Policing Authority Assessment of Policing Performance 2018

March 2019

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Foreword

When the Authority was established with the statutory remit "…*of overseeing the performance by the Garda Síochána of its functions relating to policing services",* it began by putting in place a valid and credible performance framework. We put the statutory policing priorities, Policing Plan and performance targets at the heart of that framework. In 2018, the Authority considered that in its third year, the framework had matured sufficiently to support twice yearly formal documented assessments of Garda performance against the Policing Plan. This is the second report from the Authority presenting its assessment of the performance of the Garda Síochána against the 2018 Policing Plan. This report sets out the full year assessment and is designed to contribute to the transparency of the Authority's oversight, setting out the outcomes of that work.

The annual Policing Plan is a core document prepared by the Garda Commissioner which sets out the Garda Síochána's commitments to the community regarding the policing service it will deliver in that year. The Plan must deliver on the Policing Priorities, which are determined independently by the Authority, drawing on consultation with a wide breadth of stakeholders across the community. The Authority regards it as important that there is then an independent and external assessment back to the community that sets out the degree to which the Authority believes, and has evidenced, that those commitments were fulfilled.

Framing the Policing Plan as a series of commitments to the community is useful. It serves to emphasise that the organisation's efforts and resources must be unambiguously focused on delivering for the community. To maintain a consistent focus the plan ought to be core to day-to-day work, be understood, and be the basis against which the organisation assesses its own performance at national, regional and local levels.

The Policing Plan is, by necessity, ambitious and while the targets set by the Authority are challenging, they are the outcome of a discussion about what is feasible. This is especially the case in a context in which crucial modernisation and reform must be achieved in order to support the delivery of effective policing. The process will be immeasurably improved by having, at least indicative, costings or resource commitments in future plans.

It would be incongruous to have an ambitious plan and not expect some variations in achievement. Meaningful progress has been made across the plan in 2018, which will enhance the service provided to the public, most notably in terms of its service to victims. However, just over half of the commitments in the 2018 Policing Plan were not achieved and more concerning is that most of those were off target by June 2018; many were off as early as March. This raises questions about the original content of the Plan, and the effectiveness of the Garda control and monitoring environment. It also raises a question upon which the Authority must reflect, on how to improve the rigour and the value of Authority's monthly assessment.

The key findings of the half-year Policing Plan Report produced by the Authority in July of 2018 remain relevant at the end of the year. These related to the primacy, content, resourcing and embedding of the Policing Plan and the need for the Garda planning process and performance culture to mature. These will be important considerations in the development of the plan for 2019 and beyond. With the agreement of the Minister for Justice and Equality, the 2019 Policing Plan will be finalised by the end of March 2019, and will interweave those elements of the Government Programme of Policing Reform on which the Garda Síochána is committed to deliver.

Josephine Feehily
Chairperson

Introduction

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What is the Policing Plan?

It is an annual plan that sets out what the Garda Síochána is committed to achieving in any year.

The Policing Plan gives effect to the Garda Síochána Strategy and sets out a range of commitments with accompanying targets and measures by which their achievement will be measured. This Policing Plan was the final plan prepared under the Garda Síochána's Strategy Statement July 2016 – 2018 ('the Strategy'). This review makes reference to the strategic objectives and outcomes contained in the strategy.

The Policing Plan is drawn up by the Garda Síochána in accordance with the Garda Síochána Act and formally laid before the House of the Oireachtas. The current plan is based on the five chapters in the Strategy. These are:

- Organisational Development and Capacity Improvement;
- National & International Security;
- Confronting Crime;
- Roads Policing; and
- Community Engagement & Public Safety.

The individual initiatives and commitments in the Policing Plan are decided upon by the Garda Commissioner. The targets and measures in the Policing Plan are determined by the Policing Authority in accordance with the Garda Síochána Act 2005.

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How does the Authority monitor and assess performance against the Policing Plan?

The primary mechanism for monitoring and assessing policing performance is the monthly Authority meeting with the Garda Síochána. A minimum of four of these meetings are held in public. Performance is also regularly reviewed in depth in the Authority's Policing Strategy and Performance Committee ('the Committee') meetings, which happen at least 8 times a year.

