver Level 1 and 2 driver training. For Level 2, it may require legislative change to remove the requirement to only use garda members for this type of training.

Although it is the intention of the Garda Síochána to train the 2,500 Level 1 members to Level 2, the Inspectorate believes that priority needs to be given to members in local policing front-line roles, beginning with those divisions with the lowest levels of CBD2 drivers.

However, the lack of centrally held driver training records hinders the effective prioritisation of training places. The Inspectorate previously recommended that Human Resource Management should hold all training records to avoid this sort of situation.[73]

Without immediate and remedial action, the situation of there being insufficient drivers will continue to exist. The Inspectorate previously made a recommendation in relation to driver training for probationers.[74] This is an approach that many other police services adopt by which new joiners are trained as part of their foundation training. This would create a critical mass of trained members and once posted to divisions, they would not be abstracted for driver training at a later stage. The Garda College is reticent to adopt this approach, as divisions would be provided with inexperienced probationers as response trained drivers. The Garda College would prefer that probationers develop their communication skills before they assume a response driving role.

While the Inspectorate understands the concerns of the Garda College, with the current recruitment levels, the level of untrained response drivers will increase unless immediate action is taken. As such, the Inspectorate believes that the Garda Síochána needs to review the decision not to provide driver training to new gardaí as part of their foundation training. The current foundation training course is very long and the Inspectorate believes that time could be found within the timetable to provide response driver training without extending the length of course.

Front-line Supervision

Front-line supervision can enhance workforce capability in a number of ways. At the most fundamental level, supervisors are key to ensuring staff are on duty when they should be and performing their duties when and where they are required. They also bring professional knowledge and experience to operational policing and should ensure that police actions comply with legislation and organisational policies and values.

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73   *Changing Policing in Ireland (2015)* Recommendation 4.21
74   *Roads Policing (2008)* Recommendation 9

Front-line supervisors should provide visible leadership to a team, develop and mentor staff and ensure policing has integrity.

In October 2018, the Police Executive Research Forum in the USA published a report on front-line supervision in policing. This report states, *'For years, police executives have noted that sergeants play critically important roles within their agencies. In many ways, no rank is more important than sergeants for advancing best practices in policing, implementing reforms, and putting into practice a new mission or set of priorities'*.

While all supervisory ranks have an important role in providing front-line supervision, sergeants and inspectors are considered by the Inspectorate to be critical ranks in respect of the delivery of local policing services. Front-line supervision in the Garda Síochána was previously examined by the Inspectorate in 2012. Then as now, the importance of effective supervision was recognised as a key enabler in delivering a high quality policing service. The report emphasised that this was clearly understood across wider policing circles and referenced by the then Her Majesty's Inspectorate of Constabulary which said, *'Front-line sergeants are leaders of people and guardians of excellence in service delivery'*.

In the 2012 report, the Inspectorate made a number of recommendations to improve supervision spanning allocation, availability and visibility.[75] Some of the findings in that inspection were subsequently supported by the cultural audit of the Garda Síochána published in May 2018 (PwC 2018b), which identified front-line supervision gaps as a critical operational issue that needed to be addressed in the short term.

As part of this inspection, the Inspectorate examined how front-line supervision in the Garda Síochána has changed since the completion of the *Changing Policing in Ireland (2015)* report. For analysis purposes, that report used garda data from December 2014 and this is compared to data from March 2018.

Figure 3.10 below shows the percentage change in the numbers of garda rank, sergeants and inspectors assigned to local policing.

Figure 3.10 - Percentage Change in Garda, Sergeants and Inspectors Assigned to Local Policing December 2014 to March 2018
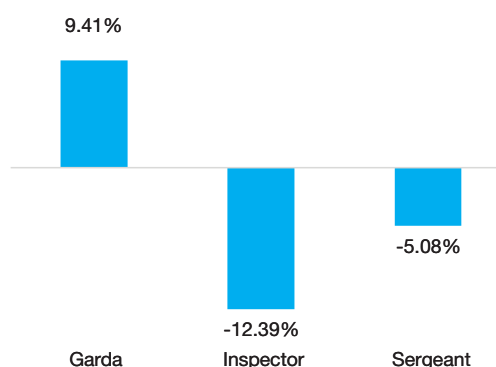
Source: Data provided by the Garda Síochána; analysis by the Garda Inspectorate

This shows that while garda members assigned to local policing increased by over 9% in this period, the percentage of sergeants and inspectors saw significant decreases.

Availability of Sergeants

Traditionally, comparing the number of sergeants to the number of staff that they supervise is one way of measuring supervision levels. However, consideration also needs to be given to other responsibilities assigned to sergeants in addition to their staff supervisory function. For example, legislation mandates the role of garda sergeants in certain areas, such as having specific responsibilities for persons in garda detention.[76] Sergeants assigned to districts are also usually allocated local responsibilities such as station management. However, with regards to front-line policing, there remains a strong correlation between the effectiveness of supervision and the number of staff supervised by individual sergeants or inspectors.

To determine supervision levels, the Inspectorate began its analysis by examining how sergeant numbers have changed since 2011 before going on to compare this with the number of members at garda rank.

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75   *Front-Line Supervision (2012)* Recommendations 1–11

76   Criminal Justice Act 1984 (Treatment of Prisoners in Custody in Garda Stations) Regulations 1987

Figure 3.11 - Change in Garda and Sergeant Ranks in the Garda Síochána in 2011, 2014 and 2018

Year	Garda	Change in Garda Strength	Sergeant	Change in Sergeant Strength	Sergeant to Garda Ratio
2011	11,764		2,151		1:5.5
2014	10,415	-1,349	1,914	-237	1:5.4
2018	11,379	964	1,879	-35	1:6

Source: Data provided by the Garda Síochána; analysis by the Garda Inspectorate

Figure 3.11 shows the total number in the rank of garda and sergeant in the years 2011, 2014 and 2018 as well as the ratio of sergeants to garda rank.

While sergeant numbers experienced an overall decline of 12.6% since 2011, by comparison it can be seen that garda rank numbers have seen a gradual recovery in numbers. Nationally this position has led to a small increase in the sergeant to garda ratio.

Distribution of Sergeants

To view the assignment of all sergeants, the Inspectorate examined how sergeants were distributed across the organisation. For analysis purposes, the Inspectorate examined the allocation of sergeants across three main categories of headquarters, national units and local policing. Figure 3.12 compares the number of sergeants in each category in December 2014 with data from March 2018.

This shows that since 2014, the percentage of sergeants in national and specialist units increased by 25%, while the percentage in local policing decreased by 5%. This analysis infers that allocation of sergeants in this period to national/specialist units appears to have been prioritised over local policing.

To fully assess the impact of changes in sergeant numbers on the front line, the Inspectorate further analysed data to determine what proportion of sergeants were allocated to local policing and assigned to operational front-line posts.

Figure 3.12 - Allocation of Sergeants by Category December 2014 to March 2018

Allocation Category	Number Allocated 2014	% Allocated 2014	Number Allocated 2018	% Allocated 2018	Change	% Change
Headquarters	137	7%	132	7%	-5	-3.7%
National Units / Specialist Support	192	10%	241	13%	49	25.5%
Local Policing	1,574	82%	1,494	79%	-80	-5.0%
Miscellaneous	11	1%	12	1%	1	9.0%
Totals	1,914	100%	1,879	100%	-35	-1.8%

Source: Data provided by the Garda Síochána; analysis by the Garda Inspectorate

Figure 3.13 - Ratio of Sergeants to Garda Rank December 2014 and March 2018

Ratio of Sergeants to Garda Rank						
	Sergeants 2014	Garda 2014	Ratio	Sergeants 2018	Garda 2018	Ratio
National Totals/Ratios	1,914	10,415	1:5.4	1,879	11,379	1:6.1
Local Policing Non- Operational/ Support	301	844	1:2.8	282	932	1:3.3
Local Policing Front-Line Operational	1,273	8,167	1:6.4	1,212	8,927	1:7.4

Source: Data provided by the Garda Síochána; analysis by the Garda Inspectorate

Figure 3.13 shows the total number of sergeants available and of those sergeants, the numbers assigned to local policing broken down into non-operational support roles and front-line operational roles. It also includes the ratio for all sergeants to garda rank. This shows that in 2014, front-line operational sergeants comprised 1,273 or 81% of all local policing sergeants. In 2018, although this category still comprised 81% of all local policing sergeants, the actual number of sergeants decreased from 1,273 to 1,212, a reduction of 5%. By comparison, the number of non-operational/support sergeants allocated to local policing reduced by 6%. It also shows that in 2014, the front-line operational ratio of sergeant to garda rank was 1 to 6.4, which was higher than the national ratio of 1 to 5.4. However, in 2018, the analysis shows that the ratio in front-line policing has increased to 1 to 7.4. This compares to the average of 1 to 6.1 across the Garda Síochána. By comparison, the ratio of sergeants to garda rank classified as local policing non-operational/support remains low at 1 to 2.8 in 2014 and 1 to 3.3 in 2018. This suggests that within local policing, no priority has been given to front-line sergeants posts over those sergeants in a non-operational/support function. Supervision of front-line local policing has been disproportionately affected by the assignment of sergeants in recent years.

This analysis was confirmed during inspection visits, with front-line sergeants indicating that their span of control has continued to grow as garda rank numbers increased and sergeant numbers decreased. In addition to their operational responsibilities, many sergeants reported that the reduction in sergeant numbers has also led to an increase in the number of administrative responsibilities allocated to individual sergeants. In previous reports, the Inspectorate highlighted that many sergeants assigned to operational units are dealing with non-operational and administrative functions, rather than directly supervising front-line activity. The ratio of 1:7.4 sergeants to garda rank is therefore not a full reflection of the declining supervision capacity within front-line operational policing.

As well as supervising the work of garda members, some sergeants also have responsibility for supervising garda staff and garda reserves.

Impact of Probationers on Supervision

Between 2014 and June 2018, 1,961 probationers were allocated to local policing. This has resulted in some district regular units with very high numbers of probationers. One sergeant reported that five out of the six members on their unit were probationers. Similar situations were found during visits to other places.

Probationers are the least experienced members of the workforce and rely heavily on sergeants, tutors and other experienced peers to support their development towards an appropriate standard. Tutor garda support is officially limited to the first 34 weeks of probationer deployment, although the Inspectorate found adherence to this process to be varied. In some places, there are insufficient tutors and probationers often worked separately from the tutor. On these days, the probationer worked with another garda member who was not a trained tutor. It was also not uncommon to find this included situations where new probationers were assisted by other probationers. Coupled with reductions in sergeant numbers, the levels of supervision and tutor support required for probationers is not in place across all divisions and this impacts on their development.

Front-line policing includes almost 2,000 garda members with less than four years' experience, a significant proportion of the total complement. Insufficient levels of supervision not only presents a risk to the immediate delivery of policing services, but also pose a longer term potential risk as staff progress to more independent and influential activity.

As previously stated, the sergeant's role goes well beyond just providing advice on procedures and includes instilling the Code of Ethics, human rights compliance and integrity amongst members. Embedding a positive culture within staff is vital. Many sergeants expressed concern that probationers and less experienced gardaí were not receiving appropriate levels of supervision to ensure professional standards are maintained.

Given the depth of inexperience in front-line policing units and the significant ongoing recruitment, sufficient front-line supervision needs to be put in place to ensure probationers and other garda members provide a high quality service and comply with organisational values and standards.

Removing Barriers to Effective Front-line Supervision

While the availability of sergeants in front-line policing units is an important issue, so too is the quality of leadership that sergeants are able to provide. During this inspection, inspectors, sergeants and garda members all indicated that the patrol sergeant's role had become increasingly fragmented and desk bound and very little time is now spent patrolling with members.

Many sergeants now manage multiple units and sometimes different types of units, whereas previously they had responsibility for the operational supervision of a single team. Sergeants reported that they now manage members who work on different rosters to them, and in some cases from different locations. The disparate nature of their role often meant that they found it very difficult to devote sufficient time to leading their primary unit and sometimes they had little contact with the additional units assigned to them.

A new PULSE supervisory tool was introduced in November 2015 that ensures more effective supervision of incidents and allocates additional supervisory responsibilities to sergeants. This operates on a red, amber, green system to check progress of cases and named sergeants are allocated to supervise the progress of investigations on PULSE. The outstanding enquiries and actions in an investigation are visible to supervising sergeants, the district PAF administrator and the district superintendent. Investigations are tracked and quality assured using this system. District superintendents are required to hold regular PAF meetings to review all open investigations. While the intent of this system is to enhance supervision, the nature of the system and its operation appears to have created an unintended consequence. Many sergeants now see their primary role as the monitoring of investigations through the system ("supervising the screen") from within a station and the demands of the system stop them from patrolling on a daily basis. One sergeant reported simultaneously overseeing 248 incidents on PULSE. This system is impacting on the operational supervision of front-line units and it may result in a negative impact on the delivery of local policing services.

The Inspectorate highlighted issues relating to the absence of effective supervision in its 2014 report. This report contained recommendations in relation to crime screening and closing cases to release a significant amount of time and resources to progress cases with higher solvability opportunities.[77] This would also reduce the number of cases requiring supervision. For active investigations, a crime management unit was recommended to oversee investigations and ensure all possible lines of enquiry are conducted.[78] If implemented, these recommendations would remove some of the current administration and transactional activities from front-line sergeants as well as enhancing the supervision of cases. Creating crime management units would also remove some of the crime investigation responsibilities from front-line gardaí.

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77   *Crime Investigation (2014)* Recommendations 5.2 and 6.32
78   *Crime Investigation (2014)* Recommendation 5.3

There are a number of other processes and systems that could reduce sergeants' administrative functions. These include the introduction of a duty planning unit at a divisional level along with a human resource information system. This would remove many of the duty planning responsibilities from sergeants on operational units. Likewise, the introduction of an electronic resource deployment management system would remove many of the current responsibilities from operational sergeants, leaving more time for direct supervision.

The sergeant's role should also be more than just a signatory for finance and providing a retrospective review of investigations. Sergeants need to be more directly aligned to their unit, need to be visible and available to patrol and attend serious incidents. Central to this process is releasing sergeants from station-based activity to focus on the operational management of service delivery.

Ensuring Sergeants Patrol

Many sergeants and garda members expressed frustration that sergeants seldom patrol and consequently did not always bring their professional knowledge and leadership experience to real-time policing. One group of gardaí in a busy urban station expressed concerns that there was a gap in supervisory support when decisions needed to be made in complex or challenging situations. While many sergeants, inspectors and superintendents are happy to take telephone calls when off duty from members dealing with complex or serious incidents, this is not an effective system of supervision.

During the course of the inspection, it was identified that there was no consistent practice for determining which sergeant should attend a serious or critical incident nor any criteria as to which other incidents required the presence of a supervisor. A myriad of titles exist for sergeants on duty across Ireland, but clear definitions of responsibility are frequently absent. One division informed the Inspectorate that it had developed a protocol for an "outdoor" patrol sergeant with responsibility for "on the ground supervision". However, during an inspection visit, the role was not in operation and the term was unfamiliar to operational staff.

Reduce Bureaucracy

Unnecessary bureaucracy continues to limit the availability of sergeants and inspectors for front-line supervision and patrol. During PAF meetings and tours of stations, the Inspectorate found an over reliance on the generation of paper "files" that either replicated computer records, or were generated in case an issue was ever raised. For example, a person arrested on suspicion of driving under the influence of alcohol was found to be within legal limits and released without any further action. However, the acting district superintendent had requested a written file from the sergeant for record purposes. The rationale for a file was to prepare a response in case an allegation was made that the person had been "let off" rather than prosecuted. This is despite an electronic breath test and custody record being available to counter any such allegation.

In general, case files in connection with the investigation of a crime or other incident are quality assured by operational sergeants and in many cases a second office-based sergeant, before a direction is issued by a district superintendent or in their absence an inspector. Similar practices were in place across a number of districts visited. The inspection also found examples of formal files for cases that were not going to be prosecuted. This was despite the PULSE supervision by sergeants and the review of cases by district superintendents through the PAF process.

The Inspectorate appreciates that a conservative approach has probably developed as a result of previous controversies, but the current process is risk averse and the administrative practices are reducing front-line supervisory capacity. The requirement that every investigation requires a superintendent's authority to close a case creates significant additional burdens with correspondence moving up and down the chain of command. Such authority should be tiered depending on the type of crime or incident under investigation and supervision of most incidents should be at the lowest and most appropriate level.

The Inspectorate previously identified the burden that unnecessary bureaucracy has on local policing and made a recommendation to create a bureaucracy taskforce on a national level that brings together representatives from divisions and specialist units to prioritise key actions for reducing unnecessary bureaucracy and waste of resources.[79] Bureaucracy continues to impact on local policing and it reduces the availability of sergeants for front-line supervision.

Recognise the Risks

The Inspectorate previously found that there was insufficient priority given to front-line supervision and that inexperienced members were often operating without sufficient supervision. A review of sergeants posts to ease administrative burdens and release them for front-line supervision was previously recommended.[80] The value of effective front-line policing supervision and the implications of a deficit of supervision continue to be demonstrated very publicly through critical issues. For example, the Policing Authority commissioned a review of issues that came to public attention in respect of Mandatory Intoxicant Tests recording by the Garda Síochána.

This assessment concluded that *'The absence of adequate supervision also impacts on consistency of practice, information dissemination, and training/mentoring of garda members, particularly probationers. This may have led to the development of a culture in some areas where there was no expectation amongst front-line Gardaí that their work would be supervised or that MIT data entered onto PULSE would be checked'* (Crowe Horwath, 2017).

This inspection has found that the position regarding front-line supervision by sergeants has deteriorated since 2014. With increasing numbers of gardaí on the front line, along with reduced numbers of sergeants at local policing levels there is an absence of a dedicated patrol sergeant on duty at all times and available for deployment to incidents. The prioritisation of sergeants into national unit posts has been to the detriment of supervision at local policing level. In addition, a number of new supervisory processes have further reduced the time available for sergeants to supervise their operational units.

During inspection visits, the shortage of sergeants was a risk that was known to senior managers, but there was an absence of action to mitigate the risk. The Inspectorate expected to see a plan in place to move sergeants from non-operational posts into operational posts as well as actions to reduce the administrative burdens on sergeants. Instead, the Inspectorate found that gaps in front-line supervision were addressed by allocating additional supervisory responsibilities to the remaining operational sergeants, without changing any of the business support processes. This compounded the tendency of sergeants to supervise from within the station and in a retrospective manner.

At the time of completing this report, the Garda Síochána was in the latter stages of a sergeants promotion process with some 400 sergeants about to be appointed. While the additional numbers are much needed, appointments must be accompanied by a change in emphasis from administration to operational supervision. Without this change, not all of the potential supervisory benefits of additional sergeants will be realised and an absence of front-line supervision in local policing will become a re-occurring problem with the accompanying adverse impact on service delivery.

Garda Inspectors

The inspector rank is a key link between operational service delivery and wider organisational and local strategy. Inspectors have responsibility for ensuring the operational delivery of policing services across the many units and teams. Inspectors are usually allocated a significant number of divisional responsibilities, such as community policing, court presenting and monitoring domestic abuse cases. The range of responsibilities allocated to each inspector often depends on the number of available inspectors. In recent years as numbers of inspectors reduced, the number of divisional responsibilities increased.

Additionally, inspectors provide support to local district superintendents and usually cover that role during periods of absence.

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79   *Crime Investigation (2014)* Recommendation 2.2
80   *Front-Line Supervision (2012)* Recommendation 2

Figure 3.14 - Allocation of Inspectors by Category December 2014 to March 2018

Allocation Category	Number Allocated 2014	% Allocated 2014	Number Allocated 2018	% Allocated 2018	Change	% Change
Headquarters	35	12%	30	11%	-5	-14%
National Units/Specialist Support	42	14%	41	16%	-1	-2%
Local Policing	218	74%	191	73%	-27	-12%
Totals	295	100%	262	100%	-33	-11%

Source: Data provided by the Garda Síochána; analysis by the Garda Inspectorate

While inspectors would have previously had responsibility for a regular unit, the reduction in the numbers of inspectors in local policing roles often means that inspectors cover more than one unit and seldom work the same hours. This is particularly the case in rural divisions where the numbers of available inspectors would be far fewer than in urban divisions.

To view the assignment of all inspectors, the Inspectorate examined how inspectors were distributed across the organisation. For analysis purposes, the Inspectorate examined the allocation of inspectors across three main categories of headquarters, national units and local policing. Figure 3.14 compares the number of inspectors in each category in December 2014 with data from March 2018.

Nationally, the number of inspectors has reduced by 11% since 2014 despite the fact that the total number of garda numbers has increased. This shows that local policing saw a 12% reduction in the number of inspectors compared to only a 2% reduction in national and specialist support units. Of the total reduction of 33 inspectors since 2014, 27 were in local policing. This analysis shows that the number of inspectors has not kept pace with the increasing workforce and local policing has seen the largest reduction in the number of inspectors.

This inspection has again found that there are many occasions, particularly on night duty, when there is no inspector on duty. The Inspectorate views the absence of an inspector on duty on a 24/7 basis in each division as a major gap in front-line supervision.

Inspectors have significant policing experience and knowledge that can assist those on the front line and they can provide invaluable support to sergeants as well as leadership across the whole division.

Summary

The size of the workforce in local policing has increased during the last four years, but the increase is in new and inexperienced members that often require higher levels of supervision and support. The growth in numbers at garda rank has been accompanied by a reduction in the number of front-line sergeants and inspectors and the time that is available for visible supervision.

Overall, this represents a significant reduction in local policing supervision and immediate action needs to be taken to enhance effective front-line supervision, to reduce organisational risks and to support the growth in the garda workforce.

Technology to Support Local Policing

The Garda Síochána needs to develop further its use of technology to be more agile in dealing with local policing demand, more effective in preventing harm and more responsive to public expectations. New mobile technology provides immediate access to police information systems and allows police officers to complete many of their functions without having to return to a police station. Increasingly the public also want to access police information and police services in other ways, such as reporting crime and incidents through online services and receiving digital information from police services about local community issues.

As explained in Chapter 1, the Garda Síochána is developing a new ICT strategy for 2018 to 2022 which is expected to be completed by the end of 2018.

The Garda Síochána has an excellent opportunity to learn from the experiences of other police services which have trialled many different technology systems that could enhance policing in Ireland. For example, technologies such as mobile data devices, automatic number plate recognition (ANPR), and body worn video (BWV) are all projects within the Modernisation and Renewal Programme that are viable and already in use in other police services. The Inspectorate believes that these types of technologies would make a significant difference on the front line.

Police Scotland has produced an innovative 10-year vision for policing, which outlines how technology will be used to significantly enhance the capabilities of police officers and support service delivery (Police Scotland and Scottish Policing Authority, 2017). This vision builds on existing practice, modernisation programmes and IT architecture. The West Midlands Police is taking a similar approach by using software that provides up-to-date management information to units, including neighbourhood policing teams. All response and neighbourhood teams have smartphones that they can use to log the details of incidents and to take and upload photographs from incident scenes.

Mobile Data

Mobile data terminals and enabled mobile devices have significantly changed the way front-line officers work in other police services. Not only can they greatly improve the efficiency of police officers on patrol, but by limiting the need to return to police stations, levels of visibility can also be increased. Police services across the world have systems that provide for:

> Updating crime and collision reports from the incident location;

> Taking statements and photographs at scenes of incidents and storing them electronically on investigation or record management systems;

> Issuing Fixed Charge Penalty Notices at the scene of a detection;

> Recording stop and search events at the time of the interaction;

> Sharing critical information such as missing person or stolen goods photographs quickly;

> Supervision of staff activity from outside the station;

> Checking the details of persons or vehicles on the police database; and

> Recording intelligence.

The Garda Síochána is trialling mobile policing applications and handsets in Limerick Division. In 2017, 50 front-line members were issued with a fully secure operational smartphone with policing applications, including a new garda traffic app and a secure garda email app.

The Garda Síochána informed the Inspectorate that pilot users noticed that:

> Detection of offences such as non-payment of motor tax, driver penalty point disqualifications and stolen property have all improved as a direct result of having access to the app with details from PULSE;

> Using the device removes the need to return to the garda station altogether or shortens the time spent at the station on PULSE; and

> There is a noticeable change in the attitude of the public when they see that a member has access to a smart data device. This includes early admissions that may not have previously been received.

The next phase of the mobility project is to deploy devices to support the management of incidents that typically result in a fixed charge penalty. This will continue the gradual roll-out of mobile devices from the original pilot of 50 to 1,000 devices deployed to members assigned to roads policing units. Providing these devices will significantly reduce levels of paperwork and increase the operational capacity and visibility of the roads policing units. Ultimately, it is anticipated that the provision of mobile devices will positively impact on road safety.

In the longer term, the benefits of expanding mobile devices into a much wider range of operational units will be continuously evaluated by the Garda Síochána and business cases created for further investment.

The potential of providing more access to mobile data to enhance policing capability is illustrated by the West Midlands Police experience. After a successful pilot phase, officers have now been provided with mobile devices so that they can access information on patrol, rather than having to return to police stations to complete forms or access data systems. By the end of 2017, over 3,000 devices had been issued to the most highly mobile users.

The Inspectorate acknowledges the Limerick mobility project is still at pilot stage, but it has been well received by local gardaí and has received positive media coverage. International experience shows that providing mobile devices and access to data is beneficial to police services. However, in this area the Garda Síochána is considerably behind other comparable police services. The Inspectorate believes that access to mobile data can make a significant contribution to front-line capability by reducing the amount of time spent completing paperwork and increasing the time gardaí spend out of the station. The Inspectorate believes that the pilot should be evaluated as a priority.

Automatic Number Plate Recognition

ANPR is a technology that uses optical character recognition on images to read vehicle registration plates to create vehicle location data. ANPR is used by police services around the world for law enforcement purposes, including to check if a vehicle is registered or licensed. ANPR can be installed in police cars, in mobile units or attached to roadside furniture.

ANPR quickly reads multiple number plates simultaneously and provides live alerts regarding the status of a vehicle. This includes information on whether it is stolen, uninsured, taxed or has a valid vehicle test certificate. It can also be used in the investigation of an incident and it can identify if a vehicle has been seen in the vicinity of a crime. ANPR can also alert police if the registered owner of a vehicle is linked to crime, disqualified from driving or a vulnerable missing person.

ANPR can provide this type of information without disrupting the journey of other legitimate road users or delaying people at checkpoints, resulting only in the stopping of relevant vehicles. In addition to live information, data captured on ANPR has proved invaluable in retrospective analysis following the discovery of a crime. While its use as evidence can be challenging, its use as intelligence can be a powerful tool for guiding investigators in the collection of evidence and focusing the scope of an enquiry. This is particularly important given the potential for travelling criminals to operate across the island of Ireland or further afield. Recently, the Minister for Justice and Equality highlighted that an unintended consequence of this country's rapid expansion of the motorway network has been the ease with which mobile criminals can engage in their illegal activities up and down the country.

While the Garda Síochána uses ANPR, it is limited to its roads policing unit vehicles and is not available to other units such as regular units. It is also not attached to street furniture and the absence of static ANPR is seen by the Inspectorate as a lost opportunity for wider capture of data. While roads policing units have access to ANPR, they are very much focused on traffic related matters, rather than on other crime types. For example, roads policing units are less likely to be responding to reports of a crime and they are not generally assigned to patrol areas to prevent crime. Providing regular units with access to ANPR would ensure that it is more widely used and could assist local policing to prevent and detect more crimes.

The Inspectorate also found that the understanding of the technology's capabilities in assisting with the investigation of a crime was limited within local policing investigation teams. This limits tactical responses to crime. The Inspectorate believes that ANPR is a tool that could be more widely used. ANPR could also be used more effectively to tackle more serious crime. For example, the Inspectorate considers that ANPR could be an invaluable asset to support Operation Thor activity as it has been used as an effective tactic in similar circumstances in Northern Ireland and Great Britain when tackling organised criminal networks, particularly those that exploit motorways and ports of entry.

In Great Britain, a trend whereby organised drug networks based in metropolitan areas are travelling to more rural areas to distribute drugs has emerged and is known as "County Lines". A recent review of the strategies to tackle these gangs has concluded that ANPR in combination with other tactics plays a significant role in disrupting activity (Cleworth, 2017).

ANPR technology should be used far more extensively by the Garda Síochána than at present and should evolve beyond the domain of the roads policing units even if only at the intelligence level. The Inspectorate also considers that the Garda Síochána needs to develop a strategy and procedures governing its use.

Police Body Worn Video

BWV is becoming a widely used technology within policing and has the potential to provide significant benefits to local policing through enhanced evidence capture and improved accountability and transparency of police conduct. Cameras are attached to officers' clothing or equipment and switched on during patrols or at the scene of an incident, to record specific incidents or activity.

Studies have found that the use of BWV has the following potential benefits:

> Improved evidence capture resulting in higher quality of evidence presented following an incident;

> Increased early guilty pleas and admissions, resulting in fewer abstractions for operational officers;

> Increased proportion of incidents which end in a criminal justice outcome;

> Improved response and support to vulnerable people, particularly victims of domestic abuse;

> Increased personal safety, confidence and protection felt by all officers;

> Improved transparency and legitimacy of all police interactions with the public;

> Increased trust and public confidence in the police;

> Improved victim service and satisfaction;

> Increased number of incidents de-escalated;

> Reduced bureaucracy in criminal justice processes; and

> Reduced number of complaints against officers (Jameel and Bunn, 2015).

A total of 35 police services in England and Wales are either using or piloting the use of BWV cameras to record their interactions with the public. Some services mandate the use of cameras for specific activities, such as when using force or when stopping and searching people. Police Scotland and the Metropolitan Police Service have both reported tangible benefits following evaluation of its use. In August 2017, the Metropolitan Police Service reported that in the previous 12 months, officers had recorded almost 800,000 videos. All footage recorded on camera is subject to legal safeguards and guidance. Footage not retained as evidence or for a policing purpose is automatically deleted within 31 days. The Metropolitan Police Service is the only UK police service digitally sharing footage with the Crown Prosecution Service (Jameel and Bunn, 2015).

In 2016, the then Independent Police Complaints Commission, the body responsible for overseeing complaints made against police officers in England and Wales, welcomed this technology and acknowledged the benefits that it may bring. However, it cautioned about certain potential downsides. It said that guidelines on its use needed to take account of the impact on privacy, the potential for members of the public to be suspicious about the reasons for cameras being turned on or off at specific times, or cameras not working. In addition, footage only shows one angle, it does not record smells, feelings of tension or the atmosphere surrounding an incident.

The Inspectorate believes that BWV is a technology that the Garda Síochána should actively explore within a human rights framework, and having regard to data protection obligations.

The benefits identified internationally would make a significant difference to local policing in Ireland. By improving criminal justice outcomes and reducing the time taken to achieve them, confidence in policing can be enhanced. It could also act as a safeguard for garda members; a positive outcome has been the increased feeling of personal safety, confidence and protection felt by all officers who use it. This could be particularly useful in circumstances where gardaí are patrolling on their own.

Critical Action 7

Policing is a complex and rapidly changing environment requiring a broad range of skills and professional knowledge that need to be regularly updated. At present, there are significant gaps in skills and training and there is no structured CPD for all staff at local policing levels.

Some districts are trying to ensure they have the right skills in place to manage a wide range of incidents. This includes incidents of a minor nature, as well as more serious incidents, such as homicides. As a result, districts are obtaining training places for a wide range of skills, particularly in specialist areas that may never be used or may be used infrequently. In contrast, core skills necessary to deliver local policing services, such as response driver training, are not adequately addressed. There is no training programme for community policing and members in this role are often untrained in key aspects, such as partnership working and problem solving.