Throughout the year the Authority and the Committee review and analyse internal and external reporting from and about the Garda Síochána. This includes:

- Monthly internal reports on performance against the Policing Plan;
- Other internal monthly and regular reporting, such as the Commissioner's Report to the Authority and reports on performance against the Modernisation and Renewal Programme;
- Operational figures across a range of crime types;
- The quarterly Public Attitudes Survey;
- Relevant reports from other third parties, such as the Garda Inspectorate and the CSO; and
- Review of news media from this and other, similar jurisdictions.

The Authority also has a programme of visits during the year. These provide an opportunity to review evidence of performance in person, and include:

- Visits to specialist units and meetings with Garda Síochána members and staff at all levels;
- Engagement with stakeholders, including representatives of minority groups
- Engagement with probationer Garda Members in Templemore;
- Visits to Garda Stations and units throughout the country; and

- Visits to Joint Policing Committees.

During these visits and meetings, members and staff of the Authority:

- Engage formally and informally with Garda Síochána Members and Staff;
- Observe internal Garda Síochána meetings and training;
- Review Garda Síochána facilities (e.g. custody suites, station facilities);
- Observe examples of systems as they are used (e.g. call taking in GISC); and
- Attend operations (e.g. checkpoints).

All of the evidence and experience gathered through these different types of engagement are pulled together to inform the questions that are put to senior Garda Management by the Authority and its Committees in private and in public.

How does the Authority report on policing performance?

In 2018, the Authority decided to prepare and publish a half-year and full-year report setting out its assessment of Garda Síochána performance as against the Policing Plan. This gives greater transparency to the work undertaken by the Authority, as well as informing the public as to what has been achieved by the Garda Síochána against the commitments given in the Policing Plan for that year.

The first report was issued in July 2018, covering the first six months of the year. This report is issued in March 2019 and covers the full year 2018.

This report considers performance against the individual objectives in the plan, by chapter. This will involve a technical consideration of what was, and wasn't achieved in the year, including reference to key performance indicators such as the crime statistics and Public Attitudes Survey targets. However, since performance is not simply a matter of the status of initiatives as of 31 December, this section will also consider the progress that was made during the year in areas in which the targets were not achieved.

The conclusions section expands on some of the broader themes arising from the Authority's review of the Garda Síochána's performance throughout the year. This section will be particularly relevant when considering what issues need to be addressed in order to ensure the successful development and implementation of the 2019 Policing Plan and any other major plans, including the Strategy Statement for 2019-21.

Review of Performance - Public Attitudes Survey

The Public Attitudes Survey ('the Survey') is conducted on behalf of the Garda Síochána and is the barometer by which public confidence in the policing service is measured. It covers a range of areas including trust, fear of crime and victim satisfaction. The Survey is fundamental to the Garda Síochána's understanding of how it has performed, particularly over the longer term of the Strategy.

Nine measures from the Survey were used in the 2018 Policing Plan. The public response to these measures is gathered through quarterly surveys, which are aggregated to provide annual totals. Targets are set to achieve minimum or maximum results against each of these measures for the year. Additional measures are included in the quarterly and year-end updates and are briefly reflected upon in this chapter.

Areas of Progress

- Public trust remains high; nearly 90% of respondents reported a mid to high level of trust in the Garda Síochána
- Seven of the nine Policing Plan performance indicators improved compared with 2017
- Perception that "Local crime is a serious / very serious problem" reduced from 20% in 2017 to 19% in 2018
- Although the proportion of respondents who perceive the Garda organisation to be well-managed only increased by 1% over the year to 39%, there was a substantial improvement in the latter half of the year to 44% in Q3 and 42% in Q4.

Areas of Concern

- Only one of the nine Policing Plan performance indicators met the annual target; a reduction in the responses that "crime is a serious or very serious problem locally"
- Responses that "Fear of crime has no impact on quality of life" decreased from 70% in 2017 to 63% in 2018
- Responses that "Garda presence locally is about right" decreased from 42% in 2017 to 39% in 2018

The table overleaf provides the key measures which are included in the Policing Plan and the targets which were established for 2018. The 2018 full year results in Table 1 are based on the annual average, derived from quarterly results published by the Garda Síochána. The Garda Síochána will also publish the aggregated 2018 Survey, which includes additional data and analysis. This is typically published in April or May each year. The averaged results in the table below may therefore vary slightly from the Garda Síochána's final 2018 full year results.