Human resource managers appointed at divisional level should have responsibility for conducting a training needs analysis to identify gaps in core skills necessary to deliver local policing services. This will identify core training requirements and allow for the creation of divisional training strategies. Human resource managers should ensure that CPD is available for all staff.

There are some important strategic issues impacting on the capability and capacity of the workforce. This inspection found concerns amongst investigators that a lack of training had left them ill equipped to investigate incidents, such as fraud and cybercrime.

Overall, the Inspectorate found the development of investigative skills for detectives to be unstructured. Detective assistants who are used to cover gaps in detective numbers receive no detective training and in the majority of cases, there is no discernible difference in the types of cases that they investigate.

Firearms training accounts for a considerable amount of the overall Garda College training time. The deployment of district detectives and detective assistants to incidents that require an armed response is considered by the Inspectorate to be an organisational risk. Detectives do not have the same level of training as armed support units, they do not have the same level of safety equipment and they do not have access to less lethal options, such as Taser. The Garda Síochána needs to conduct an organisational review to determine the national firearms response requirement.

At present, there is a serious gap in front-line supervision at sergeant and inspector levels. An assessment of the assignment of sergeants across the organisation, suggests that no priority has been given to the assignment of sergeants to front-line posts. Immediate action needs to be taken to address this, and patrol sergeants and inspectors should be on duty on a 24/7 basis across all divisions. It is critical that front-line units have sergeants and inspectors on duty with them.

The Garda Síochána needs to develop its use of mobile technology. This can provide real-time access to garda systems and increase visibility by reducing the need for members to return to stations. A renewed and ambitious strategy in the areas of mobile data, ANPR and BWV cameras could transform garda capability.

This part of the chapter has highlighted a number of previous Inspectorate recommendations that are not yet implemented.

Critical Action 7 contains a number of strategies and actions that could significantly improve the skills of the local workforce and enable the Garda Síochána to deliver more effective local policing services.

Critical Action 7

To develop the capability of the local policing workforce through the provision of relevant training programmes, better supervision, and the use of new technologies.

In support of this critical action, the Inspectorate considers that the following areas need to be addressed:

> Divisional human resource managers should be tasked to conduct a local training needs analysis to identify gaps in skills and to create a divisional training strategy to address training and development needs;

> Embed continuous professional development as a practice within local policing;

> Ensure that detective training is mandatory, delivered in a timely fashion and current in its content;

> Conduct an organisational review / strategic assessment to determine firearms response requirements;

> Develop a national training programme for all community policing members (all ranks);

> Develop a strategy / plan that delivers sufficient driving skills for local policing;

> Prioritise the allocation of supervisors to operational front-line units; and

  - Ensure dedicated patrol sergeants are deployed on every shift, with a focus on leading operational service delivery;

  - Identify and remove unnecessary bureaucracy that hinders the ability of sergeants to provide front-line supervision;

> Expedite the allocation of new technology to front-line units to enable more efficient and effective delivery of local policing services.

Chapter 4

Delivering Local Policing Services

'An important part of delivering local policing services is making people and communities feel safer'.

Introduction

While the previous chapters in this report have examined how the Garda Síochána prepares strategies and plans for providing all its policing services, this chapter examines how the Garda Síochána responds to communities in the delivery of its services at local levels. Understanding the needs of local communities is critically important in designing and shaping policing services. This chapter looks at how the Garda Síochána engages with local communities and other stakeholders about policing issues and how they contribute to local policing plans. In particular, the chapter examines:

> How trust and confidence in policing are measured and enhanced; and

> Local governance, risk management and accountability.

Community policing gardaí are those most likely to deal with long-term community problems. They are also most likely to be known personally to local communities and stakeholders. This chapter looks at a number of different community policing models that are in operation and highlights a number of key elements that should be in place for consistent delivery of local policing services.

In this chapter, the Inspectorate also discusses its preferred management model for divisional policing and outlines how this could operate in urban and rural areas. It also clarifies how it can work practically and effectively across all divisions and explains how this type of model can add consistency to the delivery of local policing services.

Throughout this chapter a number of actions are identified that would improve the delivery of local policing services. These actions are grouped together and presented at the end of the chapter.

Local Policing Services

When using the term "local policing services", the Inspectorate is referring to the policing services currently delivered at divisional and district levels throughout Ireland. In shaping police services, it is important for the Garda Síochána to consider how it will deliver policing services and to design a suitable structure and operating practices to do so. The Garda Síochána also needs to ensure that all of the staff in the organisation understand its functions, policing priorities, policies and procedures, as well as the principles and ethos under which its services should be delivered.

Functions of the Garda Síochána

As explained in Chapter 1, the Garda Síochána has a number of functions as set out in the Garda Síochána Act 2005. These include the protection of the State, preserving peace and public order, preventing crime, protecting life and property and regulating and controlling road traffic. Once a crime is committed, the Garda Síochána also has a function to bring criminals to justice by detecting and investigating the crime. While headquarters and national support units prepare strategies and policies and provide important specialist advice and support when necessary, many of the functions are very much the daily responsibility of divisions and districts.

Customer Service

Nationally, public service reform and restructuring over the last decade has had a significant focus on improving service delivery. The most recent public service reform plan, *Our Public Service 2020*, established the overall strategy for development and innovation in the public service to 2020 and beyond. There are six high-level outcomes including increased customer satisfaction and trust. The strategy recommends a number of actions to improve customer services, including the provision of training, developing quality assurance programmes and reviewing customer charters. It also identifies the need for organisations to use customer satisfaction surveys, and suggests tools such as focus groups as a good way to obtain feedback from customers (DPER, 2017).

In the *Changing Policing in Ireland (2015)* report, the Inspectorate included a section on customer service, with six recommendations aimed at improving customer service practices.[81] The most recent update from the Garda Síochána shows that three of the recommendations in relation to (i) the operation of the national support unit, (ii) community engagement and community policing and (iii) the work of the Victim Services Offices, are awaiting the completion of a community policing framework that is in draft form. The other recommendations – (iv) creating customer service charter and guidelines, (v) facilitating customer feedback and developing indicators to measure services, and (vi) developing alternative forms of access points for customers are shown as work in progress. It is disappointing that three years on, none of these recommendations are implemented.

The Garda Charter is a statement about the delivery of policing services and what services a customer can expect. It sets out the values of the organisation and provides a commitment to a number of important areas such as keeping victims updated, interacting with the public and setting local priorities. Additional commitments include targets on 999 call answering and response times to incidents as well as commitments to community policing, providing visibility and ensuring that the service meets the needs of diverse communities. Apart from call answering and response times (80% of emergency calls to be answered within seven seconds and arrival at scene in urban locations within 15 minutes), there are no measurements attached. During visits, it was clear that performance against the charter is not measured locally and there are no evaluation processes in place to measure the effectiveness of service delivery. As recommended in its 2015 report, the Inspectorate believes that the Garda Síochána needs to develop a single customer services charter with measurable performance indicators. The report also recommended that this should be accompanied by a customer service training programme for all staff who have direct or indirect contact with internal or external customers.

Service Delivery

Service delivery is by definition a set of principles, standards, policies and constraints used in the design and development of services. The aim of service delivery is to provide high quality and consistent standards of service.

In a policing environment, it is critically important to understand the needs and expectations of those accessing police services as well as understanding the changing needs and concerns of different communities. It is also important for a police service to focus on what matters to local communities and to strive to address their concerns. Police services need to build confidence by engaging with people, exploring their viewpoints and breaking down any barriers that exist between the police and the diverse communities they serve.

In this process, the relationship with citizens is crucial and ultimately police services should be responsible to communities for the services they deliver and the decisions that they make. Protecting communities is not only about what police services can do; there is a range of other statutory and non-statutory agencies that have an equally important role to play in making communities safer. As a result, it is important for a police service to work in partnership with other agencies to deliver the best possible service to the public.

The communities that police services protect are increasingly diverse and complex, requiring a more sophisticated response to the challenges faced now and into the future. Whether it be current threats such as child sexual exploitation or emerging threats such as cybercrime, police services must continue to adapt to the changing policing environment. As highlighted by the National Police Chiefs' Council (2016) in their *Policing Vision 2025*, reducing crime and protecting the vulnerable are core priorities for the police service. To achieve this, the police must increase partnerships within the community and with other service providers, protect the rights of victims and engage community-led policing to reduce demand.

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81   *Changing Policing in Ireland (2015)* Recommendations 3.13 - 3.18

Police need to develop a proactive and sophisticated understanding of community needs to keep people safe. To these ends, police services have invested in neighbourhood policing using uniformed police officers, community engagement officers and police community support officers to solve local problems, tackle anti-social behaviour and build trust and legitimacy in communities.[82]

Local Policing Functions

While the prevention of harm to communities and security of the State are very important priorities for any police service, the following are three core functions necessary for the effective delivery of local policing services:

> Providing a 24/7 response to calls for service;

> Crime and incident investigation; and

> Community policing.

Most crimes and incidents that occur are reported directly at the local policing level, and apart from some specific cases, responsibility for conducting criminal investigations remains at that level. Calls made by the public for garda services (emergency and non-emergency) are also, in the main, managed at local policing levels and in the majority of cases, local gardaí are the first responders. While this chapter explores some of the services provided by headquarters and national support units, it primarily focuses on the delivery of policing services that takes place daily at divisional and district level.

Public Attitudes Survey

As discussed in Chapter 2, the Garda Síochána has committed to measuring the quality and adequacy of service delivery through an annual Public Attitudes Survey. The survey was developed to complement crime statistics and build a more rounded picture of crime and policing issues. It measures several important areas including satisfaction with the service provided to local communities, feelings of safety, perceptions of the capacity and capability of the Garda Síochána, as well as levels of trust in the organisation.

The survey also provides an assessment of respondents' perceptions of the strength and capacity of the Garda Síochána to tackle crime and work with local communities.

In 2017, across four quarterly periods, 6,000 respondents took part in a national face-to-face, survey. Those surveyed represented the population based on age, gender, social class and nationality (Garda Síochána, 2017b,c,d; 2018b,c). Since 2017, a booster sample of 647 young people aged 16 to 17 has been surveyed to measure their attitudes towards crime and policing in Ireland. The 2017 survey found that as age increased, so did the fear of crime and worry about victimisation. Those in older groups reported that their fear of crime had the greatest impact on their quality of life. The survey also sought views on the types of crimes respondents feel the Garda Síochána should focus on reducing, and in 2017 sexual offences, human trafficking and assaults were the top priorities for respondents.

Of the total number of respondents, 6% were victims of crime in the previous 12 months. While the survey highlights that 58% of victims were satisfied with how the Garda Síochána handled their incidents, 42% were not satisfied. Across a range of questions, respondents who were victims of crime were far less likely to agree with statements about the capability and effectiveness of the garda organisation compared to those who had not experienced victimisation in the preceding 12 months. For example, 43% of those who were not a victim of crime thought that the Garda Síochána was a world-class service and 47% thought it was well managed. In contrast, only 31% of victims of crime thought it was a world-class service and 33% of victims thought it was well managed. Therefore, respondents accessing garda services as a victim of crime are less satisfied than those who were not victims of a crime. There were also differences in the perceptions of crime based on rural and urban respondents. Rural respondents were found to consider national crime a more serious problem than did urban respondents. On the other hand, rural respondents were more likely than urban respondents to consider local crime as not a problem.

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82 Police Community Support Officers work in many police services in England and Wales to provide an additional visible and reassuring presence. They are not sworn officers and have limited enforcement powers.

Figure 4.1 - 2018 Policing Plan Public Attitudes Survey Targets

Public Attitudes Survey	2017	2018 Target	Q2 2018
Respondents who think the Garda Síochána is well managed	38%	+5%	34%
Increased victim satisfaction	58%	65%	58%
Respondents who say that fear of crime does not impact on quality of life	70%	75%	66%
Public opinion on ability of the Garda Síochána to tackle crime	55%	60%	53%
Respondents who see crime as a very serious or serious problem locally	20%	20%	22%
Garda visibility	36%	40%	39%
Perception that the Garda Síochána is community focused	64%	67%	65%
Satisfaction with the service provided to local communities	67%	75%	71%
Perception that the Garda Síochána treats all people equally, irrespective of background (new question)	68%	Increase on 2017 outcome	65%

Source: Policing Authority Assessment on Policing Performance September 2018

Public trust in the Garda Síochána remains high with 89% of respondents expressing a mid to high level of trust in the organisation. There were also strong results in equality and treatment with 92% of respondents reporting that gardaí would treat you with respect if you had contact and 82% who agreed that gardaí treat everyone fairly regardless of who they are (Garda Síochána, 2018c).

The *Garda Síochána Policing Plan 2018* contains specific performance indicators. Figure 4.1 shows the areas measured and the progress in the second quarter of 2018. This shows that eight of the nine performance indicators are below the required level. Those in red show a deterioration in performance since 2017. These indicators present a significant challenge for the rest of 2018.

Public attitudes surveys are also used as a performance measurement tool by most other police services. For example, in London, surveys were introduced in 1983 to give the Metropolitan Police Service an understanding of the views of residents across London. In April 2014, the Mayor's Office for Policing and Crime took responsibility for the survey, which measures confidence in the police and provides information that helps to set the strategic direction for policing and supports improvement at borough policing level (equivalent to divisions in Ireland, although usually much larger). It is a continuous survey, based on a random sample of respondents at pre-selected addresses, with a total of 12,800 face-to-face interviews each year.

The survey provides feedback on each borough. Questions are focused at local policing level with regard to attitudes towards how well policing services are delivered. Providing data at this level allows individual boroughs to be compared with each other and to identify areas where local services could be improved (Mayor of London Office for Policing and Crime, 2017).

The Inspectorate is supportive of public attitudes surveys as one method of obtaining feedback from local communities and from those accessing garda services. However, it should only be one source and divisions should seek to use their own methods of quality assuring the services provided to victims of crime and other service users. In Waterford Division, a victim survey is conducted locally, which provides quantitative and qualitative data used to influence the local policing plan. In some police services, telephone call-backs and police websites are used to obtain immediate feedback from those accessing police services. This type of feedback allows a police service to immediately address any deficiencies in services.

The Public Attitudes Survey provides important feedback on services and the Garda Síochána should have a national action plan to address key findings arising from the survey. This may include actions to improve user experiences, as well as delivering customer service training. The Inspectorate believes that there is merit in extending the survey to provide individual divisional data. While there may be an increased

cost, feedback on local policing services would be useful and it supports the move to a divisional model. The survey has limited representativeness of respondents in relation to persons living in urban and rural areas or information in relation to perceptions of people from minority backgrounds. While the Inspectorate appreciates that the current sample size is small, it might be useful to ask specific questions about the impact of policing on people living in rural and urban areas as well as those from minority groups. Focusing on the experience of specific groups can provide important information on perceptions and experiences. For example, a survey was carried out in July 2017 by an independent research company on behalf of the National Traveller Data Steering Group. This found that 90% of respondents stated that they had been discriminated against at some point in their lives. When asked about the source of discrimination, 70% identified the source as the Garda Síochána (more than any other service provider) (Behaviour & Attitudes, 2017). While the Inspectorate acknowledges that there are differences in methodologies used, it does illustrate that different sections of the community may have varying experiences of policing and national surveys can sometimes miss this level of detail.

The use of surveys at a divisional level will provide specific and useful feedback to the Garda Síochána on the effectiveness of local policing services. It would also be beneficial to enhance the representativeness of respondents to measure the impact of policing on people living in rural and urban areas as well as those from minority groups. This type of information demonstrates responsiveness to public feedback and can help divisions to identify areas for improvement.

Complaints

Dealing with customer complaints and suggestions for service improvements 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.

Taken in isolation, the number of complaints against police from members of the public is largely a negative way of evaluating customer service, but it does provide data to identify trends in the common type of complaints received. The Garda Síochána Ombudsman Commission's *Annual Report 2017* highlighted that 1,949 complaints (a rise of 10% from 2016) were received that year. Most common complaints arose from conducting investigations, roads policing and the conduct of arrests by garda members. With regard to the types of complaints (all allegations) abuse of authority accounted for 32%, neglect of duty 29% and discourtesy 12%. On examination of the eight divisions visited as part of this inspection, six divisions had similar levels of complaints at 0.3 per member, while two divisions were significantly higher at 0.5 and 0.6 per member. The Garda Síochána Ombudsman Commission has found that divisions can reduce the number and type of complaints received by taking positive action to address the factors that lead to complaints (Garda Síochána Ombudsman Commission, 2018). In many police services, formal processes are in place to identify officers or particular areas that are generating regular complaints. For example, the Police Service of Northern Ireland (PSNI) uses a system of tracking complaints against individual officers and trending of complaints in particular areas of policing. This allows interventions to be made to identify if there are any training, welfare or behavioural needs and to allow for action to be taken to reduce the number and types of complaints. During inspection visits, the Inspectorate found that most divisions were not evaluating this type of data to see if lessons could be learnt with a view to reducing complaints and improving service delivery.

Many of the complaints received by the Garda Síochána are in areas that divisions could address, such as those involving poor customer service or discourtesy. This was a recommendation made by the Inspectorate in 2015.[83]

In 2017, superintendents investigated 54% of all complaints. For superintendents with a range of other responsibilities, the current system is not efficient and most complaints take far too long to investigate or resolve. While the Garda Síochána Ombudsman Commission would like to investigate all such complaints, it has insufficient resources to do so. In November 2018, it was announced that 42 additional staff have been sanctioned. With the move to a divisional policing model, the Garda Síochána intends to assign responsibility for investigating complaints and discipline to one superintendent in each division. This will release other superintendents from this function, should speed up the process for conducting investigations and should provide a better service to complainants.

Protecting and Supporting Victims and Vulnerable People

Protecting the vulnerable from harm should be a core feature of local policing services and following enactment of the Criminal Justice (Victims of Crime) Act 2017, there is now a statutory obligation on the Garda Síochána to take certain action, such as assessing risks to victims and providing updates and information. As part of this process, district superintendents have responsibility for conducting victim assessments to identify any vulnerability and personal safety risks. Investigators informed the Inspectorate that a change to the PULSE system to create a section for recording contact with victims was a very positive addition. This type of improvement will assist the Garda Síochána to monitor compliance with its responsibilities under the 2017 legislation.

Garda Victim Services Offices are operating in all 28 divisions. These were introduced to enhance services to local victims of crime and to provide a single point of contact for victims and victim service organisations.

During visits, the Inspectorate was told that Garda Victim Services Offices have improved services, particularly with regard to providing information to victims immediately after their crime is reported as well as follow-ups on the progress of cases. Victim letters are sent to most victims of crime, providing details of the PULSE number and the name of the investigator. Update letters are sent at various stages of an investigation. There is a mixed response from victims of crime to these letters, with some unhappy that a template type letter is sent and others confused with terminology used when a suspect has been identified in their case.

Through engagement with other statutory partners and stakeholders, examples were provided of poor garda responses to calls for service and poor follow-ups to crimes that were reported. For example, a statutory partner representing businesses informed the Inspectorate that its members often reported a poor response to calls for assistance. On many occasions, callers were told that there were insufficient resources to send a unit and in one case involving a crime in progress, it took over three hours for gardaí to attend. In a meeting with the Irish Farmers Association, it was raised that bogus callers are visiting farms and committing crimes, particularly in areas that are isolated. It was reported that farmers are sometimes reluctant to report crimes because of previous negative experiences when there was no response to their calls. It was reported that when gardaí do attend incidents, while the first interaction is usually a positive one, follow-up is often poor. The representatives from this association who met with the Inspectorate were not aware of the existence of Garda Victim Services Offices.

The Garda Síochána has introduced a relatively new system of conducting follow-up call-backs for some vulnerable victims of crime. In most divisions visited, follow-up call-backs were primarily used in domestic abuse cases. Following the report of a crime, a member, not necessarily the member investigating the case, is assigned to visit the victim. In many cases, divisions use local community policing gardaí to conduct visits.

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83   *Changing Policing in Ireland (2015)* Recommendation 3.17

While the Garda Síochána believes that follow-up call-backs to victims of domestic abuse reduces the risk of further violence, the Inspectorate believes that great care needs to be taken and a risk assessment should be completed in cases where a visit to a victim's home may present safety risks to the victim. Garda members provided examples of call-backs that were not well received by victims and yet the call-backs continued to take place. This included a victim of burglary who became annoyed after multiple visits. Visits must be managed on a case-by-case basis, and not treated as a routine activity. There was also no formal evaluation of this service to determine its risks and value.

As explained in Chapter 2, there are many garda stations that have poor facilities for those attending to report a crime or another sensitive matter. Many of the stations visited have small public office areas that provide little or no privacy. It was also the case that many stations had no suitable private room to take victims to. In some cases, and in the absence of a suitable alternative, victims were inappropriately taken to interview rooms used for dealing with suspects.

As highlighted in the Inspectorate's 2014 report, police services in other jurisdictions usually ask people who are reporting a crime or an incident if they have been the victim of another crime in the last year or there is technology in place that identifies those who are repeat victims. This allows police services to identify repeat callers for police assistance and is particularly useful in circumstances where people are contacting the police to report matters such as anti-social behaviour or hate crime. Depending on the crime committed, police services usually have a policy that ensures an enhanced response to repeat victims. Currently, there is no such garda policy or procedure for dealing with repeat victims of crime. During visits, the Inspectorate found an inconsistent approach to repeat victims. While some divisions use a morning accountability meeting as the forum for identifying this vulnerable group, it was not consistently applied. Where a person was identified as a repeat victim, a decision was made as to whether to utilise the services of a crime prevention officer or the Garda Victim Services Offices to contact the victim.

In some cases, community policing members are asked to conduct a visit. To ensure consistency, the Inspectorate believes that technology should be put in place at the point that a call for assistance is received as well as at the point a crime is recorded that identifies a person as a repeat caller or a repeat victim.

Most districts visited had registers in place with details of vulnerable or older persons assessed as requiring reassurance visits. In some districts, people on registers were assigned to individual members to visit periodically and in some districts, the register was used in times of emergency. Not all members felt that this was a suitable function for gardaí and believed that other public services were more appropriate for this role. With the enactment of the General Data Protection Regulation in 2018, the Garda Síochána needs to ensure that the retention and use of this type of information is in compliance with the regulation.

It was raised that members often deal with vulnerable people, such as those with mental health and addiction issues that require the services of other agencies. Often gardaí take people to hospital and are required to wait until assessments are completed and a decision is taken as to whether to admit people for treatment. In 2015 Her Majesty's Inspectorate of Constabulary reported that an effective response to vulnerable victims requires both statutory and voluntary sector organisations to work together to undertake risk assessments and safety planning to address often complex needs (HMIC, 2015). This is an area where the Garda Síochána needs to engage with other agencies to ensure that there is a multi-agency approach to managing these kinds of issues.

In Chapter 7 of the Inspectorate's 2014 report, six specific recommendations were made to improve Garda Síochána practices and procedures in relation to dealing with victims and witnesses.[84] It is positive to note that some changes have taken place, such as the introduction of Garda Victim Services Offices in all divisions and changes to PULSE to record victim contact. However, there are still many aspects of those recommendations

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84   *Crime Investigation (2014)* Recommendations 7.5 and 7.6

not yet implemented, such as creating a policy and process for identifying and managing repeat victims of crime and developing a supervisory call-back system to monitor the quality of the service provided to those accessing garda services.

The Inspectorate believes that the Garda Síochána needs to appoint a senior manager to conduct a strategic review of the progress made to implement the victim and customer service recommendations contained in the *Crime Investigation (2014)* and *Changing Policing in Ireland (2015)* reports.

Headquarters and National Structures to Support Local Policing

Organisational structure is a major enabler of change and efficiency and it should support service demands and organisational priorities. The most recently published Garda Síochána structure, as proposed in the *Modernisation and Renewal Programme (MRP) 2016–2021*, outlines policing functions from local policing levels to specialist services that operate at regional, national and headquarters level. This section examines the structure at Garda Headquarters, national and regional levels and discusses how it supports local policing.

Headquarters and National Support Units

The primary responsibilities of the Garda Commissioner include the direction and control of the Garda Síochána, to advise the Minister on policing and security matters and to perform the functions as set out in the Garda Síochána Act 2005. Along with the Commissioner, the executive team usually comprises the chief administrative officer and two deputy commissioners. The broader senior management team includes a number of executive directors of human resources, finance, ICT, corporate services, and executive support as well as a number of assistant commissioners with national or regional responsibilities.

This team has responsibility for shaping the organisation and setting strategies to ensure the effective and efficient delivery of national and local policing services.

Under the command of one of the deputy commissioners is the portfolio of Governance and Strategy. Units within this portfolio provide organisational expertise in areas such as strategic planning, human rights, communications and media, legal services and information management. They also provide assistance to local policing with advice on areas such as risk management and discipline proceedings as well as providing an inspection and review function performed by the Garda Professional Standards Unit.

Under the command of the chief administrative officer are important support services that assist local policing. These include advice on financial services as well as the estate, vehicles and procurement. ICT staff provide support on important areas, such as data management, as well as supporting technology and communications architecture for operational policing services. Within this portfolio Human Resources Management has a key role in supporting local policing with advice on training, employee relations, equality and diversity and health and safety.

Under the command of the second deputy commissioner, is the portfolio of Policing and Security. National support units within this portfolio provide assistance to local policing with the management and actioning of intelligence as well as providing analytical support to regions, divisions and districts. Units also provide specialist support to assist with police operations and the investigation of serious crimes. National units also have an important role in assisting local policing in complex areas such as community engagement, crime prevention, public safety, youth diversion and diversity and integration.

Assessment of Headquarters and National Support to Local Policing

Delivering local policing services is not just about what divisions and districts do, it is about how the Garda Síochána structures itself and allocates resources at all levels of the organisation in order to manage the wide variety of policing demands. In previous chapters, the Inspectorate has explained the importance of deciding on the precise role of headquarters and national support units and clarified how they should support local policing.

Apart from assisting local policing with operations and investigations, headquarters and national support units have other important roles. For example, they are responsible for developing policies, practices and procedures for policing services that are delivered locally. New policies and practices are circulated along with a Headquarters Directive with directions for implementation. Policies or practices are often published without the accompaniment of any training or practical guidance and, as found in this inspection, this contributes to poor implementation of policies at local policing levels.

At present, the responsibility for delivering most police services rests firmly at local policing levels. This includes districts with responsibility for investigating serious cases such as homicides. In the absence of a national support unit presence countrywide, regions, divisions and districts have attempted to develop their own local capability and capacity to varying degrees of competence. This includes regional surveillance units and developing the skills of local investigators in major incident investigation. This is not an efficient way of managing serious incidents and when a serious crime occurs, it has a negative impact on other investigations that a district is currently managing.

During this inspection, some examples were found of the regionalisation of headquarters and national support unit resources. This included a regional communications co-ordinator appointed in March 2018 in the Southern Region with a remit to promote good news stories.

Additionally, the Garda Cyber Crime Bureau has located some of its resources into regions to assist with the examination of computers and other devices seized. The feedback on both of these initiatives was very positive.

Regional Support to Local Policing

To manage the delivery of local policing services, the Garda Síochána currently operates from a structure of six regions and each region has responsibility for between four and six divisions. Each division has between two and six districts. Regions provide a number of different services to divisions and districts, including armed support, the management and deployment of covert human intelligence sources and in some regions a surveillance capacity.

Regions do not allocate people resources, but they do decide on the composition of the fleet and are responsible for allocating overtime and travel and subsistence budgets to divisions. In some, but not in all regions a small contingency budget is retained to fund local policing operations. An assistant commissioner is usually assigned to lead each region, although in recent years some have covered more than one region for extended periods.

Regional detective superintendents are in post in some but not all of the regions and they play an important role in supporting divisions with crime problems, particularly where they extend across divisional or regional boundaries. This postholder is responsible for tasking operational regional resources. Regions replicate many functions carried out organisationally as well as at divisional and district levels. This includes the creation of a regional policing plan and a regional risk register. The regional assistant commissioners are also part of the internal local policing inspection and review process and they usually conduct divisional reviews annually. Each region is structured in a similar way with a number of senior garda managers assigned to policing areas such as crime, traffic and inspection and review. At the time of the inspection visits, several of the regions had vacancies in some of these posts, but appeared to be managing in their absence.

Having six assistant commissioners with six separate structures in place to support the organisational structure is resource intensive and the Inspectorate does not believe that it is an efficient use of resources.

One of the regions had a senior garda staff manager in place with responsibility for all garda staff human resource functions such as workforce planning, but had no similar responsibilities for garda members. The separation of responsibilities for garda staff and garda members is an inefficient way of managing these types of issues.

Local Policing Plans

As discussed in Chapter 1, the Garda Commissioner is required to complete a three-year strategy statement. In addition, there is a requirement to have an annual policing plan setting out the proposed arrangements for policing services for the following year. Progress on the national policing plan is assessed formally by the Policing Authority and it has decided to produce half-year and full-year reports in 2018 with the most recent assessment published in July 2018.

As part of the policing plan process, each region, division and district is required to produce an annual policing plan based on the same five priorities as the national plan. This is the first year that districts were required to complete a separate plan.

How Local Policing Plans are Developed

This inspection found that there are underdeveloped opportunities to adopt a more interactive and collaborative approach that achieves positive outcomes on things that matter to communities.It is important that local plans are not just a rebranding of the organisational policing plan and should reflect the concerns and needs of local communities. The creation of policing plans provides an excellent opportunity to seek the views of local communities and to engage them in decisions that will affect them directly. A local policing plan should set out how it will support the national plan as well as how it will address local priorities. Prior to inspection visits, the Inspectorate requested copies of plans for the places visited.

During inspection visits, the Inspectorate was informed about a perceived lack of direction from Garda Headquarters about how to create local policing plans and how to conduct consultation. As a result, divisions and districts all managed this process differently. Some wrote to stakeholders, others had meetings with local people and some focused on established community groups, such as Joint Policing Committees (JPCs), neighbourhood watch schemes and community fora. In certain places, local authorities were consulted, but in others, they were not and in several places processes appeared to be restricted to key stakeholders such as local politicians. Although feedback was sought in most divisions, it was reported that none was received. In general, it was felt that writing to local stakeholders for their views appeared to produce limited responses, whereas more interactive engagement with focus groups and workshops produced more positive results. During meetings with other agencies and key stakeholders, the Inspectorate was informed that, although willing to participate in this sort of process, they were not always asked. A good example of policing plan engagement with stakeholders is the Policing Authority's annual meeting with the chairs of the JPCs and local authority chief executives. While this brings together stakeholders to discuss the national plan, it is a process that could be replicated at the divisional level to discuss the local plan.

The writing of local plans was generally assigned to an inspector at divisional level and to a sergeant or a district clerk at district level. Most people approached the consultation and writing process in different ways and this is reflected in the way the plans are written. Although advice on completing policing plans was available on the Garda Portal, generally, those who wrote the plans did so with little central guidance and had very little feedback on the quality of the plans completed. The Inspectorate believes that Garda Headquarters needs to provide clear direction to divisions about how to approach local policing plan engagement and that divisions should adopt a more interactive approach to the development of local plans and priorities.

As discussed in Chapters 1 and 3, many police services conduct annual strategic assessments of threat, risk and harm to identify medium to long-term policing issues that are apparent or emerging. They also help in determining policing priorities and subsequently contribute to the creation of policing plans. In most jurisdictions, strategic assessments also include the assessment of important data held by other agencies, such as local authorities, fire and ambulance services and hospitals. This process is not used at the local policing level and it is a lost opportunity to assist with not only the creation of policing plan priorities, but also activity to support them.

Most garda members and staff who met with the Inspectorate were not involved in the development of divisional or district policing plans and most did not know what the local policing plan priorities were. Some staff, such as community policing gardaí that routinely engage with communities, provide a good source of information that should be used to inform the development of more tailored plans that reflect local policing issues.

Making communities safer is not the sole responsibility of a police service. Other public and voluntary services, such as local authorities, health services and criminal justice agencies, have key roles to play. In many other jurisdictions, partnership working is on a more formal statutory basis and police services and other agencies work more closely together to create joint objectives and plans to makes communities safer.

Assessment of Local Policing Plans

On examination of a number of divisional and district plans, the Inspectorate found that while most are comprehensive documents, the quality of plans varied greatly in style, format and content. Some were of good quality and well written while others were poorly constructed. One particular plan had included performance measures in community engagement and public safety that should have been incorporated in another section of the plan. This suggests that divisional plans were not quality assured. In comparing national priorities in two of the policing plans examined, the Inspectorate found a number of different objectives and activities.

This included crime reduction and detection objectives in areas such as sexual offences and domestic abuse. To ensure that the Garda Síochána achieves these types of objectives, the Inspectorate would have expected to see the objectives replicated in all divisional plans. Currently, with regions, divisions and districts all completing plans, a total of 130 are now written. The Inspectorate does not believe that there is a need for so many plans and with a move to a divisional model, the Inspectorate views the regional and district plans as unnecessary. As the Garda Síochána rolls out its divisional policing model and develops a new national community policing model, there is an opportunity to identify local issues that affect communities and to put plans in place to address them. The Inspectorate believes that there should be one divisional policing plan, supported by a number of micro level plans created in smaller community policing areas or aligned to local community fora areas.

As with the national policing plan, local plans are not costed, and it is unclear if divisions and districts have sufficient resources in the right places to deliver the many objectives and initiatives included. The plans generally contain a number of actions, but several have no defined outcomes. Overall, the Inspectorate found that local issues are not reflected in policing plans. The Inspectorate noted that many of the measures of success are quantitative in nature, such as an action to engage with minority and other groups measured by the number of meetings held each year. While there is a place for quantitative indicators, many do not have specific outcomes. In one plan, the outcome for sexual offences was to fully investigate all incidents and to send a case file to the Director of Public Prosecutions as expediently as possible. There was no mention of victim satisfaction rates or detection or prosecution rates.

The Inspectorate believes that there should be one divisional policing plan, supported by a number of micro level plans created in smaller community policing areas or aligned to community fora areas.

Monitoring Performance Against Local Policing Plans

During visits, the Inspectorate explored the extent to which progress against the plan targets was monitored. In many places plans were not the focus of attention once written and were described as "not living documents". During one visit a senior garda manager said that they focus on the daily issues that face them, rather than concentrating on the policing plan. In most places, monitoring took place as part of the Performance and Accountability Framework (PAF) and in places visited this resulted in variances in monitoring from daily, to monthly to quarterly. District officers generally felt that the divisional chief superintendent held them to account for progress on their plans, and that they were in turn held to account for divisional performance by the regional assistant commissioner.

In general, most members of garda and sergeant rank who met with the Inspectorate had poor knowledge of the plan, were unclear about local priorities and were unable to describe how they were supposed to contribute to the plan. Most staff also had little awareness about how their district or division was performing in relation to its key performance indicators. In most places, copies of the plans were emailed to staff, but this was not supported by any presentation or guidance. The lack of knowledge amongst operational staff and front-line supervisors about local priorities could result in operational activity that lacks focus and clear purpose.

Publication of Local Policing Plans and Performance Updates

The Garda Síochána has published the current national policing plan on its website. As part of the Commissioner's monthly report to the Policing Authority, a high-level performance update is provided. This uses the red, amber, green classification system to report on progress towards achieving each indicator. None of the regional, divisional or district plans are published, nor are there any published updates on performance. The exception to this is the update provided at JPC meetings.

Publishing local plans and updates on performance against the indicators provides a good opportunity to demonstrate commitment to local policing and responsiveness to issues of local concern. The Inspectorate believes that local policing plans should be available on websites and regular updates on performance should be provided.

International Practice

In Scotland, there is a similar legal obligation for the Chief Constable to prepare a national policing plan. To support this all divisions are required to develop a local policing plan using a partnership approach with local authorities. A number of factors influence the priorities in the national and local plans, including their strategic assessment, public engagement, partnership and stakeholder views, and analysis of risk and emerging threats. Plans specific to the area policed are led by the local chief superintendent and were described as "not a rebadged corporate plan". At this level, policing is focused on delivering local priorities as well as supporting the national plan. Local authorities must be involved in the development of the local plan and approve the final draft; agreed plans are published on the Police Scotland website. Within divisions, neighbourhood teams have responsibility for localities, each of which has its own bespoke policing plan, which is concise and based on local needs and concerns.

In London, rather than setting general crime targets for all boroughs, a system has been agreed for setting local priorities between police leaders, the elected local council and the Mayor's office. This ensures that police teams are focused on local priorities as well as contributing to the organisation-wide objectives. The Policing Board in Northern Ireland published the *Strategic Outcomes for Policing 2016–2020*, report, which sets out the long-term vision of what the Board wants the Chief Constable of the PSNI to achieve. It is supported by annual national policing plans as well as policing plans at local authority level. In its *Policing Vision 2025* report, the National Police Chiefs' Council (2016) highlighted that critical to public value is what the public indicate they see as important priorities and what adds to the quality of their lives.

This is expressed through the implementation of local police and crime plans, which have been influenced by and consulted on with the public.

Summary

The local policing plan process is an area that the Inspectorate has identified as requiring immediate attention. It is important that local policing plans are developed through a structured and dynamic engagement process to identify the priorities of local communities and to engender ownership of the plan in a way that will facilitate the development of accountability for the delivery of services to local communities. The Inspectorate believes that there should be one divisional policing plan, supported by a number of micro level plans created in smaller community policing areas or aligned to community fora areas.

Critical Elements of Local Policing Services

This section examines a number of areas considered by the Inspectorate to be critical elements in designing and delivering local policing services.

As discussed in Chapter 3, there are many demands placed on local policing services including responding to 999 and non-emergency calls from the public, investigation of crimes, enforcement of powers, such as traffic and anti-social behaviour legislation and problem solving. This section looks at ten critical elements of local policing services and examines how these are currently delivered. This section also examines how these services could be delivered now and into the future and the Inspectorate provides some working practices and options that could be used to enhance the delivery of local policing services.

The Inspectorate believes that all of the critical elements contained in Figure 4.2 require a level of direction by headquarters and national support units in the form of strategies, policies and procedures to ensure the consistent delivery of local policing services.

At a local policing level, while all members of the garda workforce should make meaningful contributions to some elements, such as responding to calls for service, others, such as partnership working and the investigation of serious crime, are more complex and often require the assignment of specialist resources. Where sufficient levels of trained and dedicated specialist resources are assigned to address more complex areas, they can deliver sustainable and positive outcomes for local communities.

At the end of this chapter, a section on the Inspectorate's proposed divisional functionality model is included along with examples of how some of these critical elements could be managed within that model.

Figure 4.2 contains ten critical elements categorised by the Inspectorate as well as an assessment of the role of national and local units.

Figure 4.2 - Critical Elements of Local Policing Services

Critical Elements	Inspectorate Assessment of Required Action
Crime Prevention and Community Reassurance	> At a national level, a crime prevention and reassurance strategy should be developed to support, co-ordinate and where appropriate direct local policing activity. > At a local policing level, all units have a role to play, but it also requires the assignment of specialist and trained community policing resources as well as trained crime prevention officers at a local level.
Community Engagement	> At a national level, an engagement strategy should be developed to support, co-ordinate and where appropriate direct local policing activity. > At a local policing level, all units have a role to play but it also requires the assignment of specialist and trained community policing resources, juvenile liaison officers and diversity officers at a local level.
Community Policing Function	> At a national level, a new community policing model should be developed to support, co-ordinate and where appropriate direct local policing activity. > At a local policing level, all units have a role to play, but it also requires the assignment of specialist and trained community policing resources at a local level.
Responding to Calls for Service	> At a national level, calls for service strategies, policies and procedures should be developed. > At a local level, all units have a role to play, but it also requires the assignment of specialist and trained response policing resources at a local level.
Investigation of Crime and other Incidents	> At a national level, crime investigation strategies, policies and procedures should be developed. > National units should investigate the most serious and the complex crimes. > At a local level, all units have a role to play, but it also requires the assignment of specialist and trained detective/investigation resources at a local level.
Enforcement of Powers	> At a national level, enforcement of powers, strategies, policies and procedures should be developed. > At a local level, all units have a role to play, but it also requires the assignment of specialist resources to co-ordinate and monitor areas such as warrants, summonses, licensing and prosecutions at a local level.

Critical Elements	Inspectorate Assessment of Required Action
Policing National and Local Events	› At a national level, event policing strategies, policies and procedures should be developed. › At a local level, it requires a divisional duty planning unit to ensure that sufficient resources are available to deliver local policing services. This unit would manage all resourcing requirements for national and local events.
Problem Solving	› At a national level, strategies, policies and procedures should be developed to encourage problem solving and where appropriate to direct local policing activity. › At a local level, all units have a role to play, but it also requires the assignment of specialist and trained resources such as community policing units and crime prevention officers at a local level.
Preventing Offending and Managing Offenders	› At a national level, strategies, policies and procedures should be developed to prevent offending and where appropriate direct local policing activity. › National units should manage offenders who operate internationally and nationally and where appropriate direct local policing activity. › Regions should manage offenders who operate across divisional borders. › At a local level, all units have a role to play, but it also requires the assignment of specialist and trained resources at a local level to manage offenders who pose the most risk.
Partnership Working	› At a national level, strategies, policies and procedures for partnership working should be developed to support, co-ordinate and where appropriate direct local policing activity. › At a local level, all units have a role to play, but it also requires the assignment of specialist and trained resources such as community policing units and crime prevention and licensing officers at a local level.

Source: Garda Inspectorate assessment

Crime Prevention and Community Reassurance

The number one priority for any police service must be the prevention of crime. As a process, crime prevention is about reducing harm and policing demand and must be at the forefront of everyone's mind.

While some criminals are opportunists, others are predatory and seek to exploit vulnerable people or places. Many police services use crime prevention models that focus on victims, locations and offenders in order to reduce the opportunities for crime to take place. New opportunities for crime arise through new technology developments and products entering the market and criminals are quick to change the way that they operate. It is therefore important that police services influence manufacturers and planners to design systems, products, public spaces and buildings that reduce offending opportunities for criminals.

The fear of crime in many jurisdictions is often far greater than the reality of becoming a victim. Many people, particularly those who are most vulnerable, can have much higher levels of fear of crime and this can significantly influence their daily lives. Public safety and public reassurance are critical aspects of policing and it is important that police services have reassurance strategies and approaches in place to reduce levels of fear. In Ireland, the perceived high fear of crime in many rural communities is an issue that needs to be addressed.

Garda Crime Prevention & Reduction Strategy

In response to a recommendation in the Inspectorate's 2014 report, the Garda National Crime Prevention and Public Safety Bureau published a *Crime Prevention & Reduction Strategy* in 2017.[85] The strategy is mainly focused on tackling crimes against properties, such as burglary and theft, and aims to encourage a whole of organisation approach to crime prevention.

The strategy is built on four pillars:

> Building a strategic crime prevention capacity;

> Operating a professional crime prevention service through partnership and collaboration with communities;

> Implementing customised crime prevention approaches within communities; and

> Communicating crime prevention messages to the public.

During all inspection visits, it was disappointing to find a very limited awareness of the existence of the strategy or its use to drive activity to prevent and tackle local crime.

National Crime Prevention and Public Safety Bureau

At a national level, the National Crime Prevention and Public Safety Bureau is engaged with major retailers, Retail Ireland and IBEC[86] to address issues such as shop theft. This includes providing advice on the use of CCTV and addressing issues about the production of footage when crimes have occurred. A retail security guide is available on the garda website and a CCTV information sheet was developed. There is also a Metal Theft Forum involving Irish Rail, Eir, government agencies and the Garda Síochána. The Bureau also provides literature for crime prevention campaigns.

Local Crime Prevention Officers

Each division should have a dedicated crime prevention officer (CPO), usually at sergeant rank. The Inspectorate supports the use of specialists for crime prevention, although assignments should be based on skills and not on rank or sworn power status. Some of the divisions visited did not have a CPO in place at the time and posts were covered by CPOs from other divisions. While many of the CPOs are trained in environmental design, these skills are not always sought or applied. Most CPOs said that they are not routinely consulted at the planning stage of major developments. For example, a CPO was consulted about a new shopping centre but not about a new housing development.

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85   *Crime Investigation (2014)* Recommendation 1.1.

86   IBEC is a business and employer association for organisations based in Ireland

CPOs should be consulted to provide crime prevention advice at the planning stage of all major developments. This was the subject of a recommendation in the Inspectorate's 2014 report, but it has not been progressed.[87]

It was surprising to find that some CPOs had very little knowledge of the *Crime Prevention & Reduction Strategy* and those that did felt that it was not a useful document for practitioners. Indeed, CPOs advised the Inspectorate that they often use a UK Home Office guidance document instead and frequently visit the crime prevention websites of other police services, such as the PSNI. Some CPOs reported that only a small proportion of their time is spent with external partners, such as banks, where they provide advice on issues such as "tiger kidnappings" and they felt that they should engage more with businesses and organisations.[88] In one division, a CPO had arranged a major crime prevention conference with international and local businesses. It was felt by the CPO that this sort of initiative should be led nationally.

CPOs are tasked in many ways including by district officers, community policing members and Garda Victims Services Offices. Tasks can include visiting vulnerable victims or repeat victims to provide crime prevention advice, and conducting home and business security surveys to improve security. While they conduct security surveys for businesses and provide written advice, in most cases, CPOs do not return to see if the advice was taken. CPOs also attend local meetings, such as neighbourhood watch, to provide presentations on security. Some of the CPOs who met with the Inspectorate believe that the support provided to neighbourhood watch schemes by the Garda Síochána should be more co-ordinated and said that many operate without clear guidance or support. In most places visited, the relationship between community gardaí and CPOs was very positive and CPOs were often asked to participate in local events to promote crime prevention. The Garda Síochána has conducted some good national crime prevention campaigns, such as "Lock Up and Light Up" which was accompanied by crime prevention literature.

In most cases, local crime prevention campaigns focused on shopping centres with community gardaí and CPOs providing advice and literature. Locally some districts conduct quarterly crime prevention leaflet drops and focus on places of worship.

In some places visited, CPOs try to attend as many internal meetings as possible, such as those discussing crime. Districts hold daily meetings to discuss crime and incidents and some but not all CPOs attend these types of meetings. With multiple districts in operation, CPOs have to service a number of different meetings and a number of different district superintendents. Involving CPOs in formal meetings about crime is critical and the Inspectorate believes that their harm / crime reduction skills could be used more effectively. It is the case that CPOs tend to work independently and manage their own duties and activities. Across the divisions visited, there was no standard operating procedure for the tasking and utilisation of CPOs and there were inconsistencies in standards and approaches.

Community Reassurance

An important part of delivering local policing services is making people and communities feel safer. At a local policing level all gardaí, including community policing units and reserves, have an important role in providing a visible uniformed presence in local communities. This provides reassurance and can make people feel safer. Local communities are increasingly demanding a more visible policing presence, particularly in rural areas. Visibility also includes providing access to gardaí away from station environments, such as at garda clinics, usually operated in community centres. It is important that police officers are seen on foot patrol and riding bicycles and while doing so, that they stop and talk to local people. This allows meaningful contact that is positive. This type of interaction publicises their presence in local communities. While the impact of visible patrolling and engagement is difficult to measure, it provides reassurance and can reduce crime through intelligence-led proactive patrolling.

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87   *Crime Investigation (2014)* Recommendation 1.2

88   Tiger kidnapping usually involves an abduction of a person or something of high value and the captors demand that a second crime be committed on their behalf

Community policing gardaí are most likely to be known to local people and they are most likely to know those most vulnerable. The Inspectorate believes that dedicated community policing resources are vital for providing reassurance to local communities.

CPOs also play a key role in providing reassurance to local communities. Many CPOs visit vulnerable people and community groups to provide practical crime prevention advice and to dispel any misplaced fears about crime levels. They also regularly feature on local radio stations. One CPO explained that a Facebook page had exaggerated the levels of burglaries taking place in an area and it had resulted in "social imprisonment" for those in fear of becoming victims. To counteract this, the CPO engaged local media and provided reassurance and crime prevention advice to reduce local people's fear.

Fear of Crime in Rural Communities

During this inspection, the Inspectorate met a number of local people and organisations representing communities that have raised the issue of rural crime and the high fear of crime levels that some people experience. The types of crimes impacting on rural communities include robberies, burglaries, assaults and thefts as well as other offences such as environmental crimes and poaching. The expansion of road networks has facilitated travelling criminals who can now operate more easily across Ireland.

Rural divisions often have many different policing challenges, such as the expanse of the areas covered and lower levels of resources. As a result, there can be extended travelling times for gardaí to attend calls for service and it is a challenge to provide a visible presence in more remote areas. Additionally, some rural areas have experienced the closure of their station as well as seeing reductions in the number of community policing gardaí.

Rural crime is not unique to Ireland; in the UK, it is estimated that the real cost could exceed £800m a year (National Rural Crime Network, 2015).

In July 2018, following consultation with UK police services and partner agencies, the National Police Chiefs' Council launched the first strategies to tackle wildlife and rural crime across the UK. Its *Rural Affairs Strategy* has a number of aims including tackling organised criminality and engaging rural communities and partners to enhance the flow of intelligence.

A number of other stakeholders can assist the Garda Síochána with rural crime and reassurance, such as local authorities, the Department of Communications, Climate Action and Environment, the Department of Rural and Community Development and organisations such as the Irish Farmers Association. Reflecting concerns about crime in rural communities, the Inspectorate believes that a multi-agency rural crime prevention and reassurance partnership should be developed by the Garda Síochána to tackle crime and the fear of crime in rural communities.

Summary

The Inspectorate's 2014 report contained 14 recommendations in connection with improving crime prevention.[89] While a recommendation to create a crime prevention strategy has been implemented, the majority of these recommendations remain unimplemented. Crime prevention should be a critical component of garda activity and the Inspectorate supports the use of specialist CPOs. However, CPOs could be used far more effectively and proactively to design out crime and reduce opportunities for criminals to operate. There is a clear link between the crime prevention and reassurance work of community policing gardaí and CPOs. As a result, this relationship should be strengthened by placing CPOs and community policing units within the same portfolio.

Developing a multi-agency rural crime prevention and reassurance partnership would bring key stakeholders together to tackle rural crime and the fear of crime.

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89   *Crime Investigation (2014)* Recommendations 1.1. - 1.14

Community Engagement

An important step in developing local policing services is to engage with communities to understand their concerns and to design appropriate policing responses. The term "community" is complex and while it refers to all members of the public, the nature and structure of communities is varied and people identify with communities in different ways (Myhill, 2012). Increasingly, people may describe themselves as belonging to more than one community and communities are not just defined by local places.

In June 2018, the UK College of Policing published guidelines emphasising the essential elements of community engagement including:

> Targeted visible presence;

> Clearly defined and transparent purpose (based on community mapping and local knowledge);

> Regular formal and informal contact with communities;

> Making available information about local crime and policing issues to communities;

> Engagement that is tailored to the needs and preferences of different communities;

> Using engagement to identify local priorities and inform problem solving;

> Providing feedback and being accountable to communities; and

> Supporting communities to participate in local policing.

The Inspectorate considers that these elements are very relevant to community engagement in an Irish context. The importance of community support and engagement in policing is reflected in the policing principles set out in the Garda Síochána Act 2005.[90] It establishes the principle that *'effective and efficient policing is dependent on securing the confidence, support and co-operation of local communities and engaging with those communities'*. Community engagement and public safety is also included as a priority in the *Garda Síochána's 2018 Policing Plan*.

The Garda Síochána has stated that community engagement and public safety will become the primary focus of policing in Ireland and this evolution will show in its commitment to preventing crime, making communities safer and engaging with all sections of society. The plan commits to measuring the success of community engagement and public safety activities in the Public Attitudes Survey.

While engagement and interaction with local communities are often unplanned and occur as part of routine policing activity, there are also important engagement activities that need to be supported with the assignment of specialist resources at a local level. These include engaging hard to reach communities, conducting clinics, making information available to communities and delivering youth diversion programmes. In the absence of full-time community policing gardaí in all parts of Ireland, these types of activities are usually assigned to members of regular units or sergeants in addition to their core role. Faced with the wide range of demands for its services, the Garda Síochána must decide on a suitable model to deliver more complex engagement activities.

Benefits of Community Engagement

Engagement is important to enable local communities to participate in local policing, which can range from police services providing information to empowering communities to participate in local police decision-making and service delivery. Engagement occurs in every interaction between a representative of the Garda Síochána and a member of the public and the outcome may well shape that person's view of the Garda Síochána. It is therefore vital that engagement is positive and meaningful and every member of staff has an important role to play. Positive engagement provides a number of benefits for the Garda Síochána as it can help to maintain and increase trust and confidence and lead to increased public perceptions of safety. Engagement also provides an opportunity for people to give feedback on services and allow the Garda Síochána to design services that meet the needs of local communities.

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90   Section 3B(b) of the Garda Síochána Act 2005

Community Engagement Strategies and Plans

There is no organisational strategy or plan describing how the Garda Síochána will conduct community engagement and there are no standardised processes in place. With one exception, the Inspectorate found limited evidence of a structured approach to community engagement at local levels or a full understanding of how engagement can support local policing activity. In a visit to the Dublin Metropolitan Region (DMR) North Central Division, the Inspectorate did find a structured approach to community engagement, including the mapping of community concerns and the introduction of a database to record the details of engagement with community stakeholders. In other places visited, it was unclear as to the intended outcomes of community engagement and contact was not routinely recorded.

In 2015, the Inspectorate recommended that the Garda Síochána 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.[91] This recommendation was accepted and while it is included in the MRP, it is not yet implemented. Senior garda managers at a local level were aware of the importance of community engagement and reported that they have positive engagement with local community representatives and that garda members were actively involved in local community activities. The Garda Síochána has traditionally had a strong community ethos and for many years, members have participated in local groups. During visits, community engagement was often referenced as garda involvement with youth clubs, schools, and older persons groups. While this type of activity is positive engagement, it lacks structure and purpose.

Engagement with Hard to Reach, Minority and Emerging Communities

A major challenge for police services is to understand the views and needs of some of the hardest to reach groups in communities. These are often groups that police services most need to engage with as certain groups or communities may experience particular issues or difficulties in accessing police services, including language, cultural, social or religious barriers. There may also be a lack of trust stemming from previous policing experiences.

At the time of completing this inspection, the latest Garda Diversity Strategy had not yet been published and it is unclear if the strategy will specifically explore issues of engagement with hard to reach, minority and emerging communities. The Garda Bureau of Community Diversity and Integration is the national lead for co-ordinating, monitoring and advising on all aspects of policing in the area of diversity. To support this, garda diversity officers are in place locally to provide advice. The Bureau also liaises with networks and representatives of minority groups and with members of minority communities. The Bureau informed the Inspectorate that it utilises problem solving and inter-agency approaches to deal with new arrivals from conflict zones, second-generation migrants, inter-faith awareness and other complex issues.

During inspection visits, some community policing gardaí reported that they have developed good relationships with minority and emerging communities. For example, engagement had taken place in direct provision sites and with refugees in permanent accommodation. However, this type of engagement appeared to rest with community gardaí and it did not appear to be driven at a national level or at a local management level. While some diversity officers who met the Inspectorate had assisted with community engagement, the majority had not been used in an engagement role and were not used to encourage the reporting of crime. It was found that many gardaí were unaware of who their local diversity officers were and how they could help.

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91 *Changing Policing in Ireland (2015)* Recommendation 3.14

Diversity officers felt that they could be better used to support community engagement and to assist with local incidents.

Nasc, the Irish Immigrant Support Centre in Cork, met with the Inspectorate and reported a positive relationship with the Garda Síochána, particularly with local community policing gardaí. However, engagement with the migrant community had suffered as a result of a reduction in the number of local community policing gardaí. With the Garda Síochána, Nasc developed a national training course to cover areas such as intercultural awareness, understanding discrimination and ethnic profiling. Nasc is disappointed that the course has not been progressed and along with senior garda managers in Cork believes that all front-line staff should have this sort of training. Nasc also said that diversity officers tend to be used for incidents relating to migrants. This can give an impression that migrants should only deal with diversity officers. Nasc said that migrants should be able to report a crime at any station to any member, and not just to a diversity officer.

Representatives from Pavee Point, a Traveller and Roma Centre in Dublin, met with the Inspectorate and reported that interaction between that community and the Garda Síochána is good at an organisational level. Pavee Point is a non-governmental organisation with a focus on Traveller/Roma culture and ethnicity; violence against women; healthcare, including mental health and discrimination and human rights. On occasions, it has called the Garda Síochána to report a crime and found members to be very responsive and professional. However, its main concern is with individual members within the organisation and it has received complaints from community members in connection with excessive use of force, abuse of power and discriminatory remarks. It was highlighted that there is no tradition or culture of travellers joining the Garda Síochána and this needs to change. Pavee Point used to participate in foundation training for new members at the Garda College but this has stopped. Pavee Point would like to see cultural awareness training delivered at all levels of the organisation. It also referred to the need for gender-based violence training.

Dealing with Hate Crime

Most police services use the term "hate crime" to refer to crimes that are bias motivated, and occur when a perpetrator targets a victim because of their perceived membership of a certain group. Examples include crimes related to ethnicity, gender identity, religious belief and sexual orientation. There is evidence that hate crime is likely to have a more significant impact on its victims than non-hate motivated offences. At present, there is no specific hate crime legislation in Ireland. The Government's position is that under Irish law, hate crime is addressed through both the Incitement to Hatred Act 1989 and through the wider criminal law.[92] Internationally, it is generally accepted that a hate crime is an offence which is known to the criminal law and is committed in a context that includes identity based hostility. Direct impacts of a hate crime can range from emotional and/or psychological harm to physical injury as outlined in the Irish Council for Civil Liberties' report *Lifecycle of a Hate Crime*. This report found that no training or documentation had been provided to garda members to establish a shared understanding in the organisation of the meaning of the categories of discriminatory motivation, or the circumstances under which a discriminatory motive should be recorded. In the absence of any policies, the vast majority of gardaí interviewed for the research were of the view that the hate element of a crime *'simply is not something that will be prioritised at the investigation stage'* (Schweppe, Haynes and Walters, 2018).

The Garda Racial, Intercultural and Diversity Office is developing hate crime investigative tools and while it acknowledged that there is under-reporting, it said that non-governmental organisations (NGOs) keep it informed of the situation on the ground.[93] During inspection visits, it was generally reported that while hate crimes do occur, incidences are infrequent. Since November 2015, the Garda Síochána records crimes with a discriminatory motive and completes victim assessments, which require the mandatory recording of data relating to the apparent motive for a crime incident.

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92   Minister for Justice and Equality, Dáil Debates, February 2018

93   NGOs are non-profit making and independent of government, but they are often funded by government.

Discriminatory motive has a number of sub-categories of gender, anti-disability, ageism, transphobia, homophobia, anti-Semitism, sectarian, anti-Muslim, racism, anti-Roma and anti-Traveller. In addition, the *2018 Garda Síochána Policing Plan* provides a commitment to produce a definition of, and procedures to record hate crime. In co-operation with the Garda Síochána and following concern about non-reporting of hate crime, Nasc established a third party reporting mechanism in 2011 and while it worked well, changes to funding stopped this process.[94] In 2014, the Inspectorate examined the issue of hate crime and recommended that the Garda Síochána implement a victim-centred policy and good investigative practices in racial, homophobic and other similar crimes to encourage victims to report offences.[95] While work is in progress, no significant change has been made.

In July 2018, HMICFRS published a report, *Understanding the difference: the initial police response to hate crime*. The report emphasises the importance of the police getting their response right first time and at the beginning of their contact with victims. It says that unless victims feel confident in coming forward and police services ensure hate crime is recorded properly, there is limited opportunity to root out and proactively prevent hate crime from taking hold within communities. It notes that hate crime increasingly takes place online and while third party reporting is beneficial in communities with less trust and confidence in the police, the use of technology by victims to report crimes to the police may mean that third party reporting facilities are less important.

The West Midlands Police in its Diversity and Inclusion Strategy outlines that it has utilised many of its own staff networks to link into minority communities (West Midlands Police, 2016). This is beneficial for improving knowledge and awareness and for building networks within communities. The diverse networks cover Muslim, Sikh, Black Afro Caribbean, LGBT, disability and other communities.

It also has access to a network of over 40 chaplains and faith advisers across the West Midlands. Recruitment of people from diverse communities into the Garda Síochána is a very slow process; like other police services, it is essential to have a garda workforce that mirrors the communities it polices. Developing a more diverse workforce would bring enhanced language skills and make the organisation more culturally competent. This was the subject of an advice paper by the Inspectorate to the Minister for Justice and Equality in 2018 (Garda Síochána Inspectorate, 2018).

There are no national or local strategies or plans in place for engagement with hard to reach, minority or emerging communities. The Inspectorate believes that this type of engagement needs to be structured and in some cases will require the utilisation of dedicated and trained resources who have the requisite skills to do this type of engagement.

Garda Clinics

Garda clinics were introduced to bring police services to communities, rather than requiring people to attend stations. With the closure of stations, clinics were seen as a way of providing a garda presence and services in affected areas. This also allows people to approach and engage gardaí in a less formal way. In most places visited, responsibility for holding clinics rested with community policing gardaí. While the Inspectorate found some good examples of clinics still operating today, in most places they have now stopped. It was explained that attendance was often sporadic and as a result, gardaí stopped holding them. In many places, a reduction in community gardaí numbers led to their demise. This inspection found a clinic operating effectively in a mosque; however, on visiting a Traveller and Roma centre in the same city no similar clinic was in place. Where clinics took place in active community centres there appeared to be more interest and better engagement.

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94 Third party reporting allows a person to report a crime or incident to a non-police person who will record the details and forward them on to the police

95 *Crime Investigation (2014)* Recommendation 6.19

Garda Schools Programme

The Garda Síochána has a long-standing schools programme where gardaí visit primary and secondary schools to deliver talks on personal safety and drugs. A reduction in the number of community gardaí has affected the delivery of the programme and in 2017 only 62% of schools received visits (Garda Síochána, 2018). It was also reported that the material used is dated and not fit for purpose, particularly in connection with social media threats to child safety, and there is limited training available for gardaí. Some gardaí have developed their own material and while this has merit, there is a risk that inconsistent or inaccurate information may be used. During visits, the Inspectorate met with a number of reserves who had qualifications in professional areas such as teaching and who could be used for this sort of engagement. If gardaí continue to deliver the school programme then a cadre of people need to be properly trained and the material used needs to be refreshed.

As highlighted in the Inspectorate's 2014 report, other police services have changed the way that such programmes are delivered with most elements delivered by other agencies such as health professionals. Although it is important for gardaí to interact with young people in a positive environment, the Inspectorate questions whether the current approach is sufficiently structured and with clear outcomes. The Inspectorate believes that the schools programme needs to be reviewed in conjunction with other key stakeholders such as the departments of Education and Skills, Health and Communications, Climate Action and Environment.

Engaging Communities in the Delivery of Local Policing Services

An important element of community engagement is empowering local communities to participate in police decision-making and actively support the police at a local level. As highlighted earlier in this chapter, the annual policing plan process provides an excellent opportunity to engage with local communities and other stakeholders to identify their concerns and priorities.

This allows local communities to identify issues that affect them as well as contribute to solutions to address these issues. Local communities need to be encouraged to participate at every opportunity.