The 2018 average indicates that only one of these measures was achieved in the year, with respondents who see crime as a very serious problem remaining stable from 2018. A further three measures are only marginally off target and concern victim satisfaction, the Garda Síochána's community focus, and satisfaction with service to local communities. The differences between the average quarterly results and the full year may mean that some of these targets will show as 'met' in the Garda Síochána's full year Survey.

Overview of Results

Table 1: Results and Targets for the Public Attitudes Survey, 2017 and 2018

Performance Indicator	2017 Average	2018 Target	2018 Average
The Garda Síochána is well managed	38%	+5%	39%
Victims of crime are very or quite satisfied with how the Garda Síochána handled their case	58%	65%	63%
Fear of crime has no impact on quality of life	70%	75%	63%
The Garda Síochána is effective in tackling crime	55%	60%	57%
Crime is a very serious or serious problem locally	20%	20%	19%
Garda visibility: aware of Garda patrols in the local area	36%	40%	38%
The Garda Síochána is community focussed	64%	67%	66%
Satisfied with the service provided to local communities	71%	75%	74%
The Garda Síochána treats everyone fairly, regardless of who they are	68%	Increase on 2017 base	64%

Public Confidence

In line with recent years, the level of trust in the Garda Síochána reported by respondents remains high. Despite being marginally below target, the proportion of respondents expressing satisfaction with service to local communities has increased, with just under three quarters of respondents reporting that they are satisfied with the service provided by the Garda Síochána.

The percentage of respondents who perceive the organisation is "community focused", "friendly or helpful", and "provides a world class service" exhibited small increases compared to the 2017 results. As with many of the results pertaining to perceptions of the Garda organisation, these are trending upwards across a longer period.

Public perception of the management of Garda Síochána has been an area of concern for some time. While the target for the year was not met, and performance in the first half of the year was disappointing, it was encouraging to note that respondents who agreed that the Garda Síochána is "well managed" increased significantly in the latter half of the year.

Visibility

Despite a minor increase in the proportion of respondents who report that they are aware of Garda patrols in their area, the target was not met and the proportion of respondents who believe that Garda presence in their local area is adequate has fallen. This is in spite of a number of actions taken throughout the year to facilitate increased resourcing of frontline policing, such as: the increase in Garda numbers generally; additional roads policing staff and resources; and redeployment of Gardaí to the frontline.

It is also disappointing that the increased investment in resourcing has not yet had an impact on the "fear of crime" and its "impact on quality of life", which have both increased over the year.

Victims

The Survey gathers attitudes of victims from within the sample of respondents, which is a particularly important area of focus for the Authority. There was a slight decrease in the victimisation rate from just over 6% to just under 6% over the year. However, the overall trend was downward, except in Q3 where the rate was substantially higher, and the victimisation rate was reported to be 4.5% by quarter 4 of 2018.

The figures need to be treated with caution when generalising for the perceptions which exist among the wider population as they are based on a small sample size. For example, in quarter 4 the low victimisation rate means that the victim sample was less than 70 people out of the 1500 surveyed. However, it is encouraging that there has been a slight increase in victim satisfaction compared to 2018. Those victims who believed that the Garda Síochána provides the right amount of information to victims appears to have remained stagnant between 2017 and 2018.

Fear of Crime

As observed in previous years, there is a variance in relation to fear of crime at national level and at local level. Approximately three out of four respondents reported that they believe national crime to be a serious or very serious problem. By comparison, approximately one in five hold this opinion on crime locally. Both these results reflect small decreases in comparison to 2017.

Both the fear of crime and the associated impact on quality of life reported by respondents have increased in 2018. For the full year of 2018, an average of 34% reported no fears at all about the level of crime, which is a substantial decrease from the 2017 average of 40%. The average proportion reporting no effect on quality of life was 63%. This is a notable reduction from the 2017 average of 70%, and is also significantly below the Policing Plan target of 75%.

Assessment

Progress on the Public Attitudes Survey targets has been mixed in 2018. The change in the latter half of the year regarding perceptions of the management of the Garda organisation is to be welcomed, as is the continued reduction in the seriousness with which local crime is perceived.

The improvements in the majority of the Policing Plan measures over 2017 are welcome. However, increases in reported fear of crime and its impact on quality of life are concerning as is the softening of agreement with statements regarding respect and fairness. Although the proportion of respondents who agreed or strongly agree with statements regarding respectfulness and fairness of treatment has remained relatively static over the year, within those two categories the proportion that "strongly agree" has reduced significantly.