A powerful form of engagement is involving local people in policing. Many UK police services developed independent advisory groups that consist of key community leaders and representatives of all communities. Advisory groups are used by police services following serious incidents and are often referred to as "critical friends". They provide a community perspective on an incident and practical advice about how to engage and reassure communities. They can also be used to assist police services in the development of policies or policing operations and to advise on the likely impact on local communities. While a recommendation to create such groups was made in the Inspectorate's 2014 report no progress has been made.[96] The 2014 report also recommended the introduction of the Independent Custody Visitors Scheme which has been operating in the United Kingdom since 1993. It involves volunteers from local communities attending police stations to visit people detained in police custody to ensure that they are properly treated. Again, no progress has been made on this recommendation.[97]

While the Garda Reserve provides additional uniformed police resources, other police services have, for many years, also utilised the skills of non-uniformed police volunteers as well as younger community members as police cadets. These are local community members who are subject to vetting and assist police services with a wide range of functions. Volunteers can help to improve customer service and in some places, they help to run crime prevention initiatives, write police newsletters and support neighbourhood watch schemes. Police Scotland operates a system of youth volunteers, which comprises groups of up to 24 young people in 35 locations across Scotland. It is open to young people aged 13 to 17, supported by adult volunteers and led by a police constable.

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96   *Crime Investigation (2014)* Recommendation 6.15
97   *Crime Investigation (2014)* Recommendation 9.17

A large proportion of volunteers are referred through community engagement and some are considered as vulnerable young people. Volunteers assist at local and national community events across Scotland.

Although the Inspectorate's 2015 report made a recommendation to develop additional volunteering opportunities, such as cadets and non-uniformed volunteers, no progress has been made to date.[98] The Inspectorate considers that opportunities to involve local people as volunteers in policing, for example, as custody visitors, is a good way of fostering community engagement and should be encouraged. The Inspectorate's Advice Paper to the Minister, *Review of Entry Routes to the Garda Síochána (2018)*, also proposed the use of volunteer schemes to attract applications from under-represented groups. To develop and co-ordinate volunteering initiatives requires the investment of resources at both organisational and local levels to support such schemes.

Neighbourhood Watch and Other Similar Schemes

The garda community policing model is committed to collaborative engagement with community partnerships initiatives such as neighbourhood watch, community alert, business watch and campus watch. In 2017, there were 2,056 neighbourhood watches in operation, which is a reduction of 289 since the Inspectorate last examined this in its 2014 report. Campus watch is in place in 51 colleges, which provides personal safety advice to new students (Garda Síochána, 2018a). CPOs highlighted that it is difficult to establish a business watch, as companies are often willing to accept a certain level of stock loss, rather than use crime prevention design methods or higher levels of security. The Inspectorate's 2014 report identified that these types of schemes are excellent ways of engaging local communities and businesses in crime prevention initiatives and particularly in encouraging neighbours to look after vulnerable members of the community. While schemes need to be self-sufficient, they do require a level of garda support to keep them focused and active.

In general, where community gardaí were in place they provide this support and attend meetings to provide information on home and personal security.

These schemes are important as a means to involve communities in policing, to provide reassurance and to help reduce the fear of crime. They are also a vehicle through which community policing gardaí can engage with local communities and reach out to people who may not have previously engaged with the police. During visits it was explained to the Inspectorate that it is often more difficult to encourage local communities to participate in schemes in urban areas than it is in more rural locations. It was also reported that while some neighbourhood watch schemes work well, they are often launched because of a particular local issue and it can be difficult to keep momentum going once the issue is resolved. Many schemes were described as dormant and there were no plans in place to reactivate them. In many places, it was highlighted that the absence of community gardaí or a reduced number of community gardaí, affects the support given to schemes. In some places, in the absence of community policing gardaí, a regular unit member may be tasked to attend a meeting without any training or guidance as to their role or function. Without appropriate levels of support in place, many schemes cease to operate effectively. This is the sort of activity that requires the support of community policing gardaí with expertise in managing such schemes.

Apart from the number of schemes in operation, there are no metrics in place to measure their impact. As a result, the Inspectorate was unable to establish if schemes are operating in areas of high crime or in areas where local people are very concerned about becoming victims. The identification of high crime areas would also assist with the prioritisation of relaunching dormant schemes or developing new ones. This was the subject of a previous recommendation by the Inspectorate in 2014.[99] Metrics would also provide a good indicator of whether existing schemes are successful in reducing crime and the fear of crime.

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98   *Changing Policing in Ireland (2015)* Recommendation 3.19

99   *Crime Investigation (2014)* Recommendation 1.7

The Garda Síochána also works with a number of NGOs including Muintir na Tíre[100] which promotes and provides information on funding to local groups. Launched in 2013, text alert allows gardaí to send fast-time information to members of the public who have signed up to the scheme and who pay a small fee to receive messages. In 2017, a total of 1,100 schemes were in operation with 194,000 subscribers. It was reported that many schemes were launched following the closure of garda stations. Text alert often relies on individual members to support it, which can lead to inconsistencies in its use. For example, one scheme relied solely on the local CPO and when they are away from work, no messages are sent.

In other jurisdictions, approaches to involving the community in local policing and crime prevention activity are generally proactively supported and co-ordinated by the police service. Neighbourhood watch is considered effective and inexpensive and social media is being used more frequently to support the operation of schemes. The West Midlands Police has an Active Citizens Fund, the main aim of which is to contribute to crime reduction and/or community safety across the West Midlands, while at the same time enabling the police to be better placed to engage with the public and encourage "active citizenship". This fund enables local groups and communities to establish and lead projects that will make a positive difference to them whilst helping to reduce crime and improve safety. It is regarded as an important part of neighbourhood policing.

This inspection has established that there is no evidence-based approach at an organisational or at a local level by the Garda Síochána to develop community-based schemes, such as neighbourhood watch, to make communities safer. The Inspectorate believes that this requires strategic direction and co-ordination at a national level, primarily supported by community policing resources and CPOs at a local level.

Making Information Available to Local Communities

An important part of community engagement is a police service's direct and indirect communication with local communities. It is important that police services take a strategic approach to communications, which takes account of local communication requirements. Police services must embrace a range of contact channels including face-to-face and online. All police services engaged by the Inspectorate recognise the importance of communicating important messages to communities, particularly when faced with a fast moving news cycle, often magnified by social media. External communications provide an opportunity to promote garda good news stories as well as crime prevention advice and reassurance messages.

The Garda National Office of Corporate Communications highlighted that its approach to external communications is focused on promoting the key message of protecting communities. For example, on a case-by-case basis, a designated spokesperson will issue and be available to communicate key messages to support this aim. It was raised that the office is not always told in advance about local policing operations or initiatives that could benefit from pre or post event publicity. It is often the case that the office only becomes aware of a local police operation when it is contacted by the media for information. To provide more support to local policing and to ensure consistency in messaging, the national office intends to appoint regional press officers. During a visit to Cork City Division, the introduction of a regional press officer from the national office was identified as a positive step in assisting with the promotion of local good news stories. Senior garda managers at divisional and district level receive communications training and are encouraged to engage the media, particularly in the aftermath of a serious incident. At a local level, district superintendents often have a good relationship with local print and radio media and many CPOs have regular features on local radio stations and use this to provide crime prevention advice.

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100 Muintir na Tíre is a national voluntary organisation that promotes the process of community development.

Social media can be an invaluable tool for supporting local policing by complementing more traditional communication media. Examples of practices in policing include providing information on successful policing operations, appealing for information on incidents and broader engagement with the public around a specific issue, such as the proposed use of body worn video cameras or other new equipment. For local policing, social media adds unique value because of its ability to share targeted information, which can inform people linked to a specific community or area. It can also be used to engage with local people and it can facilitate a two-way conversation on a particular issue.

The Garda Síochána has corporate pages on Twitter and Facebook, which are managed by the national office. These are good initiatives and are very popular. The Garda College, the Southern Region, Meath and Kildare divisions also have Facebook pages. One of the intended functions of regional press officers will be to identify the potential to increase social media use. The national office identified the importance of selecting the right staff to be responsible for social media content in order to achieve consistency and the right tone. During meetings with some stakeholders, it was raised that the tone of some garda messages can be frivolous and that the important part of the message can be lost. The Inspectorate believes that social media should be used more effectively, particularly at local policing levels to provide information to communities on garda operations and the result of local initiatives.

Increasingly citizens expect a public service that meets their needs and people want access to services or information in different ways. As a result, police services need to be responsive and innovative in how they provide information on services. In its 2014 report, the Inspectorate highlighted the importance of providing information to citizens, including crimes occurring in the areas in which they live.

This included a recommendation that the Garda Síochána initiate a process with public service information bodies, including the Central Statistics Office, to develop online crime mapping information.[101] While this is not yet in place, the Garda Síochána is currently developing an internal process to create electronic maps of divisions. This technology has the capability to include a vast amount of local information on maps, such as the location of stations and the number of members and vehicles assigned to those stations. It will also overlay non-garda information, such as population data and other important local information. A divisional site will have the capacity to include crime statistics. It is intended that this technology will support the new divisional and community policing models. The technology also has the capacity to create an external public website where local people could access information on garda services and crime levels. Other jurisdictions have recognised that providing online information, such as crime mapping, allows members of the community an opportunity to obtain up-to-date information for the area in which they live. Providing access to other information, such as the number of police officers in an area, can also reduce the volume of requests police services receive from a broad range of interested stakeholders. It can also lead to an increase in crime reporting and the reporting of community intelligence to the police.

The Inspectorate found good examples of making information available to communities during visits to Police Scotland and the West Midlands Police. Police Scotland has a *Communications & Engagement Strategy*, which sets out a framework for communications at national level and a standardised local approach that is flexible to meet the needs of all communities. In Scotland, all ranks of officers do interviews and Police Scotland operates social media at corporate, divisional and micro level for trained users. Police Scotland monitors the impact of its communication activities by having measurable objectives. The National Safer Communities Unit provides crime prevention and reassurance messages to each division, and they use social media to disseminate them locally (Police Scotland, 2015).

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101 *Crime Investigation (2014)* Recommendation 8.24

The West Midlands Police proactively uses the internet and social media to communicate important messages. All communications support the service's mission statement and are designed as two-way conversations, not just pushing broadcast information. Communication is mostly digital and includes a Citizen's Portal, which aims to present an alternative to telephone contact. This enables the reporting of crime online and the tracking of progress of the investigation. West Midlands Police aims to reply to comments posted on social media. Messages are written impartially and in the style of a professional journalist. It also encourages appropriate officers to do media interviews, such as local neighbourhood officers who will do consequence management pieces following serious incidents. Each neighbourhood team also has a Facebook page. In addition to corporate pages, 260 officers and teams have social media accounts, with more than one million followers.

Many police services have created local policing Facebook pages and Twitter accounts to engage and converse with their communities and develop two-way conversations concerning local issues. Figure 4.3 shows a Twitter account from a New York Police Department precinct showing how it responded to an issue of local concern. The use of "before" and "after" photographs shows that action was taken.

Figure 4.3 - NYPD Twitter Account August 2018

Source: NYPD 115th Precinct Twitter Account Page

Overall, the Inspectorate believes that the Garda Síochána should use a variety of different platforms to enhance the quality and quantity of information provided to local communities and to provide systems that allow a two-way flow of information. As seen in other police services, social media should be used at more local levels, particularly by community policing units. The Inspectorate believes that the Garda Síochána should develop a social media capability built from the local policing level up.

Recording and Evaluating Engagement

Apart from in the DMR North Central Division that is discussed in the next section of this report, the Inspectorate found limited evidence that community engagement is recorded and no evaluation has taken place to establish the benefits or other impacts of local engagement. This inspection found that community engagement is seen very much as the responsibility of the community policing sergeant or individual community gardaí and that in many cases it is left to individuals to decide on what action to take.

International Practice

Most police services have formal structures in place to co-ordinate and oversee community engagement. In Scotland, there is a national approach to community planning, which requires public sector bodies to work together to understand the different needs and aspirations of the communities they serve and work with communities to achieve better outcomes.[102] Police Scotland *Communications & Engagement Strategy (2015)* confirms this approach. The strategy lists examples of engagement options relevant in a local context including:

> Street surgeries;

> "Have your say" meetings held by community policing officers;

> Partnership and Community Together meetings;

> Community, council, residents association and tenants meetings;

> Focus groups;

> Local equality groups, faith groups etc.; and

> Meetings with statutory and voluntary partners.

Police Scotland recognises that it has fewer engagement opportunities with young people as they may not be outdoors as much as in previous generations. "Web Constables", who are local community policing officers, were appointed to engage with young people and other community members in connection with online issues such as sexting and bullying. They also assist police officers investigating these types of crime.

The West Midlands Police has an engagement steering group, chaired at chief officer level. Different methods of communication with the public have an identified police service lead and there is an engagement lead for each local policing area. The service's engagement strategy emphasises its focus on *'engagement with purpose'* to increase public confidence and encourage active citizen participation in local policing. The approach to community engagement focuses on "signal crimes" that are perceived to be problematic and cause people to change their views about safety.

These are identified through systematic community engagement, which aims to build community resilience and capability. It uses local neighbourhood profiles, which include information from other public services to help police neighbourhood teams to understand the make-up of communities. It has a specific focus on children and young people at risk and working with partners and communities. Because of reduced resources, it had to pull officers away from activities that they liked doing, such as schools, and focus them towards areas where they could be more effective. Like Police Scotland, West Midlands Police recognises that policing is moving from the public space to private and virtual spaces and police services need to increase their visibility on social media and online interaction.

International practice shows that for community engagement with the police to be successful, there must be organisational commitment and the right culture. Community engagement must be part of core work, not confined solely to specialist teams or one-off programmes and it is not something to be done "to" communities; they must participate in the planning and choosing of approaches and feel equal ownership of the process. Importantly, the police should not underestimate the effect of previous poor interactions with policing, especially with minority communities (Myhill, 2012).

Community Engagement Summary

At a local policing level, it is imperative that staff at all ranks and grades understand the value of positive engagement with members of the public in both formal and informal situations. This level of engagement may well shape a person's long-term view of local policing and subsequently their confidence levels in the Garda Síochána as an organisation. In order to deliver more formal and effective local engagement, such as developing neighbourhood watches and making information available to local communities, the Inspectorate believes that the Garda Síochána needs to have sustainable levels of community policing gardaí, sergeants and inspectors in place.

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102 The Christie Commission on the Future Delivery of Public Services highlighted the need for integrated services to be provided for local people through consultation and engagement

This inspection found an absence of a community engagement strategy or plan at national and local levels. As a result, the Inspectorate found varying levels of ad hoc engagement and an unstructured approach to understanding local communities' needs or concerns. This inspection also found that community engagement is not systematically recorded. Although many aspects of the garda community engagement activities are worthwhile, they are unstructured and unco-ordinated. As such, the Inspectorate would like to see a national community engagement strategy based on clear objectives to improve service delivery along with an operating framework and guidance to support local policing.

Community Policing

In many policing services, community policing and neighbourhood policing are collective terms used to describe the delivery of specialist community services. This is usually associated with the assignment of dedicated policing resources. This section examines how community policing operates in the Garda Síochána as well as in other jurisdictions. An objective of the *Garda Síochána Strategy Statement 2016–18 is 'to promote and embed a new community policing ethos across An Garda Síochána to enhance trust and confidence and to ensure a visible, accessible and responsive service'.*

In its *Policing Plan 2018*, the Garda Síochána outlined a commitment to build a new community policing ethos where every member, garda staff and reserve member, regardless of rank or grade, considers service to the community to be a core function. While this is a positive ethos, the Inspectorate's view is that community policing has a distinctive and specialist role in relation to the delivery of some critical elements of local policing services.

Community Policing Models

Chapter 1 explained that there are in effect three garda community policing models, two of which, the 2009 *National Model of Community Policing* and the Small Areas Policing model are currently operating and the third model is a proposal contained in the MRP.

Most divisions visited during this inspection operate the 2009 national model. This model acknowledges that not all districts are the same and defines different types of districts. It envisages dedicated community policing teams in urban districts and pooled resources in rural districts. While the MRP proposed a different model comprising a multi-disciplined team, it is not yet in operation. While the Small Areas Policing model is only fully operational in the DMR North Central Division, some of the principles of this model have been adopted by other divisions.

At the time of completing this inspection, a draft national framework and implementation plan for community policing was at development stage, but it was not in a position to be shared with the Inspectorate.

Community Policing Resources

The number of members assigned to community policing duties has fallen dramatically in recent years from 1,148 in 2011 to 730 in March 2018. Figure 4.4 shows the number of gardaí and sergeants assigned to community policing across the eight divisions visited. With the exception of DMR North Central, all other divisions visited were operating the 2009 national model.

Figure 4.4 - Number of Members Assigned to Community Policing March 2018

Division	Number of Gardaí	Number of Sergeants	Total	% of all Resources
Cork City	26	1	27	4%
DMR North Central	89	7	96	15%
DMR Southern	45	4	49	9%
Donegal	2	0	2	1%
Galway	14	1	15	3%
Kerry	7	1	8	3%
Westmeath	9	1	10	4%
Wexford	8	0	8	3%
Totals	200	15	215	6%

Source: Data provided by the Garda Síochána; analysis by the Garda Inspectorate

This shows a wide variation in the number and proportion of members assigned to community policing duties, ranging from 1% (two members) of all resources in Donegal to 15% (96 members) in DMR North Central. While the average assignment for the eight divisions was 6%, the average across all 28 divisions was 5%. The level of resources assigned under the Small Areas Policing model in DMR North Central is significantly higher than in any division operating the 2009 national model.

There has been acknowledgement from inside and outside of the Garda Síochána that in the last decade there has been a move away from community policing as members were moved to support regular units and other front-line services. This was confirmed in earlier analysis that showed that some divisions have lost over 50% of their community policing members from their highest levels and some districts have no dedicated community policing resources in place. While new gardaí are required as part of their probationary period to complete community-based projects, there are no formal attachments to community policing units built into the training programme. The Inspectorate views this as a gap and believes that all probationers should have an attachment to understand the importance of this role.

Community Feedback

During inspection visits and through engagement with community members, community groups and NGOs, it was made clear that they have noticed a reduction in the numbers and availability of community policing gardaí. An NGO said to the Inspectorate that "policing is now more about regular policing and less about community policing". In places where community policing units were in operation, local communities were generally very complimentary about their work. Community policing gardaí feel that local communities hold them in high esteem and this was endorsed by NGOs and senior garda managers who often receive positive feedback on their services.

Views of Staff Associations

In a written submission from the Garda Representative Association (GRA), it was explained that community policing as the style and ethos of policing has long been regarded as the main strength of the Garda Síochána. It further stated that community policing has been neglected and has lost its focus. The GRA would support community policing as the service delivery model. This approach would adopt a style of community engagement, problem solving, crime prevention and law enforcement. It would also include accountability, a willingness to embrace diversity and to provide a forum for collaborative partnerships.

The submission outlined a belief that the 2009 model is still appropriate, but should be relaunched, with guidance on issues such as community partnerships and information sharing. The GRA would like to see a multi-agency approach and provided an example of a Canadian model for dealing with young people at risk.

In a meeting with members of the Association of Garda Sergeants and Inspectors (AGSI), the issue of community policing featured prominently. They explained the important role that gardaí play in local communities and the non-police activities that they participate in, such as sports coaching. AGSI feels that the current approach to community policing is haphazard and needs more structure. In addition, the interrelationship between local policing units needs to be clarified and a decision made on what regular units, detective units and community policing units will and will not deal with. In some places, in the absence of dedicated community policing units, gardaí and sergeants on regular units are assigned community policing responsibilities. AGSI raised a concern that community policing is not seen as a career path or a position that will lead to advancement in terms of selection for specialist posts or promotion. AGSI would like to see people with the right skills in dedicated community policing roles but emphasised that they need appropriate training, good supervision and suitable transportation to allow them to operate effectively. AGSI raised a point about whether community policing should be branded in a similar fashion to roads policing. If this were done it should not suggest to other units that community policing is no longer their role.

2009 National Model of Community Policing

To examine the operation of the 2009 national model, the Inspectorate visited a number of different divisions and districts. For the purpose of a more detailed examination, the Inspectorate selected Athlone District. The following is a synopsis of the Inspectorate's findings from its visit.

National Community Policing Model – Athlone District

Background Information

Westmeath Division comprises Athlone and Mullingar districts. Athlone district has a population of just over 41,000 covering 873 square km with four rural sub-districts of Moate, Kilbeggan, Glasson and Ballymore. Athlone is over an hour from Dublin and has one motorway running through it. Athlone has the midlands' largest shopping centre with over 60 major retailers. The main policing challenges include burglary, drug dealing and anti-social behaviour.

Community Policing Model

Athlone operates the 2009 *National Model of Community Policing* and is categorised as 'D', a large provincial town district encompassing rural hinterland areas. This model requires the district to have some areas with dedicated community police officers and other areas with members who have dual responsibilities for responding to calls for service and carrying out community policing duties.

In 2016, in support of the MRP, Athlone took steps to reinvigorate its community policing service. To support core objectives that included providing a more visible and accessible service, a decision was made to combine resources in two sub- districts. This was aimed at providing more flexibility in the deployment of resources and ensuring that policing activity in both areas was more co-ordinated. While a decision was made to divide the combined areas into six community engagement areas, activity was mainly focused on reducing road traffic collisions through enforcement action. Each small village was assigned to a regular unit garda member.

Community Policing Resources

In March 2018, Athlone town had four gardaí and one sergeant assigned to community policing duties. The community policing sergeant was also the sergeant in charge of the district and that role took up 90% of their time. A local inspector had a number of divisional responsibilities including community policing, neighbourhood watch and other similar schemes. Outside of Athlone town, sergeants and gardaí on regular units were assigned community policing responsibilities in addition to their core response duties. For example, in the sub-district of Moate, regular unit members were assigned to local villages and were expected to attend community meetings in those areas and to conduct visits to vulnerable people.

All of the full-time community policing gardaí are abstracted for other duties such as prisoner escorts and working on regular units to ensure that minimum strengths are maintained. The peak times for abstractions are on Fridays and Saturdays.

Most members felt that there were insufficient numbers assigned to community policing to operate this model effectively.

Community Policing Areas

The focus on community policing is mainly in Athlone town centre with all of the community policing gardaí deployed in this area. The town centre is split into four community policing areas and geographically it accounts for 10% of the overall district area covered. The rest of the district is covered by regular unit members.

Working Practices

The community policing gardaí work in pairs and are aligned to two different shifts on the non-core roster. As a result, there are three shifts on the roster when no community policing gardaí are on duty. Members did not consider that the roster was good for community policing activity and it is further exacerbated by the low numbers assigned to these duties.

Tasking of Units

Community policing gardaí generally attend regular unit briefings and book on duty with the local control room. There is no call allocation policy for what they should deal with and they can be dispatched to any type of incident in the town centre. While the community policing sergeant said that community policing gardaí focus on drugs and anti-social behaviour, members explained that they primarily focus on schools and vulnerable people.

Community policing gardaí have access to a marked patrol car, bicycles and a minibus. Foot patrol is not often used and patrolling in a car is usually conducted to ensure greater coverage. Community policing gardaí are required to provide a monthly work return to their sergeant who in turn provides a report to the district officer. It was raised that lots of their activity is not formally recorded. Community policing gardaí are not routinely allocated crimes to investigate and generally deal with cases that they come across directly.

There are no role profiles for community policing gardaí outlining policing priorities or their core functions. The members who met with the Inspectorate were very experienced and in the main, they self-task.

Community Engagement

Community policing gardaí conduct call-backs to victims of crime and maintain an older persons database. Regular visits are made to places of worship and it was reported that they have developed a good relationship with a local refugee centre. It was also reported that they have a good working relationship with the local authority and have regular contact in connection with tenants who cause problems in local estates. They are also actively involved in a local authority group that funds initiatives in deprived areas.

Three of the community policing gardaí are trained as diversity officers but are not used in this capacity. There is no local database or record of community engagement. Feedback from local people to the community policing sergeant on their service is very positive.

Crime Prevention

The Garda National Community Policing Office directs local activity in the form of community safety weeks during which community policing gardaí attend local shopping areas to provide crime prevention advice. The national unit also helped with the launch of a campus watch scheme in a local college. There are 60 official neighbourhood watch schemes in Athlone but many of those are now dormant. Text alert is considered a good scheme but the local process relies on an individual member and when they are not at work, messages are not sent. Community policing gardaí are often assigned to address local policing problems without any formal problem-solving training.

Supervision

Positive feedback was received on the commitment of the community policing sergeant, but with other major responsibilities, the time available to them for community policing and supervision is limited. A community policing sergeant felt that there should be two full-time sergeants assigned to these duties.

Training

The community policing sergeant is involved with lots of community groups but received no training for this role. Community policing gardaí were originally trained to deliver the schools programme, but have not had any refresher training and the materials they use need updating.

Summary

Athlone district reduced its community policing resources by 50% and this impacts on the services it is able to provide. It was explained that the level of resources assigned to community policing is dependent on individual district officers and their views on the value of community policing. Community policing is restricted to 10% of the area covered and outside of the Athlone town area, it is covered by regular unit gardaí.

Community policing members feel that their work is more valued externally than internally and they would like community policing to be considered a specialism.

Most members are committed to the principles of the 2009 model, but feel that there are insufficient resources assigned to achieve its core objectives.

During visits to other divisions operating the 2009 model, it was common to hear that there were either no resources or insufficient resources assigned to community policing, with a number of places having no dedicated members in place. In some locations, regular unit members were assigned to community policing tasks in addition to their core role. District officers explained that they were balancing the need to maintain a community policing presence, while trying to resource regular units to ensure a response policing service. During visits, members of all ranks identified the reduction in community policing numbers as a major barrier to more effective local service delivery.

This inspection also found that there is no clarity about the role and responsibilities of community gardaí. As a result, those in community policing roles operated very differently and there was little consistency in their utilisation. Community policing is also delivered on a district-by-district basis, resulting in significant variations in the number of gardaí assigned to community policing and the way in which they are used.

As highlighted in previous chapters, members assigned to community policing are regularly abstracted from their primary role in order to back-fill vacancies on regular units or to perform other duties. It was not uncommon during visits to find that community policing members were the first to be abstracted. These abstractions remove them from providing visibility and from planned community engagement activity. With the current garda roster and with the small numbers of members assigned to community policing, it was often the case that there was no community policing units on duty on certain days of the week. The impact of the abstraction is felt greatest by local communities who lose

an important part of their main local policing presence. Many police services have tried to ensure a sustainable level of community policing. This includes "ring fencing" of community officers to prevent them from being taken away for other policing activities. Some police services also set targets for the amount of time community policing officers must spend working in their communities.

Much of the work of community policing gardaí is not recorded or measured. Some places have books that are used to record activity, but this was not common practice. In many places community policing gardaí are not supervised on a daily basis as their sergeant works different shifts. In some districts, regular unit sergeants, also working across different shifts, are assigned as the supervisor for community policing units. As a result, when community policing gardaí come on duty they are not always briefed and tasked by a supervisor. This is a gap in directing and monitoring the activity of community policing gardaí. Most senior garda managers see the benefit in having dedicated community policing units, but with a clearly defined role in tackling local community problems. Many community policing gardaí do not feel that the work that they do is valued and it is not viewed as a post that will help with their career ambitions.

Small Areas Policing

To examine the operation of the Small Areas Policing model, the Inspectorate visited Store Street District in Dublin. The following is a synopsis of the Inspectorate's findings from its visit.

Small Areas Policing – Store Street District

Background Information

DMR North Central Division comprises Store Street, Mountjoy and Bridewell districts, covering Dublin's north inner city, including Croke Park Stadium, Dublin Port and Mountjoy Prison. It has a large retail and business community as well as high levels of shoppers and visitors. The area has suffered from high profile gangland incidents, presenting significant policing challenges. National units provide good support in relation to organised criminality and gang issues. The main issues of local concern are drug dealing and anti-social behaviour. The Mulvey report (2017) on North East Inner City Regeneration referred to the complexities of significant clusters of high deprivation alongside affluent populations.

Small Areas Policing Model

The model commenced in 2009, giving individual community policing gardaí ownership of and responsibility for clearly defined geographic areas comprising 50-200 dwellings. Each area should have a tailored plan and gardaí have a number of responsibilities including visiting sex offenders, domestic abuse victims, persons under threat, education/business liaison and high-visibility community reassurance patrols. As a consequence of having small geographical areas, there are large numbers of plans in existence. It was reported that there are insufficient numbers of members assigned to service them all. When the model was established, the community policing gardaí undertook a community needs interview process, visiting all residents. The model requires gardaí to work in partnership at all levels from individuals to community groups and NGOs. It was highlighted to the Inspectorate that once plans are set, they do not change, even if new policing challenges arise.

Community Policing Resources

In October 2017, Store Street had 40 gardaí and four sergeants assigned to community policing. There are no garda staff assigned to this model. All of the members can be abstracted for prisoner escorts and events at Croke Park Stadium. It was raised that the model is resource intensive and once numbers of gardaí started to reduce in previous years it became unsustainable. It was also raised that the model only works well with the benefit of considerable amounts of overtime. Most people reported that the model is worthwhile, but only if sufficient levels of resources and supervision are in place.

Divisional Community Policing Office

The Divisional Community Policing Office (DCPO) acts as the point of contact for calls from the public, businesses and other stakeholders about local policing issues.

The DCPO records all contact, deploys community policing gardaí to address local issues and maintains a database of where patrols need to take place and what tasks need to be completed. It also co-ordinates activity to check on vulnerable community members and arranges call-backs to victims of crime. The DCPO assesses calls and if not a police matter, it passes them to another agency, such as the council. It does not record crimes and refers all incidents to gardaí to investigate. The DCPO leads on community and text alert schemes and all community communications. It updates the originator of calls with results and only the DCPO can close a case. The Garda Victim Services Office is located within the DCPO. Staffing in the DCPO comprises one sergeant and five gardaí and within the Garda Victim Services Office there is one garda staff and one garda member. Most people felt that all posts within both units were suitable for full civilianisation.

Planning and Tasking Unit

The Planning and Tasking Unit (PTU) is responsible for the control and management of all foot and cycle resources, with mobile units controlled by the DMR Command and Control Centre (CCC).

The PTU takes non-emergency calls across the three districts and is staffed 24/7 by a sergeant and three gardaí. The PTU can deploy other local units, such as detectives, if there are outstanding calls. While the unit is suitable for civilianisation, the Inspectorate believes that all resources should be deployed directly by the CCC, in which case the PTU would not be necessary. All gardaí must book on and off with the PTU. There is no call allocation policy and calls are assessed on an individual basis. The PTU ensures that local reassurance beats and posts are covered. It was highlighted that it is inefficient to operate the PTU from five shifts instead of four as in the CCC. Despite the existence of the PTU, stations also receive calls from the public and there are therefore additional resources performing the same role. Community policing gardaí reported that the PTU often assigns them to calls that take them away from planned activity.

Engagement

The division had recently created an Excel spreadsheet for each small area and gardaí are expected to populate it with all contacts made and activities undertaken. This is used to respond to questions from stakeholders about police activity.

Supervision

Supervision at sergeant level was identified in most meetings as a serious gap in the model and there appeared to be some confusion over the supervisory roles of the PTU sergeant and other sergeants about who was responsible for supervision of front-line staff. While the Inspectorate was told about a position of "outdoor sergeant", this was not in place and it appeared that supervision depended on who was available at the time. Many sergeants rarely patrol and, in a division facing significant challenges, the lack of front-line supervision is a concern. It was also the case that there is often no inspector on duty, particularly late at night, and the division is required to contact another division for assistance. Supervision was described as "taking place on the telephone, rather than on the ground".

Community Policing Gardaí

Members assigned to community policing roles are not selected through a formal process and some were described as not interested in the role and without the necessary people or policing skills. It was suggested that a smaller number of the right calibre of gardaí could achieve better results.

Training

The initial implementation of the model was underpinned by a bespoke training programme. However, since that time no specific training has taken place. Problem-solving skills were identified as a training gap. The Inspectorate was informed that a new training programme is being developed.

Performance/Accountability Reviews

The divisional chief superintendent holds bi-monthly performance/accountability reviews with individual community gardaí in each district to discuss progress in their areas. This is a significant commitment as the process takes three days to complete; 25 people were present at a review observed by the Inspectorate, with some attending on their days off and others working overtime. Many gardaí were knowledgeable about the issues in their area and to some extent, the review process appeared to just confirm this. There were some good examples of problem-solving activities, but there did not appear to be a mechanism for sharing this good practice.

There was also an absence of measuring the amount of community intelligence generated by each member.

Community and Business Feedback

It was raised that the model has been well received by the business community and local councillors are very supportive of it. In contrast, it was perceived by members that it was less well received by local residents.

The Mulvey report endorsed the approach and recognised the *'obvious potential to deliver improved outcomes at community neighbourhood level if properly resourced and maintained'*. It called for consolidated and tailored local plans based on the *'small areas'* model, which will reflect the needs identified by the community and its residents.

Summary

There are some excellent principles and approaches in the use of this model including the surveying of residents to establish their local community concerns. There is also local ownership by assigning individual gardaí to specific geographical areas. This was also the only division visited that had a DCPO in place as a single point of contact for local communities to report matters of concern.

It was reported that there is significant administration associated with this model and the Inspectorate is concerned about the high level of back office support required to operate it. With the current approach to the model, the number of gardaí required to deliver it far outweighs the level of resources in place. The absence of patrol supervision at sergeant and inspector level was a major concern and to deliver effective services, this needs to be in place. While most members interviewed felt the principles of the model were good, it was felt that it is too resource intensive and is negatively impacting on other areas of service delivery.

Independent Evaluation of Community Policing Models

The Garda Síochána commissioned an independent evaluation of the 2009 national model that was completed in 2017 across nine districts of which eight operated the 2009 model and one (Store Street District) was using the Small Areas Policing model. This evaluation identified that the reduction in community policing numbers due to austerity was hampering achievements in almost all locations visited, but reported that progress was still evident. It felt that community policing had improved visibility and accessibility and that community policing gardaí are better known and more approachable than other gardaí within their communities. The initiative to visit 15,000 residents in Store Street District to promote the model was identified as good practice. The evaluation highlighted falling crime rates but was unable to say if this could be attributed to community policing activity.

International Practice

In the West Midlands Police, neighbourhood policing is at the heart of the organisational structure. It is geographically based within a functional management model and aims to prevent harm and use problem solving to reduce demand. Neighbourhood policing is regarded as a specialism requiring a particular skill set and officers are not abstracted for other duties, allowing continued focus on neighbourhood issues. Police Scotland devised a new model of local policing based on 85% response and 15% community policing. Core responsibilities for community policing include street surgeries, finding out about and dealing with community concerns and matters raised by the local authority or councillors, as well as dealing with repeat callers and identified offenders in the community. Time is ring-fenced for engagement and problem solving.

The Way Forward

At the time of completing the Inspectorate's 2014 report, the Garda Síochána informed the Inspectorate that it was developing a new community policing model. Some four years later, a new model is not in place and the Garda Síochána has not determined what the new community policing model should be and when

it will be implemented.

In England and Wales, there have been a number of different models of community policing and neighbourhood policing. The Police Foundation cautioned against hybridisation and called for neighbourhood policing to be regarded as a specialism (Higgins, 2018). As a result, many police services are choosing to designate smaller, functionally discrete policing teams to neighbourhood/local preventative duties and to (partly or wholly) insulate these from reactive demand.

In June 2018, the UK College of Policing in England and Wales published guidelines on modernising neighbourhood policing for public consultation. The guidelines say that neighbourhood policing aims to connect communities directly and seamlessly to specialist policing services at local, regional and national level. It is also recognised that those involved in neighbourhood policing need time and space to work in a proactive and preventative way to protect local neighbourhoods or communities, to safeguard the vulnerable, to manage and divert offenders and to earn community confidence (College of Policing, 2018).

This inspection has found a number of challenges in the operation of a hybrid model used in many divisions where response units also have community policing responsibilities. This is an integral part of the 2009 national model that is used in most rural parts of Ireland. This inspection has shown that a workload that contains significant amounts of response police work is unsuited to also delivering community policing activities like community engagement and partnership working. During inspection visits, the Inspectorate found that the demands of response policing undermine efforts to make and keep appointments and commitments to local communities.

Community policing is a critical area of service delivery and where garda community policing units were sufficiently staffed and able to undertake their role appropriately, it had led to some positive local initiatives. In urban divisions, although the numbers of gardaí assigned to community policing have reduced, they have still maintained sufficient numbers to deliver community policing services. However, in rural

areas, large reductions in the numbers of gardaí in community policing roles and the use of a hybrid model have had a significant impact on the delivery of local policing services. At present, there is a risk of the Garda Síochána delivering an inconsistent community policing service across the 28 divisions, depending on whether the division is in an urban or in a rural location.

The Inspectorate's 2014 report identified issues that raised questions about the real value placed on community policing in the Garda Síochána and the inconsistency in the approach to delivering local services. The Inspectorate made recommendations in that report to develop a new approach to the deployment of community policing units and to provide clarity about the crime investigation roles of all units, including community policing units.[103] The Inspectorate revisited the role of community policing in its 2015 report and a further recommendation was made for the Garda Síochána to review the approach to community policing and community engagement in urban and rural divisions and in particular, the deployment and tasking of resources.[104] This recommendation is not implemented and awaits the publication of a Community Policing Framework Strategy.

While the model for delivering community policing needs to be flexible to take account of urban and rural differences, the Inspectorate considers community policing as a specialism that requires a consistent and sustainable model. It also requires the assignment of specialist community policing resources with a clear role and function. To ensure consistency in the delivery of local services it must be within a national framework, managed on a divisional basis and delivered at the community level.

Responding to Calls for Service

Responding to calls for service is a core policing function and all operational members, garda staff and reserves have a role to play in providing appropriate responses to calls. Calls for service are a major demand on local policing services. They need to be managed effectively and sufficient resources need to be available to ensure an effective response is provided. Some calls require the immediate attendance of gardaí, and while other calls may also require garda services, it may not be necessary to send a unit at that time. Some calls will require the assignment of specialist resources, such as those involving firearms or other significant risk. The majority of calls will be assigned to members from regular units who provide the main response service.

Due to the high volume of calls received, many police services have developed a range of responses. For example, some calls that do not require an immediate response can be dealt with by making an appointment suitable to the caller and assigning the call to an appropriate unit. This could include calls relating to noise or nuisance in an area that could be assigned to community policing units. In the Inspectorate's 2014 report, a recommendation was made for the Garda Síochána to develop new approaches to calls for service, such as the use of appointment cars. To date, little progress has been made and the Garda Síochána continues to respond to calls in the same way.[105]

Dealing with calls for service should not just be the responsibility of regular units; other local units should assist with calls that are suitable for their role. For example, community policing gardaí should book on duty with the control room and be available to respond to certain types of calls from the public, such as anti-social behaviour, graffiti, neighbourhood disputes, and hate crime in their geographical areas of responsibility. This would share the overall calls for service workload. Where community policing gardaí have appointments, they should notify the control room of their unavailability. As highlighted in Chapter 3, there is no call allocation policy stipulating the type of calls that units,

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103 *Crime Investigation (2014)* Recommendations 2.1 and 6.35

104 *Changing Policing in Ireland (2015)* Recommendation 3.14

105 *Crime Investigation (2014)* Recommendation 3.23

such as community policing units, should and should not deal with. This inspection found that some community gardaí do not always inform a control room when they are on duty as they fear they will be used as just another resource and dispatched to incidents not necessarily within their areas of responsibility.

Investigation of Crime and other Incidents

The investigation of crime and incidents is also a core policing function and all operational members, garda staff and reserves have a role to play. The investigation of crime and incidents is another major local policing demand that needs to be managed effectively. Sufficient resources need to be available to ensure investigations are conducted diligently and expeditiously. As highlighted in Chapter 3, there is no crime investigation allocation policy in place for determining who will investigate particular crimes. As a result, the Inspectorate found inconsistencies in the types of crimes that units, such as community policing units, investigate. For example, community policing gardaí are not currently allocated suitable crimes for investigation occurring in their geographical areas of responsibility. The Inspectorate believes that they should share the responsibility for investigation of crime along with other units. This could include incidents such as anti-social behaviour, criminal damage and hate crime. This was the subject of a previous recommendation made by the Inspectorate in 2014 to provide clarity about the crime investigation role of units such as drugs, traffic and community policing.[106] Community gardaí are a very useful resource for communicating with and gaining access to local communities and to particular individuals. For example, following a serious incident community policing gardaí are often used to engage with local communities and to provide reassurance and a visible presence.

Enforcement of Powers

The vast majority of the garda workforce is assigned to divisions and districts on a daily basis providing both a uniformed and non-uniformed presence in local communities. Gardaí have important functions, such as preserving the peace and public order, controlling and regulating traffic and preventing crime. When public disorder occurs, traffic laws are breached or gardaí suspect that a crime has been committed, they have an obligation to take action and where necessary and proportionate to use their powers.

While enforcement is a core role for all members and reserves, there are some areas that require the use of specialist resources. With regards to powers of search, arrest and detention, all operational members have an important role to play. This inspection found that community policing gardaí often have very different approaches to enforcement, with some exercising the full range of powers and others believing that to do so would affect their relationship with local communities. The Inspectorate believes that all operational members, irrespective of their role, should, where appropriate, use their enforcement powers in the course of their duties. This includes community policing gardaí who have a duty to tackle crime and disorder in their areas and it is important that they are seen to exercise their enforcement powers in appropriate circumstances.

During inspection visits, the Inspectorate found that anti-social behaviour legislation is not often used for enforcement purposes and members explained that they usually resort to other legislation such as public order. This also included community policing gardaí who would be expected to use this type of legislation more often than other units. This inspection did not find any examples of the use of full anti-social behaviour orders and there was limited use of behavioural warnings. This type of legislation can be used to tackle anti-social behaviour in local communities, but it is complex and requires appropriate support to be in place to assist gardaí who want to exercise these powers.

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106 *Crime Investigation (2014)* Recommendation 6.35

There are a number of other enforcement areas that require the assignment of specialist resources to co-ordinate activity. These would include warrants, summonses, prosecutions and licensing of premises and people. While all operational members have an important role to play in executing warrants and visiting licensed premises, these are important areas that need to be effectively managed. During visits, the Inspectorate found inconsistent approaches to these areas with divisions and districts operating very different systems. These areas require the assignment of dedicated resources that should operate at divisional level to co-ordinate activity and ensure that effective systems are in place.

Policing National and Local Events

Throughout the calendar year, divisions and districts will need to provide resources at certain times for national and local events. For national events, depending on the level of resources required, the loss of local resources can have a significant impact on the ability of a district to deliver effective local policing services. At present, the assignment of resources to local policing duties each day and requests for some of those resources to police events are managed at district level. During visits, the Inspectorate found inconsistencies in the approaches to the assignment of resources for local policing services as well as event planning and resource management. This is an area that requires the assignment of dedicated resources in a divisional planning unit, with responsibility for ensuring that there are sufficient numbers of staff to provide local policing services each day as well as managing any requests for resources for national and local events.

Problem Solving

In providing local policing services, it is common practice for gardaí from regular units to attend incidents involving the same victim, the same location or the same suspect. This could involve gardaí on different units who may be unaware of previous calls to similar incidents. Regular units are primarily first responders and usually deal with the situation that presents itself at the time.

Regular unit members do not have time built into their roster to enable them to investigate longer term and sometimes more complex community issues. Repeat calls for service place considerable strain on resources and a problem-solving approach is a good option to tackle a situation and reduce demand for services.

Problem solving entails using structured approaches to address endemic local problems. Approaches seek to identify and analyse the underlying causes of community problems and to respond using a wide variety of methods and tactics. Adopting a problem-solving approach can address the root cause of an issue affecting a local community and remove the need for gardaí to continue to deal with similar incidents in the future. Actions could include improved lighting in an area, creating opportunities for young people or targeted patrolling.

The 2009 *National Model of Community Policing* commits to a problem-solving approach and the Garda National Community Policing Office informed the Inspectorate that SARA (scanning, analysis, response and assessment) is used by community policing gardaí as a problem-solving technique. An example was provided in Crumlin, concerning wasteland between two local colleges used by local drug gangs. As a result of gardaí working in partnership with other agencies, the land was reclaimed and turned into allotments and a farmers market. In one division, the Inspectorate received a presentation on a problem-solving approach taken to address a serious local issue. This concerned a young male suffering from mental health issues who was committing acts of indecency. A community policing garda had engaged other agencies and obtained a place for the individual in a secure unit. At the time of inspection, this was managing the behaviour. The paperwork in this case was substantial and it required considerable garda time. These are good examples of using a problem-solving approach to address serious community issues. During visits, the Inspectorate found that most community gardaí were unaware of SARA as a model and the majority had received no problem-solving training. Furthermore, the concept of problem solving as a way of dealing with endemic local issues was not well understood.

Other police services make more use of problem-solving approaches to deal with endemic local problems relating to crime and disorder. For example, the West Midlands Police provides staff with five days of training, which includes elements of problem-solving and early intervention. If used effectively, problem solving can reduce harm and the amount of times that the police are required to deal with the same issue. To be used effectively it requires the assignment of specialist resources that have the time and skills to seek long-term solutions. The Inspectorate believes that community policing gardaí should be trained in techniques such as problem solving and mediation and should be tasked to address more complex community issues.

Preventing Offending and Managing Offenders

A critically important aspect of policing at national and local levels is the prevention of offending and the management of those offenders who may pose a risk to public safety.

Preventing Offending

In the *Crime Investigation (2014)* report, the Inspectorate fully examined the issue of preventing offending and offender management and made a significant number of recommendations to address areas of concern. These included recommendations to improve the operation of the Garda Síochána adult and young offender programmes.[107] As discussed earlier in the section on crime prevention, it is important that local crime prevention specialists are tasked to reduce opportunities for offenders to commit crimes.

Activity to identify and prevent offending should be intelligence-led and based on harm and risk. At a local divisional level, there are dedicated criminal intelligence officers who produce intelligence profiles on high-risk offenders and use a system of bulletins to circulate intelligence to operational units. During visits, the Inspectorate met with criminal intelligence officers who work on their own and invariably operated differently from division to division.

There was limited resilience in their staffing levels, which impacts on their capacity. G-Tube is used to circulate CCTV and photographs of suspects on the Garda Portal and it was described as a successful way of using staff to identify offenders. As previously recommended and as outlined in Chapter 3, creating divisional intelligence units, staffed by criminal intelligence officers and analysts, could strengthen the approach to preventing offending.[108]

During a visit to the West Midlands Police, the Inspectorate received information on an Adverse Childhood Experiences project. West Midlands Police explained that this is an early intervention project focusing on children and young people from the unborn through to those aged 25. It identifies people who have had four or more adverse childhood experiences and are working with other agencies to deliver targeted interventions. There is a growing body of research that has identified the harmful effects that adverse experiences occurring during childhood or adolescence have on a person's health and behaviour throughout their life. The American Center for Disease Control and Prevention identified ten traumatic events in childhood, which can cause difficulties in later life, such as physical and sexual abuse, household substance abuse and parental separation or divorce. Research at the University of Bangor in Wales suggested that the more adverse experiences a person has, the more likely they would be to suffer mental health issues, drug or alcohol addiction or incarceration. Those with at least four events were identified as at higher risk in many areas. For example, they would be four times more likely to be a high-risk drinker, 15 times more likely to have committed violence, 14 times more likely to have been a victim of violence in the last 12 months and 20 times more likely to have been in prison at any point in their life (Alderson,2018). The use of a matrix by police and other agencies allows the identification and early intervention into families and young people who are at higher risk.

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107 *Crime Investigation (2014)* Recommendation 10.1 to 10.4
108 *Crime Investigation (2014)* Recommendation 8.11

For many agencies including the Garda Síochána, this type of approach would provide a good basis for prioritising interventions to reduce harm that is taking place now and to prevent offending in the future.

In September 2018, a cross-border initiative called Multiple Adverse Childhood Experiences was launched by health and social care agencies in Northern Ireland and Ireland. This aims to transform the lives of vulnerable families who are at risk from multiple adversities in their lives, through identification, early intervention and the provision of nurturing support within their communities. The project partners are made up of representatives from the fields of health and social care in both Northern Ireland and Ireland. The project has identified five cross-border sites and it will deliver 3,125 interventions for families with children in age categories 0–3 years and 11–13 years. These will encompass interventions classified as universal, targeted or specialist and will be delivered on an individual and/or group basis.

Young Offenders

Managing young people who are coming to the attention of the Garda Síochána for unacceptable behaviour or who are in the early stages of committing crimes is a very important aspect of reducing harm and preventing long-term offending. Positive and early intervention with young people can stop a person from offending in later life.

The Garda Youth Diversion Office (GYDO) makes all decisions on case outcomes for offenders under the age of 18 as well as leading on the youth diversion programme, the schools programme and Age Cards. Once a young person's details are entered onto PULSE in connection with a crime for which they are considered a suspect, the case is automatically referred to GYDO. In making a decision on the outcome of a referral, GYDO considers a number of factors, such as the gravity of the offence and whether the young person admits the alleged behaviour. In less serious cases, GYDO may decide that the young person should not be prosecuted and is suitable for a diversion scheme activity. These schemes are designed to influence a young person's

behaviour and prevent them from offending.

There are a 101 full-time juvenile liaison officers (JLOs) assigned to divisions who, following a referral, are assigned by GYDO to engage with young people and their families or guardians. There are seven JLO sergeants who are mainly assigned to urban divisions. In other divisions, JLOs report to a variety of different sergeants. The Inspectorate met with JLOs representing nine divisions. Generally, JLOs are not routinely abstracted from their role to perform other duties. JLOs raised concerns about the criteria and guidelines for dealing with serious offences, particularly sexual offenders and said that in some cases an outcome may be the inclusion on a diversion programme, rather than a prosecution or other judicial outcome. JLOs receive a week's training in areas such as mediation and restorative justice, but would like training in risk assessment of young offenders and dealing with sexual crime offenders. In response to a concern previously raised by the Inspectorate, GYDO is rolling out a training programme for managing young offenders who have committed sexual offences.

If a decision is made by GYDO to accept a person onto the youth diversion programme, the case is referred by GYDO to a JLO in the area where the young offender lives. JLOs meet with young people and their families/guardians and prepare a suitability report on the young offender with recommendations on what action to take. This report is sent to GYDO which makes the final decision. In more serious cases, or where an offender was previously cautioned, GYDO may decide that the young person is unsuitable for the diversion programme and the case is referred back to the original investigator for action. In its 2014 report, the Inspectorate identified that in many such cases, investigators had failed to take appropriate action. This particular issue has been the subject of considerable attention by the Policing Authority, following the identification of a significant number of cases that were not properly actioned.

The Inspectorate previously recommended a significant change to the way that young offenders are managed and identified that it would be more effective to have a co-located and fully integrated multi-agency youth offender service.[109] The Inspectorate is aware that this is still subject to a review and a decision has not yet been made on the way forward.

Adult Offenders

The management of adult offenders in the Garda Síochána is currently less developed than the process for dealing with young offenders.

Managing offenders is a core policing function and all operational members have an important role to play in preventing offending. However, there are some high-risk offenders who may pose significant risks to public safety and the Garda Síochána needs to assign sufficient numbers of resources to mitigate or remove the risk. For those presenting the highest levels of risk, specialist and dedicated units are required. At a national level, units such as the National Drugs and Organised Crime Bureau, and the National Bureau of Criminal Investigation can deal with or provide assistance with criminals who operate across international, national and regional borders.

At a regional level, detective superintendents are in place and can assist divisions with advice and specialist resources to tackle criminals who operate across divisional boundaries. This includes the use of surveillance teams and covert human intelligence sources.

In 2016, the Department of Justice and Equality, the Garda Síochána, the Irish Prison Service and the Probation Service launched a three-year *Joint Strategy on the Management of Offenders 2016–2018*. The strategy contains nine key actions including developing a more joined-up approach to the management of offenders in prison and in the community and recognising the need for sharing of inter-agency information. This included an initiative called the Joint Agency Response to Crime that has an emphasis on prolific offenders and breaking the cycle of reoffending. An evaluation of three pilot projects within this initiative was completed in 2018.

This evaluation concluded that although target group sizes were small, there were positive outcomes such as reduced offending and improvements in information sharing.

At a local level, this inspection found inconsistencies in the approaches taken to managing adult offenders. The absence of effective systems and procedures for managing people who are named as suspected offenders on PULSE in connection with crime, those on bail, those wanted on warrant and those named in summonses were all areas of significant concern identified by the Inspectorate in its 2014 report. Since that time changes made to the PULSE system and operational practices to review all incidents have led to improved levels of supervision of investigations. With regards to offenders on bail, those who are wanted on warrant and those named in summonses, divisions and districts have many different systems in place. Management of these types of offenders is critical in order to prevent reoffending. While a variety of different units can assist with the monitoring and targeting of such offenders, the Inspectorate believes that these types of functions should be managed and led at a divisional level. This will ensure consistency in practice and co-ordination of activity to reduce the risk of reoffending.

In its 2014 report, the Inspectorate recommended a new way of managing high-risk offenders and proposed the development of a co-located multi-agency and fully integrated adult offender management service.[110] This has not been implemented and the Inspectorate believes that the national management of adult offenders would be more enhanced through a multi-agency approach.

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109 *Crime Investigation (2014)* Recommendation 10.1
110 *Crime Investigation (2014)* Recommendations 10.3 and 10.4

Partnership Working

In providing local policing services, it is often the case that gardaí are routinely dealing with issues that require the assistance of another agency. Policing is not just about what the Garda Síochána can do and there are other agencies in the public, private and voluntary sector that can help the Garda Síochána to tackle crime and disorder. This includes local authorities that can assist with increased lighting and other crime prevention measures and NGOs that support victims and can encourage people to come forward and report a crime. Working with other agencies and the community is an important aspect of policing, but it requires gardaí with the necessary skills to enable them to work effectively with other agencies to achieve shared goals.

In line with the principle that gardaí cannot deliver policing on their own, agencies such as Tusla, local authorities and schools were identified to the Inspectorate by the Garda Síochána as key partners. A good example of structured partnership working is provided in the Mulvey report on Dublin North East Inner City (2017), which followed a number of gangland murders in the area. It made a number of recommendations around improving the co-ordination of a wide range of statutory and voluntary services. It noted that there is a rich community and voluntary history within the community and says that *'there is a clear and evident need for a more cohesive and integrated approach in relation to these structures and related overlapping and diversified funding mechanisms'*.

During inspection visits, members of the Garda Síochána and other agencies informed the Inspectorate that effective partnership working is often dependent on personal relationships and, as a result, there can be an inconsistent approach. Local relationships were described as generally good and partnership working was described as particularly effective during recent civil emergencies. Local authorities were frequently identified by gardaí as good partners to work with and regular contact takes place with housing departments regarding new and existing tenants.

Additionally, gardaí provided good examples of working closely with local authorities in relation to safety in parks, abandoned vehicles and anti-social behaviour. In Dublin City, the Garda Síochána assisted the local authority with night-time economy related issues and this contributed to the award of a Purple Flag in Dublin 1 in 2017.[111]

In partnerships between the Garda Síochána and other agencies there are still gaps in developing service level agreements or formal information sharing protocols 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.

The Inspectorate believes that the current district model also impacts on more effective partnership working, as other agencies need to engage with multiple district superintendents within the same division. For example, a housing department needs to liaise with several districts within the same division in connection with requests for information on tenants. A move to a divisional model would mean that one superintendent with responsibility for all partnership working would provide a single point of contact for all activity and ensure the delivery of consistent services. While the Inspectorate believes that partnership working should be more formalised, this does not prevent the ongoing development of shared objectives, joint activity and agreed protocols to facilitate more effective partnership working. In the *Crime Investigation (2014)* report and the *Changing Policing in Ireland (2015)* report, a number of recommendations were made to improve local partnership working that have not been progressed.[112] These included convening criminal justice groups at a divisional level to improve criminal justice processes and resolve obstacles to better working practice and to develop clear protocols and guidelines as necessary to support information sharing.

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111 Purple Flag accreditation is awarded to an "area of excellence", especially in the evening economy

112 *Crime Investigation (2014)* Recommendations 1.14 and 11.20 and *Changing Policing in Ireland (2015)* Recommendations 2.4 and 3.25

Within a new divisional model, there is an excellent opportunity for the newly formed garda management team to develop much stronger partnerships at a local level.

Other police services also recognise the importance of partnership working and in some jurisdictions there is a statutory requirement for agencies to work together. In Scotland, Community Planning Partnerships, which comprise the relevant statutory agencies including the police, must develop local outcome improvement plans. Police Scotland's 10-year strategy to 2026 has a commitment to strengthen partnership working and achieve better outcomes. Crime prevention is co-ordinated at divisional level by local multi-agency tasking and co-ordinating groups comprising representatives from the police, local authority, social services as well as managers in charge of community wardens, CCTV and offender management. The Scottish Business Resilience Centre is a private company, part funded by Government, which works in partnership with the police, businesses, universities and other stakeholders to raise awareness of the risk posed by cyber hackers and has developed a range of specialist prevention advice and exercises to tackle global organised cybercrime.

The Inspectorate believes that tackling crime and making places safer requires more formal arrangements to ensure that agencies work more closely together, agree shared priorities, co-locate resources where appropriate and facilitate the effective sharing of information.

The Way Forward

This section has identified ten critical areas that need to be considered in the design and delivery of local policing services. To ensure the delivery of consistent services, the Inspectorate has outlined services that require action at national, regional and divisional levels.

This section has also identified the importance of placing these critical service delivery elements under one strategic lead on a divisional basis. This will assist national units who will only need to liaise with one senior manager at each division and it will drive more consistency in the delivery of local policing services across Ireland.

Community policing is an area of critical importance and the current service is not meeting the needs of local communities. The Inspectorate believes that the Garda Síochána needs to introduce a new community policing model that provides a consistent nationwide service to local communities. The Inspectorate believes that this requires the assignment of full-time community policing resources with a clear role and function. To ensure consistency in the delivery of local community policing services it must be within a national framework, managed on a divisional basis and delivered at the community level.

Governance, Risk Management and Accountability for Local Policing

The principle of policing by consent must be at the heart of a modern police service. Legitimacy and procedural justice are terms widely used in policing and highlight the importance of public accountability. A police service must ensure that it delivers a high quality service, with the highest levels of integrity, while treating the public fairly, with dignity and respect. Achieving objectives and priorities must not be at the expense of professional integrity and the highest standards of behaviour. Police services must also embrace value for money principles and they have a public duty to reduce waste and other inefficient practices. Police services also have an obligation to explain the decisions that they make and to be accountable for the decisions and the delivery of policing services.

This section looks at the systems in place at local policing levels to:

> Ensure good governance;

> Assess and manage policing risks; and

> Hold senior garda managers to account for local policing services.

Governance

Governance is the term used to describe how police services are managed, directed and controlled. Good governance practices help to drive efficiencies and to make a police service more effective. To support this it is important to develop policies practices and procedures that ensure a police service operates effectively and meets its objectives. Governance is also about the ability of a police service to make and enforce internal organisational rules as well as ensuring the delivery of services and strengthening how decisions are made and implemented.

The Garda Professional Standards Unit (GPSU) informed the Inspectorate that policing plans, the PAF, risk management and district and divisional management meetings are the main local governance tools of the Garda Síochána.

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 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, some of the issues previously found remain unresolved today.

Roles and Responsibilities

Good governance practices include providing clear roles and responsibilities for all staff and holding them to account for performance and behaviour. This inspection has again found an absence of up-to-date roles and responsibilities. As a result, people are not always clear as to their objectives and it leads to inconsistencies in practices. This issue was raised by executive members of AGSI who reported that they have asked for the creation of roles and responsibilities for sergeants.

Headquarters Directives

Garda Headquarters and national support units create and publish policing strategies, policies and procedures and use HQ Directives as a process for circulating instructions on any proposed changes in legislation or practices. This inspection again found that many strategies, policies or instructions are not accompanied by any formal training, briefing or other support mechanism to ensure effective implementation. As a result, HQ Directives are often circulated without guidance and it is left to an individual to read and interpret a new policy or practice. During visits, it was explained by members that they do not always have the time to familiarise themselves with new policies or practices. The absence of effective systems to support new policies, practices or procedures will impact on the successful implementation and subsequent delivery of the policing services the policy was intended to address.

Inspections and Reviews

In July 2014, the Garda Síochána published an Inspections and Reviews Process, which applies to all assistant commissioners, executive directors, chief superintendents, superintendents and garda staff heads of sections. The primary function is to measure and evaluate the effectiveness of current systems and procedures and to identify and recommend measures to improve performance. It assigns primary responsibility for assurance of systems to local managers who conduct self-certified reviews. This process covers a number of specific areas including the review of criminal investigations. The Inspectorate believes that this sort of process should be the function of an independent unit, outside of the operational command structure, such as the GPSU. At local policing levels, reviews are completed quarterly by district officers, six monthly by divisional officers and annually by assistant commissioners. As part of this process, the GPSU and Garda Internal Audit Section are tasked with providing an independent overview process and with conducting an audit, examination and review of each region, division, district, specialist section and functional area at least once every three years. During visits, senior garda managers stated that they are supportive of this process.

In April 2017, the GPSU informed the Inspectorate that it was in the process of creating a new inspection process to address a number of issues including poor compliance rates and inconsistencies in the quality of inspections and reviews. The new process invites districts to identify areas for self-inspection. As stated in the Inspectorate's 2014 report, the Inspectorate

believes that the GPSU should focus on national, high-risk areas that present the greatest risk to public confidence and corporately the Garda Síochána should be directing inspection activity towards areas of high risk.

Performance Accountability Framework

There are a number of governance meetings at regional, divisional and at district levels. For example, assistant commissioners hold performance meetings with their divisional chief superintendents. While there is no formal tasking and co-ordinating meetings at regional level to task regional resources, regions do hold crime meetings.

The PAF process involves a series of meetings designed to formalise accountability at district, divisional, regional and strategic levels. At district level, each superintendent is required to hold a daily PAF meeting, primarily attended by all inspectors, and sergeants who are on duty. Meetings are serviced by PAF administrators/ district clerks who provide the details of PULSE incidents, record decisions made at meetings and co-ordinate the review of ongoing incidents. PAF is used to review incidents reported in the previous 24 hours, and to give directions for the investigation or management of incidents. It can also be used to review the availability of local resources and to assign tasks to units.

This inspection found inconsistencies in the holding of PAF meetings with some held daily, some just on weekdays and others at varying intervals. Often meetings are not held due to the unavailability of sergeants or inspectors or due to the low levels of reported incidents. The Inspectorate observed PAF meetings and the quality varied significantly. In one meeting, a superintendent read from a list of incidents, sought no input from those in attendance and did not discuss resourcing levels for the day or what tasks should be given to units. This contrasted with another meeting where attendees actively participated in the meeting and contributed to actions and tasking of resources to address local policing issues. In some meetings a briefing and tasking document was disseminated to oncoming units to drive district activity for the next 24 hours.