The lack of significant progress on many of the results identified as key performance indicators in the Garda Síochána Strategy Statement is disappointing. Furthermore, while in many cases, small improvements have been reported across the year, these changes are not always large enough to show conclusive evidence of change.

The Authority is of the view that the Garda Síochána could better use the information provided through the Survey. Although the results are interesting, it is not clear how they influence decision making or prioritisation. Admittedly, it is difficult to establish direct causality between actions taken by the Garda

Síochána and attitudes expressed in the Survey but additional exploration and follow up on the data could yield information that would be useful to inform policing choices at local level.

The small sample size for victims and the impact this has on the ability to extrapolate valid information from the responses is a concern for the Authority. Over time the Garda Síochána will need to consider how to better access data on the victim experience of policing to inform its work. The Authority is committed in 2018 to undertaking work in this area to augment its own sense of the experience of victims in dealing with the Garda Síochána.

Chapter I: Organisation Development and Capacity Improvement

In its Strategy, the Garda Síochána committed to professionalising, modernising and renewing the organisation to meet with the changing demands and expectations of communities; and emergent security and policing challenges.

At the Authority's request, this chapter was moved to the front of the Policing Plan in 2018, to recognise the importance of reforming the organisation as a basic requirement for effective performance and real change. The move also reflected the Authority's concern that while there was a lot of activity around organisational change, there was a lack of prioritisation and focus.

The section was structured around six priority areas identified by the Garda Síochána, which are also consistent with the priorities the Authority had set out in its reporting on the Modernisation and Renewal Programme ('MRP'). These areas were:

- Garda Workforce
- Resource Deployment
- Supervision
- Improved Data Quality
- Cultural Renewal
- Governance

This chapter makes up approximately one third of the entire Policing Plan. By the middle of the year, half of these initiatives were already off target. By end-of-year that had risen to 61%.

Areas of Progress
- 798 probationary Garda Members were recruited
- 258 Garda Members have been redeployed to front-line duties since 2016
- A new model has been developed for the Human Resources function
- Although behind schedule, substantial progress has been made with key ICT developments:
    o Rosters and Duty Management System
    o Investigation Management System
    o Enterprise Content Management
- Risk management processes and procedures are being embedded across the organisation.
- Most PULSE data quality improvement goals were achieved
- A new Inspection and Review IT system was developed and is being rolled out to all divisions

Areas of Concern
- Recruitment of Garda Staff and Garda Reserves fell significantly short of target
- Redeployment of Garda Members to the front line fell significantly short of target
- Resources and capacity continued to be a major barrier to achieving objectives
- The Divisional Model continues to be significantly behind schedule
- Performance management for Garda Members is not yet embedded in the organisation
- No equivalent performance management system has been developed for Garda Staff
- The strategy to address the findings of the Cultural Audit has not been delivered

Overview of Developments

Garda Workforce

The Garda Síochána's recruitment targets were established to meet the requirements set out in the Government Decision of July 2016. These set out multi-annual targets for the recruitment of Garda Members, Garda Staff and Reserve. The recruitment of Garda Members is the only target on track.

While the increase in the number of Garda Members is a welcome development, this has had implications on other parts of the organisation. For example, with the Garda College at full capacity, training capacity for existing members has been severely diminished. The increased requirement for supervision of more junior members was also slow to be addressed, with appointments of newly promoted Sergeants and Inspectors only commencing in late 2018.

In contrast, recruitment targets for Garda Staff and Garda Reserves were not achieved. The 2018 target was to recruit 500 Garda Staff but only 395 were recruited. Although this appears to represent positive progress towards the target this omits two important factors. Firstly, the actual recruitment target for 2018 was closer to 880 owing to a large shortfall in recruitment in 2017. Secondly, 195 of those recruited were to fill vacant positions and therefore did not provide any additional capacity for the organisation. The recruitment of Garda Staff is critical for not only introducing new skills to the organisation, but also allows for Garda Members to be redeployed from administrative and support functions to frontline duties resulting in long term cost savings.