In many meetings, the low level of crimes that had occurred often resulted in detailed discussions about relatively minor incidents. In the Inspectorate's view, many superintendents are unnecessarily reviewing incidents that should be supervised at a lower and more appropriate level. While PAF ensures incidents are reviewed, it should not be seen as a substitute for supervision by sergeants and inspectors.

In addition to daily PAFs held by district superintendents, divisional chief superintendents hold meetings to examine areas such as operational performance, emerging trends, human resource management and financial management. One such meeting observed by the Inspectorate was attended by district superintendents and some inspectors. While issues such as increases in certain crime types and budget overspends were discussed, no actions were agreed to address these. District superintendents provided updates on crime and incidents that had occurred in their districts in the past week. This allowed the sharing of information but it was unclear as to the purpose and no actions arose from these discussions. Policing plan performance was not discussed at this meeting.

International Practice

Other police services operate similar processes to PAF. In Scotland, a daily divisional meeting takes place, chaired by the local chief superintendent and attended by other members of the senior management team as well as an analyst. Discussions focus on more serious incidents as well as public protection issues, and significant forthcoming events. Meetings discuss the availability and tasking of resources. In the PSNI, geographically based chief superintendents hold daily meetings to review certain categories of incidents based on threat, harm, risk and vulnerability. These include threats to life and hate motivated incidents. Meetings consider new intelligence, review resources and set daily tasks for operational units. Both police services hold tasking and co-ordination meetings at divisional level, to discuss crime trends in more detail and develop plans to address local crime issues.

Summary

Daily PAF meetings are a good process for discussing incidents that are more serious and provide an opportunity to ensure that all appropriate action has been taken. They also bring together senior managers on a daily basis to discuss emerging trends or events and ensure that sufficient resources are available for policing services. The Inspectorate views the holding of district PAF meetings as unnecessary in the context of a change to a divisional model of policing and believes that there should be one single daily divisional meeting.

Risk Management

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 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 and to put in place control measures that reduce their impact. Good risk practices drive good organisational, operational, financial and reputational decision-making and management. Effective risk management can protect an organisation's reputation, enable it to achieve its objectives and increase public confidence.

Risk Registers

As part of risk management systems, registers are used to record information about identified risks for an organisation and details of control measures that can be used to mitigate the risk. In developing a risk register, an organisation needs to take account of the environment in which it operates, identify the key risks and review the organisation's capacity to deal with them. Most police organisations have risk registers at divisional and business levels that feed up to a corporate risk register. In order for registers to be useful, they must be regularly reviewed to ensure that actions to mitigate risk are fully implemented.

Each region, division and district has a risk register and the Inspectorate was provided with copies of the registers for the places visited during this inspection. Advice on creating risk registers was provided by the Risk Management Unit.

On examination of the registers provided, the Inspectorate noted that they are in an electronic format and use a standardised template that sets out the key risks and actions to mitigate the risk. In particular, the Inspectorate noted that:

> Areas of high risk identified by a district were not always escalated to the divisional register;

> In some areas, risk owners were not always named or there were multiple risk owners;

> There was an absence of clear actions to control risks;

> In some areas, there were limited control measures in place; and

> Some risks remained on the risk register, even though the risk was very low.

These types of issues could cause confusion and impact on the management of risk. For example, rather than naming a risk owner as "all district officers", a divisional officer could more effectively manage risk by allocating it to an individual.

International Practice

Police Scotland has adopted a three-tier approach to risk management. Tier 1 risks are managed at local level (divisional or departmental), tier 2 at deputy chief constable level (portfolio risks) and tier 3 at Chief Constable level (corporate risks). For local policing there are 14 risk registers, one for each of the 13 divisions and one managed by the deputy chief constable with portfolio responsibility for local policing. This is an approach that the Garda Síochána should consider following. The PSNI has reduced the number of registers held in relation to local policing, by removing the requirement to have the equivalent of a district risk register.

Summary

In the Inspectorate's 2015 report, two recommendations and a number of associated actions were made in relation to risk management. As reported in the Policing Authority's (2018b) fifth report on the progress of these recommendations, a large proportion of the actions required to fully implement the recommendations have been taken. However, a key action not yet implemented was to move to a single divisional risk register and to remove the need to complete individual district registers.[113] This change supports the move to a divisional model of policing and the Inspectorate also believes that it is unnecessary to have regional registers. Removing the need for regional and district registers would reduce the number of local policing registers from 130 to 28.

Local Accountability

How a police service delivers its local policing services will in many ways determine national levels of community trust and confidence in policing. It is therefore important that the Garda Síochána and individuals within the organisation are held to account for the use of resources to deliver local services and for actions and decisions made. In the Garda Code of Ethics accountability features prominently with regard to the use of police powers and transparency and communication standards. Both provide an obligation on individuals to account for and explain their actions as fully as possible.

At a national level, the Policing Authority oversees the performance of the Garda Síochána in relation to the delivery of policing services.

Joint Policing Committees and Local Fora

At a more local level, JPCs were established under the Garda Síochána Act 2005 to allow consultations, discussions and recommendations on policing matters. JPCs currently operate in all divisions bringing together representatives from divisions and local authorities as well as elected and community members.

Under the 2005 Act, the Policing Authority has responsibility for issuing guidelines to local authorities and the Garda Commissioner concerning the establishment and maintenance of JPCs and may convene meetings of JPC chairpersons for the purpose of co-ordinating or facilitating the performance of their functions. The 2005 Act also provided for local policing fora to be set up by the JPC, in consultation with local superintendents to discuss and make recommendations to the committee concerning matters that affect local neighbourhoods. While guidelines under the 2005 Act for the operation of JPCs were originally issued by the Department of Justice and Equality, responsibility for issuing guidelines was transferred to the Policing Authority in April 2016. The Policing Authority took a decision not to review the current guidelines in light of the work of the Commission on the Future of Policing in Ireland.

The establishment of JPCs was a positive step in providing a local accountability platform for policing services and for allowing community representatives and other stakeholders to comment on, and to contribute to, the delivery of policing services. JPCs are required to produce a six-year strategic plan and an annual work plan and may make recommendations on matters affecting the policing of the area. JPC plans are intended to focus on areas where co-operative and collaborative actions can add most value to the existing work of relevant stakeholders and should link to divisional and district annual policing plans and to other relevant local authority initiatives.

During this inspection, feedback on the value added by JPCs varied greatly from place to place. Some members felt that meetings had facilitated discussions on important issues such as anti-social behaviour, while other members felt that meetings were often used by some committee members as a forum for raising their personal or more localised issues. It was interesting to note that many senior garda managers were unable to provide specific outcomes achieved by JPCs and many felt that they were a "talking shop".

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113 *Changing Policing in Ireland (2015)* Recommendations 3.4 and 2.5

They also felt that meetings can be dominated by elected representatives and often focus on what the Garda Síochána does, rather than on what other agencies can do to tackle local issues.

A local authority chief executive felt that JPCs work well in lieu of any other local means of holding police accountable. A positive aspect was that meetings attract media attention and facilitate the open reporting of important policing issues. This included information exchange in relation to crime trends and the provision of crime prevention advice. It was raised that sub-groups tended to work well on particular issues and one group used this process to progress actions to ensure the enforcement of street drinking by-laws. It was felt that JPCs should take a more prominent role in relation to youth engagement, neighbourhood watch and community alert schemes. It was felt that JPCs were not always operating at a strategic level and with the right level of co-operation and collaboration to deliver better local policing services.

While senior garda managers and local authorities tend to provide most formal presentations at meetings, the contents are not usually available prior to meetings. This reduces the opportunity for people to consider the information provided and construct questions that are more informed. While attendance rates at meetings varied greatly between committees, a common concern was the low attendance of community representatives. The holding of some meetings during working hours was identified as an inhibitor to the attendance of community representatives.

Overall, it was felt that JPCs are evolving and the Inspectorate was informed about some good initiatives, mainly carried out in partnership between local authorities and local gardaí including:

> Property marking (Cavan/Monaghan);

> Joint taskforces to improve home security for vulnerable residents in a local estate (Longford); and

> Inclusion of domestic abuse data in the police report to raise awareness (South Dublin).

The lack of funding for JPCs was highlighted during visits as another inhibitor to their work. It was also raised that the chair of the JPC was a crucial position and it was felt that their approach was key to the effectiveness of the committee. Some members believe that the chair should be an independent person as in other jurisdictions with similar models.

Although community representation has increased from lower levels of two to three per JPC found in the Inspectorate's 2015 inspection, to the six or seven members now in place, the Inspectorate would like to see more community representation. The current composition is still based around elected representatives and, in most places, they account for approximately 60% of the total membership. This includes the Cork City JPC where 22 out of the 33 members are councillors or Dáil deputies.

In the Inspectorate's 2014 report, it was identified that making communities safer is much wider than just about what the Garda Síochána does and suggested that other agencies, such as the Health and Safety Executive, could be invited to meetings. To date this has not been progressed. It was also reported to the Inspectorate that there is not a clear link between the local divisional policing plan and the work of the JPC and that the JPC does not hold gardaí to account for local policing plan performance.

Since its establishment, the Policing Authority has held meetings with representatives of JPCs. This is a positive development as it provides an opportunity for representatives of JPCs to meet and share good practice. The Inspectorate attended the 2018 meeting between JPC chairs, local authorities and the Policing Authority. An issue discussed was the relationship between the six-year JPC strategic plan, the annual JPC work plan and the local policing plan. The Inspectorate considers that there is a need for more guidance to help JPC members to ensure the integration of divisional policing plans and the JPC planning process. Such guidance would also help to address some of the inconsistencies across the country in how JPCs operate.

In the context of providing democratic accountability, and as pointed out by the Policing Authority, JPCs do not yet function as a forum where partners account for their part of the commitments made under the agreed local plan.[114]

Community Fora

Local policing fora, sometimes called community safety fora, are in place in some, but not all of the divisions visited. Where they did exist, they reported to the JPC at each meeting and provide a mechanism through which community representatives, the Garda Síochána, the local authority and other stakeholders come together at more local levels to improve communication, share appropriate information and identify and tackle issues. No guidance was issued as to how local fora should operate leading to the development of local practices. In Kerry, the local authority set up a forum in Killarney and it is described as operating like a JPC, but with a more operational focus. In Cork City, four local policing fora are in operation aligned to district boundaries. These fora have taken responsibility for neighbourhood watch schemes. Membership includes elected representatives, local people and gardaí and each forum has a management committee to oversee its work. If an issue is unable to be resolved at forum level it can be escalated to management level and then to the JPC if required. Fora were described as a good platform for conveying messages to the public. The local authority appoints co-ordinators who organise meetings.

The Inspectorate considers that local policing fora should be developed as part of the move to a divisional model and to support the implementation of a new community policing model. Local policing fora could be used more effectively and the principle of community engagement, priority setting and accountability to the community at the closest point would further enhance democratic accountability. This could allow the development of a number of micro level plans created in smaller community policing areas or aligned to local community fora areas. These more local plans should support the overall objectives in the local divisional policing plan.

International Practice

Local accountability, in various guises, is an integral part of local policing in many jurisdictions. In Northern Ireland, Policing and Community Safety Partnerships are in place to enable communities to monitor police performance in delivering local policing services. They engage with the police on what local priorities should be and are considered to be an important confidence building measure. The PSNI's 2017–2018 Policing Plan highlights that these partnerships play a key role in supporting delivery against targets in the plan where community engagement and a collaborative approach are required. Similar models also exist in Scotland and the West Midlands where they are used to hold the police to account for the delivery of local policing services.

Summary

The Inspectorate considers that accountability for delivery of local policing services and divisional policing plan performance could be enhanced through the further development of JPCs and local community fora. This would include local accountability and overseeing of the delivery of divisional policing plan targets. There should also be a stronger relationship between policing plans and JPC six-year plans and annual work plans.

To empower JPCs further and to develop local fora across all divisions may require the development of new legislation. JPCs and local fora also need to be fully supported in terms of guidance, training and funding. The Inspectorate also believes that the composition of JPCs needs to change to have much wider representation from community members and that committees would benefit from independent chairs.

The move to a new divisional model of policing presents an excellent opportunity to further develop JPCs and involve more local people in policing. The development of a number of local community fora in each division would help to identify more localised policing priorities, hold the police to account locally for policing services and provide more support to the overall work of JPCs.

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114 Section 62(O) Report to Minister for Justice and Equality, January 2018

Critical Action 8

This chapter has examined a number of elements considered by the Inspectorate to be critical to the effective delivery of local policing services.

While this inspection identified some positive activity to involve local communities in policing, much of the action taken is unco-ordinated at a national level and there are inconsistencies in local approaches. Headquarters and national units have an important role to play in creating strategies, policies and procedures for critical elements, such as crime reduction and community engagement that should lead to the delivery of more consistent services, within a national framework. At local levels, the inspection found varying levels of ad hoc community engagement and an unstructured approach to understanding local communities' needs or concerns. There should be a national community engagement and reassurance strategy and an operating framework/guidance to support local policing.

The local policing plan process is an area requiring immediate attention. Local plans are not costed, and it is unclear if divisions/districts have sufficient resources in the right places to deliver the objective. Plans generally contain a number of actions, but often have no defined outcomes. There should be one divisional policing plan, supported by micro level plans created in smaller community policing areas or aligned to community fora areas. While public attitudes surveys are used at an organisational level, there is no data on individual divisions. Extending surveys to provide divisional feedback would provide information on the effectiveness of local policing services.

In previous Inspectorate reports, recommendations were made to improve practices in relation to dealing with victims, witnesses and customers. It is positive to note that some changes have taken place, such as the introduction of Garda Victim Services Offices. However, there are still recommendations not yet implemented.

Crime prevention should be a critical component of garda activity and the creation of a crime prevention and reduction strategy is welcomed.

However, there was limited awareness of the strategy or its use to drive activity to prevent and tackle local crime. The strategy should be reviewed to ensure it is operationally relevant.

Rural divisions often have different policing challenges, such as the expanse of the areas covered and lower levels of garda resources. Additionally, some rural areas have experienced the closure of their station as well as seeing reductions in the number of local community policing gardaí. Reflecting concerns about crime in rural communities, a multi-agency rural crime prevention and reassurance partnership should be developed to tackle crime and the fear of crime in rural communities.

In 2014, the Garda Síochána was developing a new community policing model. Some four years on, a new model is not in place. Community policing is a critical element in the delivery of local policing services and where community policing units were sufficiently staffed, it had led to some positive local initiatives. There are important functions, such as problem solving and partnership working that require dedicated and trained community policing members. Community policing should be a specialism and members should be deployed to address issues considered important by local communities. The Garda Síochána needs to decide on a vision, a model and policing principles for delivering a community policing service. It also needs to ensure that sufficient community policing resources are in place across all divisions.

In many other jurisdictions, there is a statutory requirement for agencies to work together. While the Inspectorate believes that partnership working should be more formalised, this should not delay the development of shared objectives, joint activity and agreed protocols to facilitate more effective partnership working. Within a divisional model, there is an excellent opportunity for the newly formed garda management team to develop much stronger partnerships at a local level.

Critical Action 8 contains a number of strategies and actions that could significantly support and enhance the delivery of local policing services.

Critical Action 8

To develop strategies, processes and action plans to improve the delivery of local policing services.

In support of this critical action, the Inspectorate considers that the following areas need to be addressed:

Local Policing Plans

> Develop a single divisional policing plan that is informed by a divisional strategic assessment and interactive consultation with stakeholders and community representatives followed by the publication of regular progress updates on performance.

Victim and Customer Services

> Appoint a senior manager to conduct a strategic review of the progress made to implement the victim and customer service recommendations contained in the *Crime Investigation (2014)* and *Changing Policing in Ireland (2015)* reports.

Engagement and Reassurance

> Develop a national community engagement/reassurance strategy that includes the use of social media at local policing levels;

> Develop a multi-agency Rural Crime Prevention and Reassurance Partnership; and

> Develop the Public Attitudes Survey to provide local divisional feedback and enhance the representativeness of respondents to measure the impact of policing on people living in rural and urban areas as well as those from minority groups.

Crime Prevention

> Ensure that the Crime Prevention & Reduction Strategy is operationally relevant and that it drives local crime prevention activity.

Community Policing

> Develop specialist community policing units in all divisions focused on the critical policing elements as outlined in this chapter. This requires the assignment of sufficient levels of resources to effectively deliver local community policing services.

Partnership Working

> Appoint a strategic lead to develop much stronger partnerships at a local level.

Complementary Action 8A

Accountability for the delivery of local policing services and divisional policing plan performance could be enhanced through the further development of Joint Policing Committees and local community fora. This would include local accountability and overseeing of the delivery of divisional policing plan objectives in the context of the move to a divisional policing model.

To empower Joint Policing Committees further and to develop local fora across all divisions may require the development of new legislation. Joint Policing Committees and local fora need to be fully supported in terms of guidance, training and funding. The Inspectorate believes that the composition of Joint Policing Committees needs to change to have much wider representation from community members and that committees would benefit from independent chairs. There is also an opportunity to involve other agencies who can contribute to community safety.

The development of local policing fora in each division would help to identify more localised policing priorities, hold the police to account locally for policing services and provide more support to the overall work of Joint Policing Committees.

To enhance local accountability for policing, the following complementary action is required. This should be led by the Policing Authority with the assistance of the Department of Justice and Equality.

Complementary Action 8A

Develop new guidance and training and provide funding for Joint Policing Committees and local community fora to provide enhanced accountability for and support to local policing.

Divisional Policing Model – the Way Forward

As part of the terms of reference for this inspection, the Inspectorate was asked to examine the dispersal and use of resources available to the Garda Síochána in the delivery of policing services to local communities and to make recommendations to provide a more effective, visible and responsive police service. It was also outlined that the review should take account of relevant recommendations in previous Inspectorate reports as well as the ongoing work by the Garda Commissioner to implement a divisional model of policing in Ireland.

The Inspectorate considers that the divisional structure and the way that resources are allocated and deployed within that structure are fundamental elements to ensuring the effective and efficient delivery of local policing services. In the Inspectorate's 2014 and 2015 reports, a new functional model of policing based on a division, rather than on a district, was first recommended. In this report, the Inspectorate reiterates its preferred model for divisional policing and outlines how it could operate in both urban and rural areas. This section clarifies how the Inspectorate's model can operate practically and effectively across all divisions and explains how it can add real benefit to the delivery of local policing services.

Moving to a Divisional Model for Delivering Local Policing Services

While the current Garda Síochána structure for delivering local policing services comprises six regions, 28 divisions and 96 districts, the actual delivery of most policing services currently takes place at a district level. Regions are led by assistant commissioners, divisions by chief superintendents and districts by superintendents.

In 2015, the then Garda Commissioner notified an intention to move away from the district model of policing to a divisional model. The district model has been in existence for almost a century and a move to a different model of service delivery is a significant, but positive step for the Garda Síochána to take. Cork City, DMR South Central, Galway and Mayo divisions were selected as the first divisions to move on a pilot basis, to the new model. At the early planning stages of a divisional model, the Inspectorate engaged the garda project lead and the four divisions. From the outset, the Inspectorate believed that it would be far more straightforward to introduce the Inspectorate's model in the two urban divisions in Dublin and Cork, but that some of the geographical challenges that faced Galway and Mayo would be more difficult to address. As part of this inspection, the Inspectorate conducted full inspection visits to Galway and Cork City as well as visiting Mayo and DMR South Central to discuss the divisional policing model with their senior management teams. The four pilot divisions and the Divisional Policing Team at headquarters have invested a significant amount of time and effort in preparing for the implementation of the model.

Divisions – Current Structure

Within the current divisional structure, the senior management team comprises a chief superintendent and a number of district superintendents. Detective superintendents are assigned on a divisional basis in Dublin as part of the management team, whereas outside of Dublin, they operate on a regional basis, providing specialist advice to divisions. In the four pilot sites, assistant principal officers have been appointed to lead on administration and are part of the management team. Across the other 24 divisions, gardaí fill all of the senior management positions.

The 28 divisions are very different in terms of policing challenges and in the number of members assigned. Figure 4.5 shows the number of members assigned to divisions and for analysis purposes these are grouped into ranges.

Figure 4.5 - Number of Members Attached to Divisions

Number of Members	Number of Divisions within that Range
264–299	5
300–399	15
400–499	0
500–599	3
600–699	2
700–735	3

Source: Data provided by the Garda Síochána; analysis by the Garda Inspectorate

This shows the wide variation in the number of members assigned to divisions ranging from 264 members at the lowest point to 735 members in the largest division. Twenty divisions have fewer than 400 members and in comparison with other jurisdictions would be considered to be small divisions. The Inspectorate previously recommended a reduction in the number of divisions, which would result in more equitable sized divisions and considerable efficiency savings in all areas, particularly in management costs.[115]

Districts – Current Structure

While a division has an important role in the current operating model, districts have specific and daily responsibility for the delivery of local policing services in their geographical areas. This includes providing a response service to calls from the public, investigation of all crime and incidents in the district area and providing community policing services.

The 96 districts are also very different in terms of policing challenges and in the number of members assigned. The number of districts within each division also varies greatly from two districts in one division to six in another. Figure 4.6 shows the number of members assigned to each district, grouped into ranges.

Figure 4.6 - Number of Members Attached to Districts

Number of Members	Number of Districts within that Range
30–50	12
51–100	34
101–150	23
151–200	13
201–250	8
251–337	6

Source: Data provided by the Garda Síochána; analysis by the Garda Inspectorate

This shows significant variations in the number of members assigned to districts ranging from the lowest point of 32 in one district to 337 in the largest. In total 85% of districts, have fewer than 200 members. Having superintendents in charge of districts with very small numbers of members is not an efficient model. It is worth noting that the district officer with 337 members is also managing a high number of calls for service and high crime levels.

Within divisions, there are also significant variations in the number of members assigned to districts. For example, Galway Division currently has the highest number of districts. Figure 4.7 shows the number of members assigned to each of the six districts in Galway and the number of stations. The number of stations is included as they often require the assignment of members to inside posts.

Figure 4.7 - Number of Members and Number of Stations in Galway Districts[116]

District	Number of Members	Number of Stations
Ballinasloe	56	8
Clifden	36	6
Galway	264	5
Loughrea	79	10
Salthill	70	9
Tuam	66	8
Total	571	46

Source: Data provided by the Garda Síochána; analysis by the Garda Inspectorate

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115 *Changing Policing in Ireland (2015)* Recommendation 2.2

116 At the time of the inspection visit, the new Western Region Garda Headquarters in Galway was not open and is excluded from this analysis

This shows that the number of members in the six districts ranged from 36 to 264 and the number of stations from five to ten. To explain the challenges of the current district model, each district must remove a number of members for non-operational posts, such as district clerks and PAF administrators, and then divide the number of available members into regular units, detective units and in most districts community policing units. On top of this, the roster operates across five different shifts and these numbers have to be divided by five in most cases to provide 24/7 services. Factored into this model is the need to cover a certain number of stations within each district. As can be seen, Loughrea (with 79 members) has ten stations to cover. With only small numbers of members available to these districts, the challenges of providing 24/7 services are immense.

Garda Síochána Approach to the Divisional Model

Although as an organisation the Garda Síochána has made a commitment to move from a district model to a divisional model, there is resistance at many levels to the change. The latest garda divisional policing model has changed a number of times since 2015, but the final version presented to the Inspectorate is not a full functionality model. The garda model retains geographical responsibility by superintendents, albeit with a different title. In essence, the Garda Síochána is retaining a geographical and district-based model.

Figure 4.8 is included to illustrate the garda model, as it will operate in the DMR South Central Division. This model is replicated across the other three divisions, although the number of community engagement hubs may be different in each division.

While an administration hub is generally consistent with the spirit of the Inspectorate's model, there are a number of components in the other parts of the garda model that go against the operation of a full functionality model. For example, there will be a number of community engagement hubs, led by superintendents and aligned to existing or amalgamated district boundaries. These superintendents will retain full responsibility for responding to calls from the public, investigating less serious crime and managing all community policing and stakeholder engagement in a geographical area. These hubs are effectively districts with another name. This retains many aspects of district practices and will not remove the existing barriers to more effective delivery of services. It is also the case that the creation of multiple community engagement hubs will require the appointment of additional superintendents in some divisions.

A move to the Inspectorate's model is a significant change in how superintendents would operate and there is considerable resistance amongst some current postholders about losing their geographical responsibilities for a particular district area. The garda model dilutes and confuses the operation of a functionality model, as each superintendent in charge of a community engagement hub will in effect retain many of their previous responsibilities. Moving to the Inspectorate's model is about simplifying the leadership structure and having a single senior manager leading a particular function.

With regards to criminal investigation, the Garda Síochána intends to separate responsibility for crime between two functions with serious crime being dealt with by the crime hub and less serious crime retained by the community engagement hubs. All detective resources will come under the control of the crime hub.

The Garda Síochána is creating a governance hub focused on strategy, performance, criminal justice, Garda Síochána Ombudsman Commission investigations, complaints and discipline. In some but not in all of the pilot divisions, roads policing is assigned to this hub. This does not appear to the Inspectorate to be a suitable position for this function. This is discussed later in this section.

The Garda Síochána has launched administration hubs as a first step and is proposing that crime hubs should be next. While the Inspectorate welcomes the introduction of an assistant principal officer supported by human resource and finance garda staff managers, the Inspectorate sees the role as far more than just administration. This title suggests a transactional function, rather than a business support and transformational function as foreseen by the Inspectorate.

Figure 4.8 - DMR South Central Divisional Model
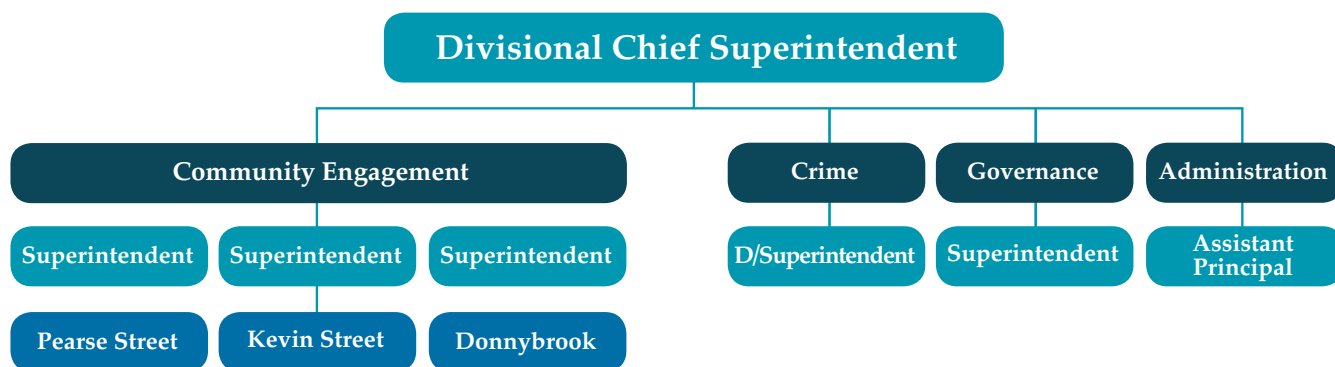
Source: DMR South Central divisional policing model provided by the Garda Síochána

The concept of functionality is already present in several parts of the Garda Síochána, with national units having responsibility for specific areas of policing such as human trafficking and organised crime. At a divisional level, many functions already operate on a divisional basis, such as crime scene examination and intelligence. As such, the divisional functionality model provides a good framework for the consistent delivery of all local policing services.

Inspectorate Divisional Functionality Model

Because of the importance of the divisional functionality model, this section is included to provide a detailed explanation as to how the Inspectorate's model could enhance the delivery of local policing services.

Functionality Model

Figure 4.9 shows the divisional functionality model as recommended by the Inspectorate and the proposed management functions within each portfolio.[117]

The functionality model is in effect a management model that elevates the responsibility for key functions from a district to a divisional level. In this model, functions are separated into Operations, Crime, Partnership, Criminal Justice and Support, and Business Support. This provides for individual superintendents to lead on operational service delivery functions, and a senior member of garda staff to lead on business support functions.

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117 *Changing Policing in Ireland (2015)* Recommendation 2.3

Figure 4.9 - Garda Inspectorate Divisional Functionality Model
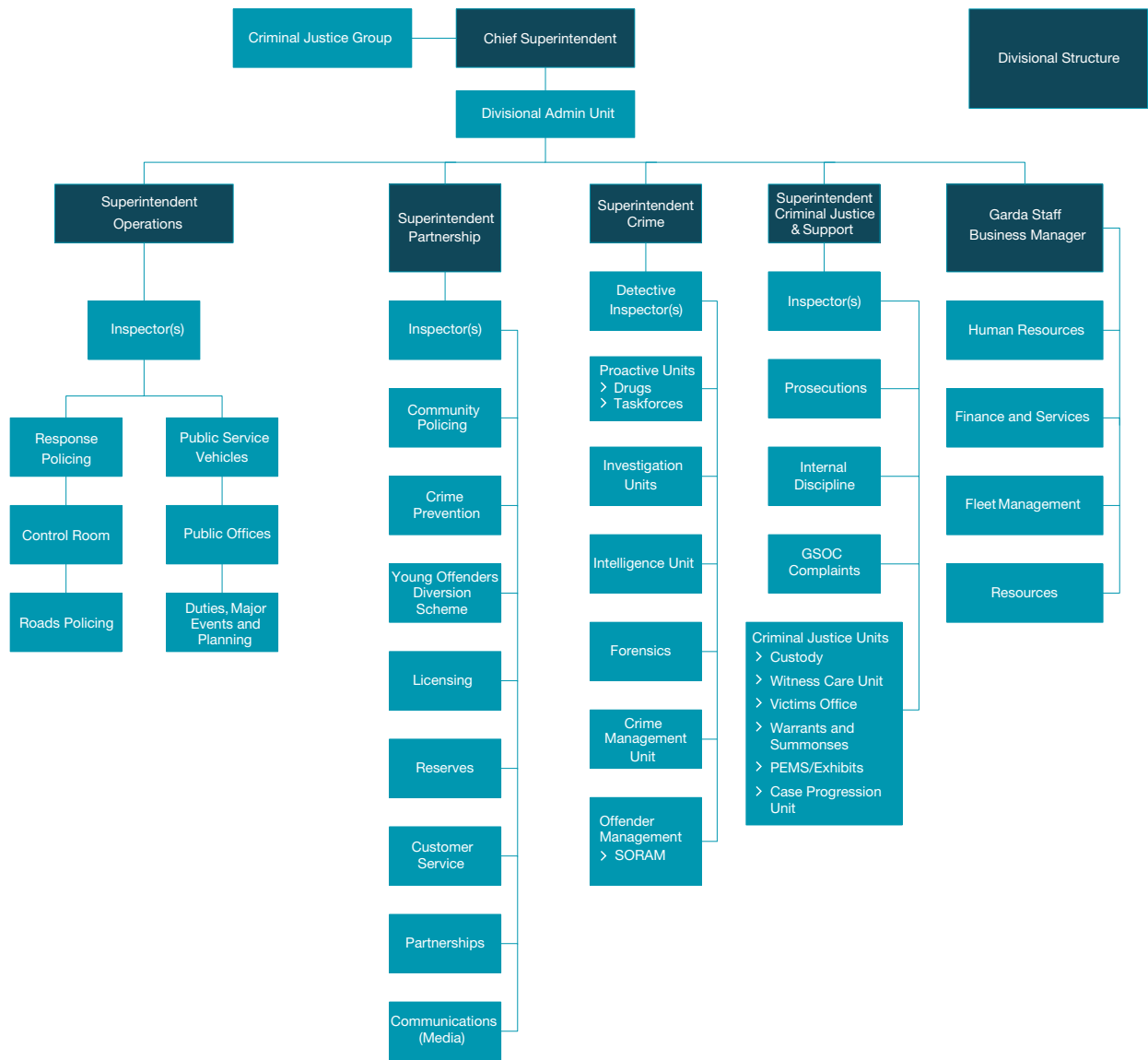
Source: *Changing Policing in Ireland (2015)*

Figure 4.10 - Divisional Management Team
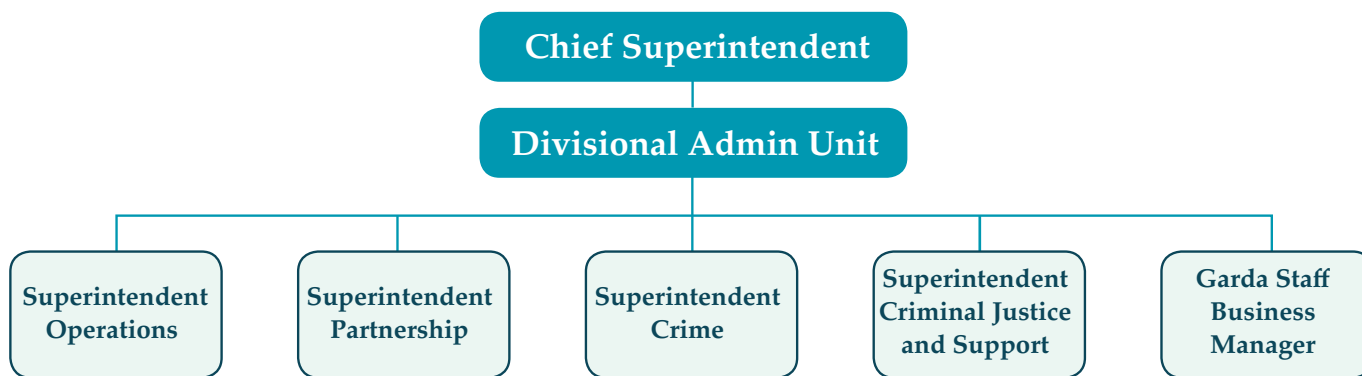
Source: *Changing Policing in Ireland (2015)*

Divisional Management Team

Figure 4.10 shows that the Inspectorate's model has a single senior manager in each role.