Redeployment formed a target in its own right. Three out of every four Garda Staff recruited were to facilitate the redeployment of Garda Members to frontline duties. At the end of 2018, 258 redeployments were reported. However, this includes all those redeployed under the Government Decision, i.e. since January 2017. As targets were also missed for 2017, there is a cumulative effect that places increased pressure on the organisation to recruit if it is to meet its total workforce target of 21,000 people by 2021. There may be some respite as the report of the Commission on the Future of Policing in Ireland ('the Commission') has opened the door to renegotiation of some of the recruitment targets in future, based on a better understanding of the organisation's needs. However, until the organisation can agree alternative targets based on substantiated strategies that define its future needs these recruitment targets remain Government policy.

In terms of other targets, the HR Operating Model project was completed in September 2018. This project was aimed at defining the structure and governance of the Human Resource and People Development function of the Garda Síochána, as well as improving the services and processes of this function. In terms of an output it represents a success, however the model has not been in place for long enough for the Authority to assess its impact on the organisation.

However, more critically for the organisation, an organisational Human Resource Strategy has still not been finalised despite persistent pressure from the Authority and despite the fact that it has been in draft for over a decade. The Authority has discussed the fundamental importance of the HR Strategy to the organisation in detail in its fifth report to the Minister on the implementation of *Changing Policing in Ireland*.

The Divisional Model represents a significant restructuring of Garda divisions and the way work is organised within the divisions. This has been covered in depth in the Authority's sixth report to the

Minister on the implementation of *Changing Policing in Ireland*. It is disappointing that its delivery continues to be significantly behind schedule.

Garda Resource Deployment

There were three initiatives aimed at improving Garda resource deployment. The Court Presenters project was the only one of these achieved by the end of the year. Court Presenters have been appointed and trained in all Garda divisions so that Sergeants will be able to present non-contested cases, freeing up Superintendents and Inspectors who had previously fulfilled this role.

The remaining two initiatives were only partially achieved during the year. The Rosters and Duty Management System (RDMS) is the first of these and will allow the Garda Síochána to manage and plan its rosters and, eventually, provide management information as to how resources are deployed. Although it is behind schedule, a pilot has taken place in one division and is currently being evaluated with the expectation that the RDMS will roll out to further areas in 2019.

Progress is also being made on the Computer Aided Dispatch system (CAD), which will standardise and automate how control rooms dispatch Garda Members to calls. Although this is also behind schedule, primarily due to delays in the recruitment of Call Operatives, there is also an organisational commitment to prioritise its roll out in 2019.

Supervision

Many of the issues that have been identified and explored through tribunals and external reports have had strong recommendations around the need to ensure robust supervision across the organisation. This requirement has found expression in the Policing Plan through projects aimed at supporting supervision, the majority of which were not fully achieved by year end.

The Investigation Management System will capture investigative activity and is aimed at ensuring efficient, consistent, systematic and standardised investigative processes and procedures. It will be a useful tool to aid supervision. It is currently behind schedule but significant progress was made during 2019 and it is expected to go live in 2019.

The PALF (Performance Accountability and Learning Framework) has been developed so that Garda Members can take responsibility for setting their own annual goals with their supervisors. It also provides a process for Supervisors to engage in performance conversations with their direct reports. The majority of Garda Members have been trained on the process and accompanying IT system, but the majority of those have not yet started the PALF process. As at the 31 December, 79% of Garda Members had been trained and only 30% of those had started the 'PALF Lifecycle'. At the same time, no discernible progress has been made on the development of a performance management system for Garda Staff, which stalled during the year following negotiation with the unions.

Data Quality

The majority of initiatives aimed at the improvement of data quality were achieved, particularly in relation to the timeliness of data entry into PULSE and improvements to what the system records and processes surrounding it. This included the transfer of the responsibility for classifying PULSE incidents from Garda Members to the Garda Information Services Centre (GISC) to standardise recording.

However, there is a relatively high level of staff vacancies in GISC that is causing the unit to drop below its service targets. Difficulties in obtaining staff have also affected data quality governance and stewardship initiatives such as the employment of a permanent Chief Data Officer to coordinate the management of data across the organisation, and the staffing of an office to deal with the new legal requirements under GDPR (General Data Protection Regulation). A selection competition held in 2018 to select a Chief Data Officer was unsuccessful. The post has been filled temporarily and it will been re-advertised later this year.

Cultural Renewal

The Authority believes that responding to the outcomes of the Culture Audit and embedding the Code of Ethics are fundamental to understanding and addressing the breadth of the issues within the Garda Síochána, and providing a framework to address them.