The Inspectorate views the single manager for each function as crucial to the operation of the model. This removes any unnecessary confusion, duplication or bureaucracy and ensures consistency in the delivery of all types of services across the whole division. A victim of a crime or another person accessing services should receive the same high standard of service, irrespective of which part of the division they live in, work in or visit.

In the Inspectorate's model, senior managers would also conduct cross-cutting portfolio functions to improve areas of service delivery. For example, the Operations superintendent would manage all leave and duty requests to ensure that there are sufficient resources in place across all functions to deliver 24/7 policing services.

Individual Functions

This section explains how each function would operate in the Inspectorate's model and why it is important to separate areas of responsibility within those portfolios.

In all of the portfolios, it is important to have sufficient numbers of inspectors, sergeants and garda staff managers to support the postholders to deliver all functions and to provide appropriate levels of supervision.

Operations

Figure 4.11 shows the responsibilities assigned to the Operations portfolio.

Figure 4.11 - Operations Portfolio
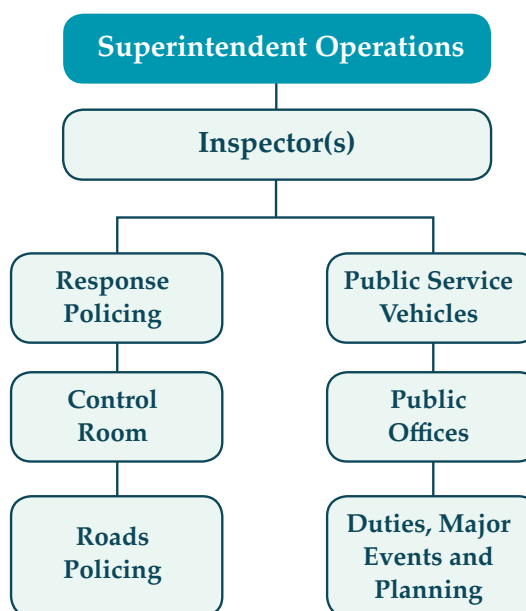
Source: *Changing Policing in Ireland (2015)*

This portfolio would have divisional responsibility for ensuring that key front-line posts across all service delivery areas are covered, including the provision of resources for:

> Response policing;

> Investigation of crime; and

> Community policing.

This postholder has responsibility for all resources attached to regular units and roads policing and, as a result, is likely to have the highest number of staff. Operations has responsibility for ensuring that all 999 and non-emergency calls received are dealt with promptly and effectively. In the Inspectorate's model, regular units would become a dedicated response service to calls, responsible for the initial actions at the scene of an incident. By operating on a divisional level, deployment will not be restricted by district boundaries that currently affect the response to calls for service.

While some less complex investigations would remain with regular units for completion, such as public order and intoxicated driving cases, in cases that are more complex, the Inspectorate foresees that investigations would be carried out by dedicated investigation units in the Crime portfolio. As a result, it will be far easier to determine the appropriate resourcing levels required on regular units to deliver an effective response policing service. In the garda model, a regular unit will be required for each community engagement hub, potentially operating in different ways. In the Inspectorate's model, the location of regular unit resources is not restricted by district boundaries or stations and resources can be placed in strategic locations to deliver services that are more efficient. For urban divisions, it could allow the centralisation of all regular unit members, cars and supervisors in one location, while in rural areas, there may still be a need to place them in multiple locations. However, in the Inspectorate's model they will all operate to one set of divisional standard operating procedures and not to individual district practices.

Although roads policing was included as part of the Operations portfolio in the Inspectorate's 2015 model, this is a national function and as such it could be removed from the responsibilities of a division. In most other jurisdictions, these types of units are managed on a national/regional basis, but are deployed locally.

Like the Regional Armed Support Units, the Inspectorate believes that roads policing resources could be managed and controlled at a national level with resources located at regional level. This would allow far more flexibility in the use of resources and provide more consistency and expertise in their deployment. It would also allow for the maintenance of professional standards across all roads policing units.

The Operations portfolio also has divisional responsibility for all duties management, resource planning and maintaining resilience across all operational areas. To support this function, it is important to have a resource/duty planning unit in place to co-ordinate and process all issues to do with resources, such as approval of applications for leave, all daily duties and requests to provide resources for local or national operations or events. This unit ensures that all divisional functions are appropriately staffed and where appropriate on a 24/7, 365 basis. This removes the current situation where individual districts separately deal with these types of issues. All police services visited by the Inspectorate have a duty planning/ resource management duty unit and technology in place to support duty planning.

The Operations portfolio will ensure that there are sufficient numbers of people on duty across the division at the right times and with the appropriate skills to deliver effective local policing services.

Partnership

Figure 4.12 shows the responsibilities assigned to the Partnership portfolio.

Figure 4.12 - Partnership Portfolio

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        Superintendent Partnership
                  |
              Inspector(s)
                  |
       ┌──────────┴──────────┐
 Community              Reserves
 Policing
     |                      |
  Crime               Customer
 Prevention            Service
     |                      |
Young Offenders        Partnerships
Diversion
Scheme
     |                      |
  Licensing           Communications
                         (Media)
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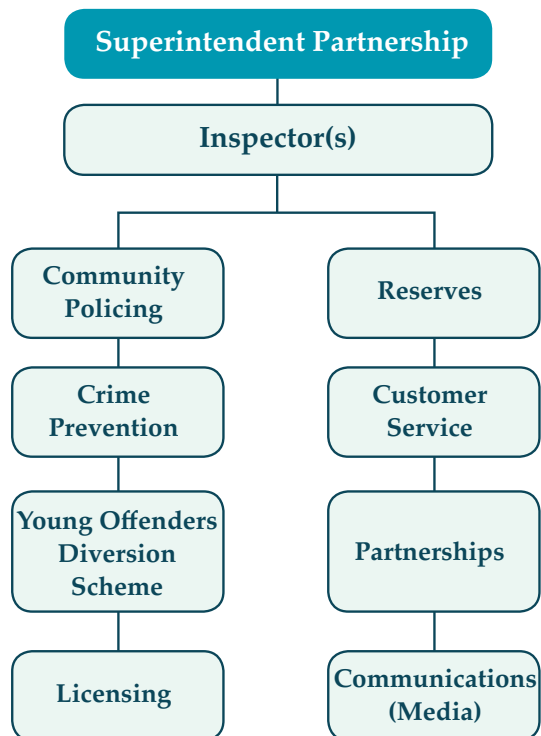
Source: *Changing Policing in Ireland* **(2015)**

The Partnership superintendent performs a crucial role in the functionality model; it is important that the Garda Síochána retains and enhances its strong relationship with local communities. In the Inspectorate's model, the relationship between divisions and local communities will be enhanced through the deployment of a dedicated full-time superintendent, supported by a number of staff. This places a dedicated superintendent at the heart of community policing and community engagement.

This inspection has identified some key areas that require urgent attention including:

> Local policing plans;
> Community engagement, including hard to reach communities;
> Crime prevention;
> Community policing;
> Problem solving;
> Partnership working; and
> Use of garda reserves.

The Partnership superintendent would lead on these types of important areas with responsibility for ensuring consistent levels of community engagement and community policing services across the division. For example, the Partnership superintendent would have responsibility for developing stronger working relationships with key stakeholders, ensuring the delivery of an effective community policing service and developing processes to engage local people in policing. The postholder should also take the lead for tackling long-term community issues and developing good customer service practices. This inspection found that there is no community engagement strategy or plan in place at national or local levels and the Inspectorate found an ad hoc approach to engagement with hard to reach or emerging communities. The Inspectorate believes that this requires co-ordination at divisional level and that the Partnership portfolio should lead on this type of issue.

The number one priority for any police service must be the prevention of crime. As a process, crime prevention is about reducing harm to the community and bringing a concurrent reduction in policing demand, particularly reducing the number of people who become a victim of crime. During inspection visits, the Inspectorate found limited awareness of the garda *Crime Prevention & Reduction Strategy* and limited evidence of a co-ordinated approach to crime prevention. In the Inspectorate's model, crime prevention would be the responsibility of the Partnership superintendent and the CPO would be an integral part of that team.

Community policing needs to be relaunched and sufficient levels of resources need to be assigned nationally to ensure that important services are delivered by community policing units in a consistent manner to all local communities across Ireland. Community policing needs a local senior manager to act as a strategic lead and the Partnership superintendent would take on this role.

During meetings with other agencies, issues were frequently raised about the current district structure, and the need to have to contact a number of different districts within the same division about similar matters.

For example, a local authority housing department needed to contact a number of different districts in the same division in connection with information requests. Apart from the development of Protective Services Units, this issue will not be resolved in the garda model and agencies and NGOs will still need to deal with multiple community engagement hubs. A move to the Inspectorate's model would remove this barrier and provide a single point of contact for statutory, community and voluntary stakeholders.

The Partnership portfolio will provide a dedicated divisional single point of contact for community stakeholders in policing as well as leading on crime prevention, community engagement, community policing and partnership working.

Crime

Figure 4.13 shows the responsibilities assigned to the Crime portfolio.

Figure 4.13 - Crime Portfolio
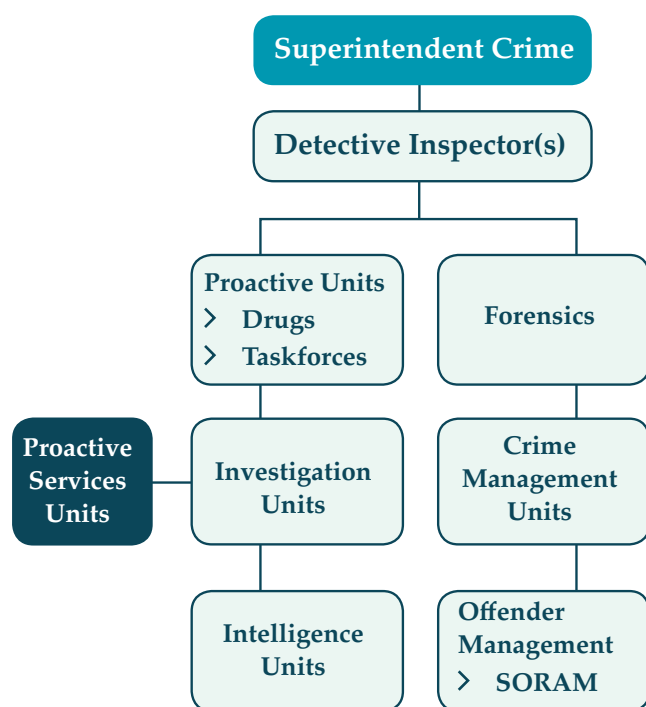
Source: *Changing Policing in Ireland* (2015) (the roll-out of Protective Services Units started in 2016)

While the garda model encompasses a crime hub ,it makes a distinction between serious crime and other crime that needs investigation.

The Crime Investigation (2014) report identified inconsistencies in the crime investigation skills and experience of some district officers. A key recommendation in the report was for the appointment of a detective superintendent in each division, with responsibility for managing crime investigation and detections.[118] The Crime superintendent in the Inspectorate's model would have responsibility for monitoring the effective investigation of all crime.

In this portfolio, the postholder should have responsibility for all proactive units including drugs units, task forces and all reactive investigation teams, such as detective units. Protective Service Units are new investigation units that have evolved since the Inspectorate's 2015 report.

A divisional Crime superintendent provides a single point of contact for garda national support units and other criminal justice agencies such as Customs, Revenue and Probation.

This model removes a significant amount of the crime responsibilities currently assigned to uniform (non-detective) inspectors, including sex offender management, crime investigation supervision and domestic abuse investigation. With a divisional approach, investigators and supervisors can gain excellent knowledge of particular crime types and they can more easily identify those offenders who cause most harm to communities. This model allows investigators to develop excellent contacts with victim support organisations and other stakeholder organisations for particular crime types and provides for a more victim-centred approach to crime investigation.

In the *Crime Investigation (2014)* report, the Inspectorate recommended the development of a model of dedicated investigation teams that would deal with all serious crime and a significant percentage of volume crime investigations.[119] In the Inspectorate's model, higher levels of resources would be assigned to create larger criminal investigation units. This would reduce the current investigation workloads of many front-line units such as regular and community policing units.

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118 *Crime Investigation (2014)* Recommendation 2.3

119 *Crime Investigation (2014)* Recommendation 6.35

While these units would retain some self-generated and less serious crimes for investigation, other crimes that are likely to need additional and sometimes extended enquiries would be managed by dedicated investigation units.

Creating larger investigation units would provide development opportunities for less experienced investigators, with attachments to investigation units and tutoring by detectives. This allows gardaí from other units to develop their investigation skills in a more controlled environment.

This system of investigation would release resources such as regular units from investigating large numbers of crimes to concentrate on their response function. It would also ensure that volume crimes are investigated more thoroughly and expeditiously.

During this inspection, sergeants and inspectors raised concerns about the administrative burden of supervising criminal investigations on PULSE and the negative impact on their availability for front-line supervision. The Inspectorate's model proposes the introduction of divisional crime management units as recommended in the Inspectorate's 2014 report.[120] This type of unit performs important functions, such as the initial review of a reported crime and quality assurance of initial investigations. A crime management unit ensures that crimes are allocated for investigation on a fair and equitable basis and to the most appropriate unit. It is usual for these units to be managed by a detective sergeant. Before an investigation is concluded, a crime management unit makes sure that all necessary action has been taken. This system would reduce the number of crimes currently reviewed by district superintendents as part of a PAF process as well as reducing the number of crimes assigned to individual sergeants for supervision.

The Crime superintendent would also have responsibility for receiving, assessing and actioning all divisional intelligence.

This inspection has again identified an absence of specialist analytical support assigned at divisional level. In the Inspectorate's 2014 report and in Chapter 3 of this report a recommendation is made to develop divisional intelligence units that include analysts.[121]

The Crime portfolio will ensure that criminal investigations are conducted by gardaí with the appropriate skills and will monitor the progress of investigations to ensure that they are carried out thoroughly and expeditiously and that where possible offenders are brought to justice.

Criminal Justice and Support

Figure 4.14 shows the responsibilities assigned to the Criminal Justice and Support portfolio.

Figure 4.14 - Criminal Justice and Support Portfolio

Source: *Changing Policing in Ireland (2015)*

The garda model has changed the name of this function to the governance hub and added strategy and performance, and roads policing to this role.

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120 *Crime Investigation (2014)* Recommendation 5.3
121 *Crime Investigation (2014)* Recommendation 8.11

As discussed in Chapter 2, the responsibility for prosecution decisions and presenting cases at court in most other policing jurisdictions rests solely with an independent prosecution service. The Inspectorate has a long held belief that this role should be performed by the Director of Public Prosecutions. This postholder would have responsibility for managing all court cases in the division and for working with key criminal justice stakeholders, such as State Solicitors, the Courts Service and NGOs to deliver better services to victims and witnesses.

The investigation of public complaints referred to the Garda Síochána by the Garda Síochána Ombudsman Commission and dealing with internal discipline cases are functions shared by approximately 130 superintendents in districts and on national support units. This results in significant abstractions from their core roles. While the Garda Síochána Ombudsman Commission would like to investigate all such complaints, at present it has insufficient resources to do so. Aligning responsibility for these types of cases will release other superintendents from this role and it should considerably speed up the complaints investigative process.

The Inspectorate's 2014 report recommended the creation of Criminal Justice Units that operate in many other police jurisdictions.[122] These units usually operate at divisional level and manage all criminal cases post charge, providing a single point of contact for cases, including victim and witness contact. While these units are not yet in place, the move to a divisional model provides an opportunity to do so. Another gap previously identified in the 2014 report was the creation of a formal meeting process at divisional level for the main criminal justice agencies, such as the Garda Síochána, Courts Service, Probation Service and victims support organisations.[123] This forum should examine issues such as the timeliness of cases and victim and witness care. Although the recommendation has not been progressed, the move to a divisional model presents an opportunity for the portfolio lead to engage other criminal justice partners.

As explained in the Inspectorate's 2015 report, this portfolio might not be necessary, if the Garda Síochána did not have responsibility for prosecuting district court cases and investigating public complaints.

The Criminal Justice and Support portfolio will provide a single point of contact for all criminal justice agencies and the Garda Síochána Ombudsman Commission to ensure cases are dealt with thoroughly and expeditiously. This portfolio also has a key role in respect of victim and witness care and for achieving positive criminal justice outcomes.

Business Support

Figure 4.15 shows the responsibilities assigned to the Business Support portfolio.

Figure 4.15 Business Support
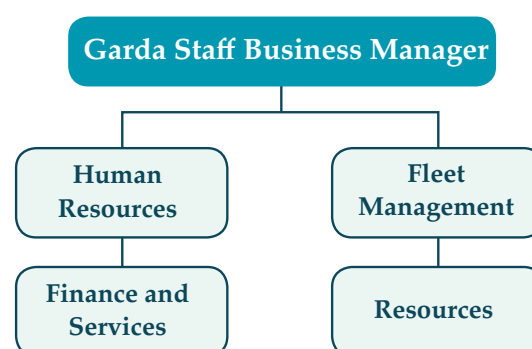
Source: *Changing Policing in Ireland (2015)*

A very important part of the Inspectorate's model is the introduction of a senior garda staff member to each divisional management team.

The Inspectorate sees this role as crucial in supporting operational policing to deliver more effective local policing services. Operational elements include leading on succession planning, selection processes and induction. Chapter 3 has outlined a number of concerns in connection with training and continued professional development. The Inspectorate's model places all of these responsibilities within this portfolio and the business manager has a key role in ensuring that staff have the necessary core skills to deliver local policing services.

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122 *Crime Investigation (2014)* Recommendation 11.19
123 *Crime Investigation (2014)* Recommendation 11.20

In Chapter 2, the Inspectorate outlined the critical nature of this portfolio in professionalising business practices and introducing human resource and financial expertise into the planning and management of a division. This portfolio holder can provide expertise in human resource areas such as managing sickness absence and dealing with grievances. This portfolio will also provide financial expertise in managing budgets and use of overtime to support operational policing.

This portfolio will greatly reduce the human resources and financial workloads currently managed by chief superintendents and superintendents. The Business Support portfolio will provide a single divisional point of contact for many headquarters and national business support units, such as those with responsibilities for human resources, finance, transport and ICT. As such, the Inspectorate views the term "business support" or "business manager" as more appropriate than the title of "administration" proposed in the garda model. This role is fully accepted by the Garda Síochána and it is the only part of the divisional model that is currently operating.

With many current human resource and financial challenges facing the Garda Síochána, the Inspectorate believes that this portfolio should be introduced across all divisions as a matter of urgency. The Business Support function provides critical support to the operational running and management of a division. It will also professionalise the approach to many business functions at an important time of growth and change.

Analysis of Benefits and Challenges

During inspection visits, a number of comments were made about the operation of a full divisional functionality policing model as proposed by the Inspectorate and concern that it could negatively impact on the delivery of local policing services.

In most places visited, there was limited knowledge of how such a model would work. Even in the pilot divisions for the garda model, the knowledge and understanding of a divisional functionality model was poor and little local engagement had taken place with staff or key stakeholders. The Policing Authority's sixth progress report to the Minister for Justice and Equality on the *Changing Policing in Ireland (2015)* report contains a number of comments raised by the Garda Síochána with the Policing Authority (Policing Authority, 2018d). This section is included to analyse some of the benefits and challenges of a divisional functionality model and to provide a response to some of the points raised with the Inspectorate and the Policing Authority.

There are some positive and common themes in both the garda model and the Inspectorate's model and the Inspectorate welcomes the decision by the Garda Síochána to move to a new divisional model. However, the Inspectorate believes that a move to a full functionality model would realise additional and more lasting benefits than would the garda model.

Services to Victims and other Stakeholders

A benefit of the Inspectorate's model not raised by senior garda managers during inspection visits is the improvement in services to victims of crime, to local communities and to other stakeholders in policing. For example, moving to a divisional functionality model will ensure that those accessing garda services will receive a standard and consistent service across the whole division instead of receiving a different type of service, depending on which geographical area an incident occurs in.

For other stakeholders such as local authorities and the Director of Public Prosecutions, a move to a full functionality model provides a single point of contact and a consistent approach in how a division interacts with partner agencies. For example, if it is a community policing issue, stakeholders will only need to deal with one single Partnership portfolio, rather than with several districts/hubs.

The Garda Síochána has raised the issue of removing a district superintendent as something that will be very unpopular with key stakeholders and will affect community confidence. However, the Garda Síochána has not yet conducted any formal public consultation or communication process to explain the new model and how it will operate. In some places, in the absence of briefings to key stakeholders, some local politicians, aware of potential changes, have approached senior garda managers for information.

Having attended community meetings and engaged with local people and organisations, the Inspectorate has identified community policing gardaí and sergeants as the most important people for local policing services. In the garda model, while community engagement hub superintendents will have responsibility for community policing, they will still retain a number of other functions. The Inspectorate's model will provide a full-time superintendent as a strategic lead for communities supported by inspectors, sergeants and gardaí. It is therefore very important that local communities and other stakeholders understand that the whole area of partnership working will be enhanced and not diminished.

Community confidence is also not just about what the district officer does, it is about how national and particularly local policing services are delivered. It has been the case for many years that district officers are not tied to a district for a period of tenure and during previous inspections it was found that many district officers, particularly outside of Dublin, only remain in place for short periods. This sends a conflicting message internally to staff and externally to stakeholders about the importance of the district officer role and the commitment to local communities.

Divisional Management Teams – Roles, Numbers, Expertise and Growth

During visits, the four pilot divisions for the garda model expressed different views about the role of the local chief superintendent and whether their role is to support superintendents or vice versa. The Inspectorate is clear that the chief superintendent should be the strategic lead for a division and that the rest of the senior management team are in place to support them in the delivery of local policing. The chief superintendent has an important leadership role both internally with their own staff and externally with local communities and key stakeholders. Chief superintendents are the senior garda manager in a division and as such have an important role in the delivery of policing plan outcomes and in liaison with the heads of other agencies, JPCs and other such fora.

It was suggested to the Policing Authority that the assistant principal officer in charge of the garda administration hub might be required to report directly to Human Resources Management at headquarters. The Inspectorate considers that all of the senior management portfolio holders, including the assistant principal, should report directly to the local chief superintendent.

During visits, senior garda managers informed the Inspectorate that additional superintendents would be required to operate the garda model and most of the pilot divisions have requested additional posts. The Inspectorate's model at Figure 4.10 includes four superintendent posts and a senior member of garda staff for illustrative purposes. This model would be appropriate for larger/amalgamated divisions with higher staff numbers and higher levels of crime and prosecutions.

The Inspectorate's model allows for adjustments depending on the size, complexity and risk associated with policing a division. As highlighted earlier, 20 of the 28 divisions have fewer than 400 members as well as a small number of garda staff. Smaller divisions do not require the same number of senior managers as those divisions with 700 members and higher numbers of garda staff. Therefore, the number of posts shown within this model may not be required for smaller and less busy divisions.

In these cases, some of the functions performed by superintendents could be carried out by a smaller number of postholders. While the Inspectorate saw opportunities to reduce the number of superintendents required nationally for the Inspectorate's model, the Garda Síochána's decision to have multiple community engagement hubs will likely require an increase in the number of superintendents. Since completing a number of inspection visits, the Inspectorate was informed that the pilot divisions are reassessing the number of community engagement hubs with a view to reducing the number of superintendents that they will need.

A move to a functionality model provides an opportunity for the Garda Síochána to use superintendents and garda staff with particular skills, such as in leading investigations, operational planning, community engagement and human resources in roles that maximise their experience and abilities. It also provides opportunities to develop the skills of individuals in areas where they have more limited experience.

The Inspectorate's model will reduce the broad scope of the current responsibilities of superintendents and instead it will assign them to portfolios with fewer but specific divisional responsibilities. It is important to note that this change elevates their current responsibilities from a district to a divisional level. Within a functionality model, superintendents will become more expert in a defined field of responsibility and it will facilitate greater consistency in decision-making and operational deployment practices. In the Inspectorate's model, the garda staff business manager would be responsible for key support functions such as human resources, finance and training. This will provide professional expertise across a number of business areas that are critically important to the operational delivery of police services. This will also free up significant amounts of time for superintendents to concentrate on core policing services.

The Inspectorate's model is designed to be agile; it is not tied to the restrictive geographical boundaries of a district and is able to respond more quickly to changes in policing demand.

The model also provides a clearly defined structure that can cope with growth in policing demand as well as increased staffing levels. Operating at a divisional level will allow a senior management team to make evidence-based resourcing decisions, rather than allocating resources to support a district-based or community engagement hub-based structure.

Removing district or community engagement hub geographical responsibilities and policing plan targets from individual superintendents will provide for a far more collegiate, collaborative and consistent approach by senior managers to tackle local policing issues. In the Inspectorate's model, senior garda managers should be focused on achieving overall divisional policing priorities as opposed to superintendents who are concentrating on their own district/hub performance measures, sometimes to the detriment of the overall performance of the division.

Location of Senior Managers

The Garda Síochána has raised concerns about removing superintendents from their district areas. In the Inspectorate's model, the location of individual units/functions across a division may determine the location of superintendents and assistant principal officers. In urban divisions, there may be advantages in co-locating the senior management team in a divisional headquarters building to facilitate closer working and representation at all operational and management team meetings. Rural areas may find that it is more effective to have some senior managers operating from different stations within the division. Other jurisdictions use police ranks such as chief inspectors and inspectors to support superintendents and locate them as senior managers in charge of more substantial police stations.

Location of Operational and Non-operational Units

While management responsibilities within the Inspectorate's model are fully functional, the location and deployment of resources assigned to that function may be made on a geographical basis. Moving to a divisional functionality model of policing allows far greater flexibility in the location and deployment of all personnel.

In the Inspectorate's model, resources should be strategically located across the division to deliver more effective services. For example, it may be more efficient to locate regular units currently deploying from multiple locations to a centralised or reduced number of locations. This would be particularly beneficial in urban divisions as it could bring all people and equipment to one location. It would also reduce the current supervisory challenges arising from units spread across multiple locations and insufficient numbers of sergeant and inspectors.

In areas that are more rural, and for deployment purposes, it may be appropriate to locate regular units in multiple bases to provide an effective response service. However, they would remain under the control of the Operations superintendent.

Delivery of effective community policing services will require the assignment of resources to geographical areas of responsibility and the assignment of those resources to a station or other facility within or close to the areas that they cover.

In the case of the Business Support portfolio, it may be appropriate to have some staff located centrally, such as training staff, whereas some of the transactional functions of the portfolio could be performed by staff based at other locations. The Inspectorate's model empowers senior managers to look at all of the garda facilities that are available as well as those belonging to other agencies and to strategically place resources in locations that deliver the most effective operational policing or business support services.

Partnership Portfolio Workload

In the Policing Authority's (2018d) sixth progress report, reference was made to analysis included in the Inspectorate's 2015 report. In that report analysis was provided to show the range of functions performed by a district officer. The information for this analysis was derived from consultation with senior garda managers and their estimation of how their work time was distributed across a number of policing functions, such as crime investigation, community policing and human resource matters.

At that time, the Inspectorate highlighted that the time spent on each function may differ depending on the location of the postholder and the complexities of the area policed.

In that analysis, it was estimated that 30% of a district officer's time was spent on community policing and stakeholder engagement activity. Recently, this analysis was referenced in the context of concerns raised about a single superintendent performing the Partnership portfolio for the whole division. A conclusion was drawn by members of the Garda Síochána that in a division with six districts, a single postholder in the Inspectorate's Partnership portfolio would therefore be required to perform the equivalent work of 1.8 persons. The Inspectorate believes that this is a very simplistic view of this issue.

The key point is that this postholder will be full time in this role and there will be a significant reduction in the time currently spent on other areas, such as the investigation of serious crime, response policing, public complaints, human resources and finance. There are also economies of scale that can be applied across all portfolios including the Partnership portfolio; for example, there will only be one divisional policing plan instead of separate plans for each community engagement hub.

During inspection visits, it was highlighted by senior garda managers that superintendents in the Inspectorate's model would not be able to attend as many community events as they currently do. From discussions at all levels, the Inspectorate found limited evidence that superintendents attend large numbers of community events and community meetings. At local fora community meetings, it was reported to the Inspectorate that inspectors, sergeants and gardaí are the main attendees at meetings.

In the Inspectorate's model, portfolio holders must be supported by other managers, such as inspectors, higher executive officers, sergeants and executive officers. In the Partnership portfolio, the Inspectorate envisages a number of other managers and supervisors in place to support the superintendent in their work and to lead on operations, projects and initiatives.

It is also the case that in a divisional model, superintendents in these functional roles will need to operate differently and more strategically as they will need to cover a whole division, rather than just a district.

Nationally, the Inspectorate's model also provides for workloads that are far more equitable for superintendents than under the current or proposed garda structure.

Impact on the Delivery of Local Policing Services

The aim of the Inspectorate's model is not just to obtain efficiencies of scale and resilience, it is also focused on improving the quality of policing, providing consistency in decision-making and simplifying unit and leadership structures. The Inspectorate's model is designed to have clear lines of responsibility and accountability and aims to reduce levels of bureaucracy and to release gardaí, sergeants and inspectors back to operational duties.

The commitment of the Government to provide additional garda staff comes at an excellent time in this process. In developing a divisional model, all opportunities to free up gardaí by using garda staff should be seized. Removing districts/hubs from the garda model will ensure the delivery of more consistent services in the core policing elements of call response, crime investigation and community policing.

The Garda Síochána has raised concerns that, as a direct result of the functionality model, low value crimes are not always investigated in other jurisdictions and community policing in some police services has been diminished. The Inspectorate considers these to be overgeneralisations as during visits to Police Scotland and the West Midlands Police Service, the Inspectorate found a real commitment to community policing and to local policing services. Where police services have made decisions in relation to how they will respond to calls from the public and the levels of resources assigned to community policing, it is not a result of operating a functionality model, but more an outcome of managing high volumes of crimes and because of significant reductions in police officer numbers.

The Garda Síochána has raised concerns with the Policing Authority that the Inspectorate's model will negatively affect call response times and the quality of criminal investigations. The Inspectorate first recommended a divisional functionality model in its 2014 report to improve service delivery following detailed analysis of garda responses to calls for services as well as examining the quality of criminal investigations. In both areas, the Inspectorate found poor call recording and investigative practices and inconsistent delivery of response and investigation services.

In the Inspectorate's 2015 report, an examination of response times to calls also found a number of similar concerns about deployment practices and poor response times. Placing all response policing resources under one superintendent and reducing their investigative workloads is intended to improve response times and the quality of service provided. The number of members on response units and the location of those resources will determine the level of services provided. The Inspectorate's model will also release additional resources from administration and non-operational posts back to front-line duties and to assist with response services. The intention of the Inspectorate's model is to improve response times by removing unnecessary district barriers to better deployment, and by placing all regular units within the portfolio of one superintendent, it will ensure consistency in the way that they operate.

In the garda model, regular units will continue to investigate a wide range of different crime types and this will negatively impact on their availability to perform their core role of responding to calls for service. It will also retain a situation where gardaí have insufficient time to conduct investigations and cases will continue to drift. The Inspectorate's Crime portfolio is intended to enhance the investigation of crime by creating larger investigation units, removing certain investigations away from some units and ensuring that investigators have sufficient skills and time to conduct investigations thoroughly and expeditiously.

A major benefit of a full divisional functionality model is the provision of a more consistent approach to the delivery of local policing services.

By retaining multiple community engagement hubs in the garda model, services such as response policing and community policing will be performed across a number of different hubs led by a number of different superintendents. This perpetuates a system of district-based policing services delivered on a geographic basis, the quality and consistency of which will depend on individual hubs.

Impact on Inspectors

Concerns were raised by the Garda Síochána about the enhanced role of inspectors in the Inspectorate's model and that they might be asked, without additional pay, to perform some of the functions of a superintendent. The Inspectorate views the role of inspectors as crucial to the model; they are not intended to be in lieu of superintendents but rather to support them in their roles. Most inspectors that met with the Inspectorate have very large and wide portfolios and often struggle with their workloads. A move to the Inspectorate's model would clarify their role, reduce the number of responsibilities for inspectors and release time for front-line supervision. Such a move should be accompanied by clear roles and responsibilities for all supervisors.

Impact on the Workforce

The implementation of a divisional functionality model will have an impact on the overall workforce, but it will not necessarily result in a change of role for individuals or in a change in the location where they work.

The Inspectorate believes that its model provides a number of benefits for all staff including:

> Clarity of role for individuals and units;

> Enhanced deployment practices and fairer distribution of workloads;

> Better management of duties and ensuring that sufficient levels of resources are available at peak demand times;

> More consistent and visible supervision; and

> Provision of human resource and financial expertise at local levels.

To support the Inspectorate's model, roles and responsibilities should be created for all functions to ensure people understand their responsibilities and how they can contribute to local policing services. With a reduced numbers of functions, roles and responsibilities would be more focused on fewer core duties.

The Inspectorate believes that the move to its model will also provide enhanced leadership and management of staff and provide more front-line resources at times when they are most needed.

Development Opportunities for all Staff

The Garda Síochána has raised concerns that removing responsibility for investigating serious crime from individual gardaí (not detectives) will affect their personal development. This view does not take into account the negative impact that the current system of inexperienced gardaí conducting serious crime investigations can have on a victim of crime and the subsequent quality of the investigation completed.

The Inspectorate's model goes far further than the garda model of just removing the investigation of serious crime from most gardaí, and recommends that many volume crime offences should also be investigated by dedicated investigation units. This would help to improve the quality of investigations and reduce the serious crime and volume crime workloads of regular unit gardaí who have no investigation time built into their working roster. In the Crime portfolio, the Inspectorate previously recommended the creation of larger detective/investigation units to investigate serious crime and many types of volume crime. This requires an investment in resources and many police services use attachments to such units as an opportunity for less experienced officers to investigate crime in a more structured and supervised environment. The Inspectorate believes that the creation of additional investigation units will provide far greater opportunities for personal development as well as providing a more appropriate and professional structure for improving the investigation skills of inexperienced members. The intention of the Inspectorate's model is to improve the quality and timeliness of investigations and ultimately to provide a better service to victims of crime.

With a move to enhanced investigation units, there will also be opportunities for garda staff development in roles to support investigation units.

Flexibility and Agility of the Model

The Garda Síochána has quite rightly raised the geographical policing challenges faced in some of its rural divisions, such as in Mayo and Galway. However, while the Inspectorate acknowledges that these divisions will find it more difficult to centralise some of their core functions, a divisional functionality model is in effect a management model of responsibilities and it supports the deployment of resources on a geographical basis to deliver local services. The key point is that the functionality model will support innovation in the design of services in rural areas that brings policing to local areas. This would include the use of community policing units, clinics and mobile stations. While some of these geographical challenges are very similar to those faced in Scotland, Police Scotland operates a divisional functionality model and operates from less than half of the number of garda divisions. Previous analysis in this section shows that most divisions in Ireland have far fewer members than do comparable police services and the Inspectorate believes that this is inefficient and not making best use of resources.

The Inspectorate believes that its model is sufficiently flexible to cater for both urban and rural policing environments. It also believes that it will support the growth of the Garda Síochána now and into 2021. The amalgamation of divisions, as previously recommended by the Inspectorate, would provide for additional and significant efficiency savings and the Inspectorate believes that its model would be sustainable for the amalgamation of multiple divisions.[124] As shown in an earlier example, if larger divisions are created at some later point, additions can be made to the model at management level to provide additional resilience.

The Inspectorate advocates that its model should be used in the four pilot sites and the learning from these divisions could be used to develop a national model.

The pilot divisions in Cork City and DMR South Central do not have the geographical challenges faced in Galway and Mayo and the Inspectorate believes that there are excellent opportunities to redesign more centralised policing services for both cities that are far more efficient and effective.

Role of Regions

The garda model does not explain the future role of regions and how assistant commissioners will operate within the new structure. The Inspectorate considers that there should be no more than three regions and that in their current format the regions provide limited value and add unnecessary layers of bureaucracy. The Inspectorate sees a different role for assistant commissioners based on leadership, performance management and support for divisions. The experience of other jurisdictions shows that having a smaller number of regions and the regionalisation of some national support unit resources provides significant advantages. Not all police services operate regions and in those that do, such as Police Scotland, they have far fewer in place.

Governance and Accountability

A major concern raised in previous inspections is the failure of the Garda Síochána to transition organisational policies, practices and procedures into front-line service delivery. In the Inspectorate's model, one divisional senior manager will lead on specific policy implementation depending on their portfolio responsibilities. This removes the need for multiple districts/hubs to interpret and implement individual policies. In the Inspectorate's model, Garda Headquarters will have a clear line of governance based on a maximum of 28 divisions, rather than dealing with 28 divisions and 96 districts/hubs.

A move to the Inspectorate's model should also be accompanied by a single divisional policing plan, a single divisional risk register and a single divisional PAF meeting. With regard to local accountability, the Partnership superintendent would take the lead for community engagement and identifying local policing priorities.

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124 *Changing Policing in Ireland (2015)* Recommendation 2.2

Administration and Back Office Support

Resources are currently allocated to support a divisional as well as a multi-district structure. Within a district or hub model, a certain level of administrative support will still be required to maintain the structure.

The Inspectorate's model removes any unnecessary structures and back office support functions that are required to operate a district/hub and it will release significant levels of gardaí back to operational duties. The Inspectorate's 2015 report highlighted that an increase in the number of inspectors would be required to operate the Inspectorate's model but at that time, with sergeants often in non-operational posts, it was difficult to determine the number of sergeants that would be required. A move to the Inspectorate's model would release a significant number of sergeants from their current non-operational roles and it would make more effective use of existing sergeants. For example, in Cork City multiple small units operate across four districts, each requiring a sergeant for supervision purposes. In the Inspectorate's model, a reduction in the number of units in operation would reduce the number of sergeants that are required.

Functionality Model in Other Jurisdictions

During inspection visits, senior garda managers informed the Inspectorate that the functionality model had failed, particularly in London, and that the Metropolitan Police Service were no longer using this type of model. The Inspectorate confirmed that the functionality model is still in use; indeed, it was recently extended in London to reflect a move to super-sized boroughs (divisional equivalents). For example, one borough now covers an area that was previously six separate divisions. As a result, additional functions were added to the senior management team in this borough. In the enhanced model, there is a chief superintendent as the borough commander, supported by five superintendents with functional responsibilities for:

> Partnership;

> Response (24/7 emergency calls);

> Investigations;

> Safeguarding (rape and vulnerable crime); and

> Deputy to the borough commander and areas such as professional standards and discipline.

During visits to Police Scotland and to the West Midlands Police, the Inspectorate also established that functionality models are operating at divisional and organisational levels. Key benefits were not just that the model enabled efficiencies in its own right, but by building a consistent operating model at a larger scale, it also enabled support functions to identify further efficiencies.

Commission on the Future of Policing in Ireland

The report by the Commission on the Future of Policing in Ireland included a number of issues with regard to regions, divisions and districts, which are very relevant to this inspection (Commission on the Future of Policing in Ireland, 2018).

The Commission recommended that divisions should be self-sufficient administrative units, with their own devolved budgets and finance and human resources team and envisaged that a division should be, for most policing purposes, a mini police service in its own right. The Inspectorate supports the empowerment of divisions and the delegation of authority to the lowest and most appropriate level. However, the Inspectorate is concerned about the creation of mini police services at divisional level. The Garda Síochána is a national police service and while the delivery of most of its policing services will take place within a divisional structure, it should always operate within a corporate framework and in line with national standards of how policing services should be delivered.

The Commission also recommended that a new district policing model should be introduced, positioning front-line district police as the core of the organisation. The number of districts would be determined by the Garda Commissioner. Both the Commission and the Inspectorate are highlighting the importance of designing and delivering efficient and effective local policing services. There is also agreement that community policing has a key role to play in the delivery of local services. Where there are differences is

in the language used to describe the structure for delivering services, with the Commission advocating a district model of policing and the Inspectorate a divisional model. The Inspectorate has a long held view that the district model is inefficient and is a barrier to more effective delivery of services at the local level. However, the Inspectorate considers that the Commission's approach, which could involve fewer, larger districts, and fewer, larger divisions, to be determined by the Garda Commissioner, may not necessarily be incompatible with the full functionality model advocated

The Inspectorate agrees with the Commission that a new operating model is needed but believes that the shared goal of supporting front-line policing on a consistent basis can most effectively be achieved within a divisional model rather than within a district structure.

Critical Action 9

Since its 2014 report, the Inspectorate has supported a full divisional functionaltiy model of policing. This inspection reaffirms the view that a move to this type of model would deliver more effective and consistent policing services. It would also release gardaí and garda staff for reassignment to areas of policing where there are higher levels of threat, risk, harm and vulnerability. Although the Garda Síochána has made a commitment to move from a district to a divisional model, there is resistance at many levels to the change.

The Inspectorate does not support the intention of the Garda Síochána to have multiple community engagement hubs. This approach will retain the core elements of the district model and each hub will continue to deliver the separate functions of response, community policing and investigation. While policing services should be delivered locally and geographical community and response services are critically important, services should be managed within a divisional structure that does not retain district restraints, barriers or boundaries that affect local services.

While the pilot divisions and the Divisional Policing Team at headquarters have invested a significant amount of effort in preparing for the implementation of the model, enthusiasm for the

roll-out has lost its initial impetus and progress to date is very slow.

In the interim of a national roll-out, action could be taken now to realise some of the intended benefits of the model and support the full implementation across all divisions.

Critical Action 9 contains a number of areas that could significantly support the transition to a divisional model and enhance the delivery of local policing services.

Critical Action 9

To implement a full divisional functionality policing model

In support of this critical action, the Inspectorate considers that the following areas need to be addressed:

> Take account of the Inspectorate's model, particularly the assignment of specific functions under the leadership of individual senior managers;

> Develop an internal/external consultation and communication plan for the divisional model;

> Create roles and responsibilities for all divisional functions, including the role of supervisors;

> Appoint a senior manager to conduct a strategic review of the partnership recommendations made in the *Crime Investigation (2014)* and *Changing Policing in Ireland (2015)* reports with a view to developing much stronger partnerships at a local level;

> As outlined in Critical Action 4, create divisional accommodation plans that review the availability and use of garda stations and other local facilities as part of the divisional model implementation process; and

> As outlined in Critical Action 8, develop a single divisional policing plan, a single divisional Performance Accountability Framework meeting and a single divisional risk register.

Appendix 1

List of previous Inspectorate Recommendations not yet fully implemented.

The terms of reference for this review required the Inspectorate to take account of relevant recommendations made in previous reports. The following reports are considered the most relevant to this inspection:

> Roads Policing (2008);

> Resource Allocation (2009);

> Front-Line Supervision (2012);

> Crime Investigation (2014); and

> Changing Policing in Ireland (2015).

The Inspectorate reviewed the recommendations in them to identify those most relevant to this inspection. It then compared the relevant recommendations against the 6th report of the Policing Authority and status updates provided by the Garda Síochána to the Inspectorate. The following table lists the relevant recommendations that have not been fully implemented.

Chapter 1 - Critical Actions 1 and 2

Inspection Area	Previous Recommendation	Report Reference
Understanding Demand	> Implement a command and control system that accurately records calls for service	> *Crime Investigation 3.1*
	> Analyse call data on a divisional basis to identify the top places that generate demand for policing services	> *Crime Investigation 1.12*
	> Introduce divisional data on call demand and performance data against Garda Charter targets for management review and action	> *Crime Investigation 3.7*
Data Sets/ Demand Analytics	> Improve the accuracy of recording of calls for service	> *Resource Allocation 10; 23* > *Crime Investigation 3.2; 3.5; 3.17; 3.27-3.29*
	> Improve the recording of crime and non-crime incidents on PULSE	> *Crime Investigation 3.27- 3.28; 4.1; 4.8 -4.12; 4.15 - 4.19; 5.5-5.10; 11.5; 11.12; 11.14*
	> Create a director of data quality position	> *Changing Policing in Ireland 1.7*

Workforce Planning	› Develop a workforce planning process for all positions in the organisation to release members for front-line deployment	› *Changing Policing in Ireland 4.3*
Intelligence-Led Policing	› Implement a national intelligence model/process and develop national standards for the way that intelligence units operate at national and divisional levels.	› *Crime Investigation 8.8*
	› Designate Garda Síochána Analysis Service as the professional lead for developing standards for the collating, analysis and evaluation of intelligence	› *Crime Investigation 8.6*
	› Develop divisional intelligence units	› *Crime Investigation 8.11*
	› Develop a standard operating procedure clarifying the functions and operating practices of a criminal intelligence officer	› *Crime Investigation 8.12*
Business Process Mapping and Reducing Inefficiency	› Review each Sergeant's role to determine how support staff and improved business processes can ease administrative burdens	› *Front-Line Supervision 2*
	› Develop a bureaucracy taskforce on a national level	› *Crime Investigation 2.2*
	› Use a priority-based budgeting approach to ensure resources are being applied in alignment with the policing plan and Ministerial priorities	› *Changing Policing in Ireland 5.11*
	› Implement an electronic document management policy that supports the use of email for internal administrative communications	› *Changing Policing in Ireland 3.27*
	› Seek opportunities to reduce management and administrative overheads in the regional deployment of national resources	› *Changing Policing in Ireland 2.1*

Internal Engagement	> Develop a model for engagement with staff	> *Crime Investigation 2.5*
	> Develop a structured approach to engagement at all levels and processes that encourage staff to contribute to improving organisational performance	> *Changing Policing in Ireland 3.9*
Information and Communications Technology	> Develop a national computer aided dispatch system, incorporating GPS facilities, a geo-directory and demand profiling software	> *Resource Allocation 16*
	> Develop a human resource/ resource management system (integrated with CAD)	> *Resource Allocation 3* > *Crime Investigation 3.16*
	> Improve mobility by developing mobile technology.	> *Crime Investigation 3.20*
	> Explore new technology opportunities in the prevention and detection of crime	> *Crime Investigation 1.11*
	> Develop a national crime investigation/records management system	> *Crime Investigation 4.2*
	> Review the allocation of resources to provide an effective service in computer examination	> *Crime Investigation 6.24*
	> Introduce a Major Investigation Management System	> *Crime Investigation 6.11*
	> Develop an electronic case file management system	> *Crime Investigation 6.30*
	> Develop a technology based custody system	> *Crime Investigation 9.8*
	> Develop an electronic system of identity parades	> *Crime Investigation 9.15*

Chapter 2 - Critical Actions 3, 4 and 5

Inspection Area	Recommendation	Report Reference
Resource Allocation	› Designate DMR to be pilot region for implementation of national resource allocation plan	› *Resource Allocation 15*
	› Ensure that the subject of resource allocation be given the highest priority	› *Front-Line Supervision 11*
	› Design a national resource allocation model that matches resources to policing needs	› *Crime Investigation 2.10*
Role of Headquarters and National Units	› Develop major investigation teams that will investigate murders and other specialised serious crime	› *Crime Investigation 6.16*
	› National units to provide effective specialist support services at a local level	› *Changing Policing in Ireland 2.1*
	› Implement the structure and operating model for Serious Crime Services that includes a national Offender Management Unit	› *Changing Policing in Ireland 1.3*
	› Publish clear protocols outlining national and regional unit responsibilities › Seek opportunities to regionalise national unit resources to improve service delivery	› *Changing Policing in Ireland 2.1*
Accommodation	› Conduct an audit of public office facilities and improve their design to facilitate a more customer-focussed environment	› *Crime Investigation 3.30*
Custody Services	› Conduct a full review of custody provisions to include centralisation/ rationalisation of facilities, and potential for improvements to security arrangements, supervision and training	› *Front-Line Supervision 4* › *Crime Investigation 9.9*

Civilianisation and prioritising the allocation and assignment to operational front line	> Identify priority areas for civilianisation	> *Resource Allocation 1*
	> Release sworn personnel through civilianisation	> *Resource Allocation 4* > *Crime Investigation 9.9*
	> Explore all opportunities to reallocate garda support staff to control room duties, thereby releasing gardaí for front-line duties	> *Crime Investigation 3.10*
	> Department of Justice and Equality to convene a Working Group comprising the Garda Síochána, the Department of Public Expenditure and Reform and Police Authority to work together to develop a new employment control framework that provides flexibility to achieve the most effective mix of staffing	> *Changing Policing in Ireland 4.2*
	> Implement a workforce planning process for all positions within the organisation to release garda members for front-line deployment	> *Changing Policing in Ireland 4.3*
	> Finalise integration of reporting structures of member and garda staff	> *Changing Policing in Ireland 4.6*
Garda Reserve	> Develop a strategic plan for maximising the operational effectiveness and contribution of the reserves. When assessed as competent, Reserves should be authorised to patrol independently and to use the powers for which training was provided.	> *Crime Investigation 3.15* > *Changing Policing in Ireland 4.4*
	> Develop a more proactive recruitment process for reserves	> *Changing Policing in Ireland 4.7*

Abstractions from Core Duties	> Examine factors impacting on garda availability for core duties including immigration, static protection and waiting times in court	> *Resource Allocation 9*
	> Extend the role of the court presenters scheme to include all prosecution roles in courts, across all divisions	> *Crime Investigation 11.17*
	> Review the use of gardaí in court security roles and escorting of remand prisoners	> *Crime Investigation 11.21*
	> Reduce the current abstractions that take detectives away from crime investigation	> *Crime Investigation 6.2*
Outsourcing or Divestiture	> Review the use of members for static security posts	> *Changing Policing in Ireland 1.2*
	> Review the process for serving summonses	> *Crime Investigation 11.12 and 11.15*
	> Department of Justice and Equality to convene a key stakeholder group to develop divestiture and outsourcing plans for functions which a body other than the Garda Síochána could perform	> *Changing Policing in Ireland 4.1*
Border Security	> Establish a Border Security Unit	> *Changing Policing in Ireland 1.5*
Staff Mobility	> Develop a new model for posting people, particularly on promotion	> *Crime Investigation 2.4*
	> Implement a tenure policy to encourage rotation and development of staff	> *Changing Policing in Ireland 4.9*

Performance Management	› Develop a performance management system that holds individuals to account and deals with under performance	› *Crime Investigation 2.14*
	› Develop key performance indicators to measure the effectiveness of leadership and supervision initiatives	› *Changing Policing in Ireland 3.12*
	› Implement one performance management system for all members and garda staff	› *Changing Policing in Ireland 4.13*
	› Develop a Standard Operating Procedure for recognising good work	› *Changing Policing in Ireland 3.10*
Attendance Management	› Create leave records, including sick leave, electronically on resource management system	› *Resource Allocation 7*
	› Format records so that local and central managers can discern patterns requiring intervention	› *Resource Allocation 8* › *Changing Policing in Ireland 4.11*
	› Develop a clear, comprehensive attendance management policy to reduce the number of working days lost	› *Changing Policing in Ireland 4.11*
	› Develop and implement a policy to reduce the number of people on limited duty or reduced hours with a view to facilitating their return to full duty	› *Changing Policing in Ireland 4.12*

Chapter 3 - Critical Actions 6 and 7

Inspection Area	Recommendation	Report Reference
Resource Deployment	› Develop new managerial and supervisory approaches to resource deployment based on robust and timely data	› *Resource Allocation 13*
	› Establish a national resource deployment team to develop a resource allocation plan for the Garda Síochána	› *Resource Allocation 14*
	› Establish a resource deployment team in each garda region	› *Resource Allocation 22*
	› Develop a standard operating procedure to improve the operational deployment of garda resources. This includes reviewing the operational deployment of specialist units, enhance garda visibility and use indicators to measure effectiveness	› *Changing Policing in Ireland 2.6*
	› Carry out an audit every four months to review deployment practices	› *Changing Policing in Ireland 2.7*
Briefing and Tasking	› Give highest priority to the subjects of resource allocation, availability and visibility at accountability meetings	› *Front-Line Supervision 11*
	› Implement an effective briefing, tasking and de-briefing process	› *Crime Investigation 2.13*
	› Hold a daily divisional accountability meeting that is structured and reviews incidents and crimes on a divisional basis to ensure appropriate action and tasking	› *Crime Investigation 5.1*

Rosters	› Complete the review of the pilot roster	› *Crime Investigation 2.12*
	› Develop multiple rosters, including response police rosters; rosters that optimise operational deployment of national, regional, divisional, local and specialist units and rosters for all levels that do not need to work extended hours	› *Changing Policing in Ireland 2.8*
Front-Line Supervision	› Assign a patrol sergeant on every shift with their focus on leading service delivery on the ground	› *Front-Line Supervision 3*
	› Develop an effective system for supervision of courts attendance to minimise time away from critical front-line activity	› *Front-Line Supervision 8*
	› Develop a policing model with a uniform patrol sergeant on duty in each division at all times	› *Crime Investigation 2.7*
	› Extend the provision for acting duties to include gardaí and sergeants to cover absences in patrol supervision and explore opportunities to cover long-term vacancies with temporary promotions	› *Changing Policing in Ireland 3.7*
Call Allocation Policy	› Put a helpdesk in a control room to enable the needs of some callers to be met over the phone without the need to dispatch a patrol car	› *Resource Allocation 11 and 27*
	› Ensure all control rooms have details of all operational units to allow deployment to calls	› *Front-line Supervision 10* › *Crime Investigation 3.14*
	› Develop a risk assessment process that identifies and relays important information that should be available to gardaí who are assigned to an incident	› *Crime Investigation 3.18*
	› Develop effective national call handling and call deployment practices that use resources more effectively	› *Changing Policing in Ireland 2.6*

Investigation Policy	› Review the role of first response and develop a new model of response policing	› *Crime Investigation 3.22*
	› Identify the unnecessary deployment of detectives in non-investigative roles	› *Crime Investigation 6.3*
	› Conduct a national audit of lapsed criminal cases and introduce a system to ensure that investigations are progressed in a timely manner	› *Crime Investigation 6.22*
	› Develop investigation plans for crimes that are recorded on PULSE	› *Crime Investigation 6.20*
	› Reduce the time scales for crime investigation from three months to a maximum of twenty-eight days	› *Crime Investigation 6.26*
	› Introduce a national policy and procedure for bringing an investigation to a conclusion	› *Crime Investigation 6.34*
	› Develop new systems for recording and investigating crime	› *Crime Investigation 6.33*
	› Re-allocate crime investigations for any garda who is transferring, retiring or is on extended absence from work	› *Crime Investigation 6.26*
	› Create divisional investigation units to investigate designated volume crimes	› *Crime Investigation 6.34*
	› Provide clarity about the crime investigation role of divisional specialist units, such as drugs and other tasking units, traffic units and community policing units	› *Crime Investigation 6.35*

Training and Continuous Professional Development	› Develop a process to ensure that supervisors have the knowledge, skills and training to ensure effective policy and directive implementation	› *Changing Policing in Ireland 3.3*
	› Ensure supervisors are trained in enforcing standards of performance, dress and behaviour	› *Changing Policing in Ireland 3.6*
	› Conduct training needs analysis annually	› *Changing Policing in Ireland 4.16*
	› Establish a garda staff induction programme and ongoing continuous professional development	› *Changing Policing in Ireland 4.19 and 4.21*
	› Provide pre-promotional training prior to placing in roles	› *Changing Policing in Ireland 4.20*
	› Provide a programme of ongoing continuous professional development for all garda personnel and consider new ways to deliver training, including distance-based learning and regional training facilities	› *Changing Policing in Ireland 4.21*
Detective Training	› Create a structured selection and training programme for future detectives; ensure that all current detectives are sufficiently skilled, including additional detective training as required; ensure new detectives are trained prior to appointment	› *Crime Investigation 6.5*
Driver Training	› Develop a comprehensive driver training programme	› *Roads Policing 10*
	› All new gardaí to successfully complete a comprehensive police driving course during their probationer training	› *Roads Policing 11*

Chapter 4 - Critical Actions 8 and 9

Inspection Area	Recommendation	Report Reference
Victims/ Vulnerability	› Enhance analysis of crime in respect of identifying trends in victims	› *Crime Investigation 1.10*
	› Create a national standard for conducting crime surveys and providing crime prevention literature	› *Crime Investigation 1.5*
	› Create a standard operating procedure for dealing with victims of crime	› *Crime Investigation 3.31*
	› Implement a victim-centred policy and good investigative practices in rape and other sexual offences	› *Crime Investigation 6.17*
	› Work with Cosc and key strategic partners to implement a victim-centered policy and good investigative practices in Domestic Violence	› *Crime Investigation 6.18*
	› Implement a victim-centered policy and good investigative practices in racial, homophobic and other similar crimes to encourage victims to report offences	› *Crime Investigation 6.19*
	› Improve the information provided to victims and particularly to victims of sexual assaults, domestic violence or those who are vulnerable for any other reason	› *Crime Investigation 7.2*
	› Create a national standard for victim contact; provide clear guidance to all gardaí on their roles and responsibilities with regard to victims of crime; create a policy and a process for identifying and managing repeat victims of crime; create a tab on PULSE to record all victim updates or attempts to update a victim; review the approach taken by gardaí to the initial contact with victims of assault and domestic violence; ensure a consistent standard of victim referral to support agencies; ensure that in appropriate cases victims are provided with the Victim Impact Assessment Guidelines	› *Crime Investigation 7.5*
	› Review the approach and quality assure the supervision of victim contact	› *Crime Investigation 7.6*
	› Introduce a system to ensure that a supervisor checks the quality of statements taken from victims and witnesses	› *Crime Investigation 9.12*

Customer Service	› Devise and publish a policy on telecommunications contacts with members of the public	› *Resource Allocation 19*
	› Give emergency and non-emergency callers an estimated time of arrival	› *Resource Allocation 26*
	› Review the current activities of the Community Relations Unit to focus the unit on the key priorities of creating safer communities and improving customer service	› *Changing Policing in Ireland 3.13*
	› Expand the remit of the Victim Offices to provide a single point of contact for all customer service enquiries	› *Changing Policing in Ireland 3.15*
	› Produce a single Customer Service Charter and develop national Customer Service Guidelines for all employees	› *Changing Policing in Ireland 3.16*
	› Facilitate customer feedback and develop a series of performance indicators to measure and improve the quality of customer service	› *Changing Policing in Ireland 3.17*
	› Utilise alternative forms of access for customers to obtain information on policing and policing services, including the development of divisional websites	› *Changing Policing in Ireland 3.18*
	› Appoint a national customer service lead. Each division to appoint a partnership superintendent and all national units appoint a senior member as a customer service lead	› *Changing Policing in Ireland 3.20*
Community Policing and Community Engagement	› Develop a divisional approach for the deployment of specialist units, such as community policing	› *Crime Investigation 6.35*
	› 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	› *Changing Policing in Ireland 3.14.*

Crime Prevention	› Develop and implement a crime prevention strategy that articulates how garda resources will be used to prevent crime	› *Crime Investigation 1.1*
	› Develop a standard operating procedure for the use of crime prevention officers to reduce offending opportunities	› *Crime Investigation 1.3*
	› Provide central co-ordination and support to crime prevention officers activity to ensure consistency of deployment	› *Crime Investigation 1.4*
Partnership Working	› Designate chief superintendents to engage key strategic partners to address key issues that impact on all partner agencies and to develop joint plans to tackle local crime and disorder	› *Crime Investigation 1.14*
	› Department of Justice and Equality to consider the establishment of a Criminal Justice Board equivalent to deliver a more effective criminal justice service	› *Crime Investigation 11.21*
	› Develop and communicate clear protocols and guidelines, as necessary, to support information sharing with other government agencies	› *Changing Policing in Ireland 3.25*
	› Introduce criminal justice groups at a divisional level	› *Crime Investigation 11.20*

Divisional Policing Model	› Implement a divisional model of delivering policing services	› *Crime Investigation 2.1*
	› Develop a functionality model based on the number of staff, policing needs and complexities of divisions	› *Crime Investigation 2.3; 2.8 - 2.9* › *Changing Policing in Ireland 2.3*
	› Develop a single divisional administration unit	› *Crime Investigation 2.1*
	› Establish a crime management unit model on a divisional basis	› *Crime Investigation 5.3*
	› Develop a divisional approach to the deployment of regular units	› *Crime Investigation 2.1*
	› Align all district detective units into a divisional model	› *Crime Investigation 6.1*
	› Amalgamate and reduce the number of divisions	› *Changing Policing in Ireland 2.2; 2.4*
	› Develop and publish specific roles and responsibilities that clearly define the roles of supervisors to support functionality model	› *Changing Policing in Ireland 3.8*

Appendix 2

Resource Allocation Categories

Allocation Category	Types of Units/Functions performed
Headquarters	> Senior gardaí – (Commissioner to assistant commissioner) > Headquarters staff > Garda College staff > National Vetting Unit > Garda band > Human Resource Management > Finance Directorate > Information Technology > Strategic Transformation Office
National/ Operational Support Units	> National detective units > Crime and security > Liaison and protection > Operational support units > Technical Bureau units > Immigration duties > Armed response units > Criminal Assets Bureau
Local Policing	> Senior gardaí (chief superintendent to inspector) > Regular units > Traffic units > Community policing units > Detective units > Administrative roles > Juvenile Liaison Officers > Warrant units > Court officers
Miscellaneous	> Members on various forms of special leave

Source: Categories created by the Garda Inspectorate

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