The Culture Audit was published during the year, containing a number of important messages for the Garda Síochána as an organisation. It has been the Authority's experience that the seriousness of these messages does not appear to be understood consistently within the organisation. The view is still being shared within cohorts of the Garda Síochána that the results are no worse than in any other large organisation, and that dissatisfaction is simply a by-product of austerity. That view is not shared by the Authority, as it is not borne out by the evidence from the Audit and its analysis by PwC.

The strategy to address the Culture Audit has not yet been finalised. This is unfortunate as it would provide an opportunity for the Garda Síochána to state its own understanding of the most important cultural issues facing the organisation, and its own vision of what the culture should be.

With regard to the embedding of the Code of Ethics, the percentage of members who have signed it rose from 54% in July to 66% in December (8,368 Garda Members and Staff have signed out of 12,717 trained). A number of measures have been taken to make progress with this, including holding workshops and including signing of the Code of Ethics as a mandatory step in induction and promotion. However, initiatives related to Ethics were only partially achieved by year end, which is an ongoing source of concern for the Authority.

Governance

There has been significant progress made in strengthening governance within the Garda Síochána in 2018. Risk management was advanced within the organisation. Risk infrastructure, including a risk governance board and a dedicated risk management office were put in place, while "Risk Champions" were deployed throughout the organisation. Improved infrastructure alone does not necessarily equal improvement, however the Authority has seen evidence of its impact. The language of risk is now used at district and divisional level with confidence, in discussing policing issues. The production of local risk registers is progressing and these are being used as tools in planning. The Authority will continue to monitor the efficacy of the risk management system as it evolves.

The Garda Síochána's internal 'Inspection and Review' system, which requires that Chief Superintendents conduct regular reviews of areas that are causing concern in their own divisions, has not been prioritised in the organisation for some time. The creation of an IT system to coordinate the reviews has produced a significant improvement in compliance and it is being rolled out to all divisions. The review process has the potential to significantly strengthen the organisation's ability to identify, diagnose and address local issues. There are important links to be made between the review process

and risk and between the review process and professional standards. The Authority will assess the manner in which these systems speak to each other and deliver useful, informed outcomes for the organisation that go beyond the outputs of each individual process.

The Policy Ownership Matrix was also completed during the year, aimed at bringing clarity to the where the responsibility sits for individual policies. Similar to other initiatives, this is one element of a wider scheme to give certainty as to who is accountable for ensuring that individual policies are up to date and relevant. This is an area that will be further explored as, the system needs to go beyond assignment of policies to named individuals if it is to be meaningful. It needs to ensure that the right supports are in place to look at consistency across policies, that there is integrated planning that quantifies – before the approval of a policy – the full resource implications of its implementation and whether that level of resourcing is available.

Although behind schedule at the end of the year there has also been substantial work done to improve the Strategic Planning Framework. The new framework is expected to improve the quality of planning throughout the organisation in 2019, specifically through the provision of templates, assistance and guidance in the development of local and divisional policing plans.

Assessment

As has been reflected in this section there has been a considerable body of work completed against the initiatives contained in this chapter of the Policing Plan. However, this effort has not resulted in the degree of achievement that was targeted at the start of the year, with 61% of the initiatives either not achieved or only partially achieved. There are numerous drivers of this, which have been expressed in the Authority's series of reports to the Minister on the implementation of *Changing Policing in Ireland* and the Modernisation and Renewal Programme. Informed by its oversight work, the key challenges in delivering the Organisation Development and Capacity Improvement initiatives contained in the 2018 plan are summarised as follows:

- **Overlap with MRP:** The initiatives in this chapter of the Policing Plan overlap substantially with those in the MRP, which has its own reporting and monitoring structure. There is a question as to whether in using the Policing Plan to support the annual targets of the MRP, the two plans proceeded simultaneously and in some ways competitively. The absence of costings of the policing plan or MRP saw both plans drawing on the same finite pool of resourcing and capacity.
- **Interdependencies:** While the achievement of individual goals is welcome, there appears to be a lack of recognition of the interdependencies that exist between initiatives. Individual goals are part of an interlinked system of reform, and the impacts from these achievements may be diminished by other missed targets in the Policing Plan. For example, the absence of the HR strategy combined with lack of effective workforce planning has been influential on the pace of recruitment of Garda Staff and subsequent redeployment of Garda Members to operational duties. This slow pace of recruitment is in turn hindering progress in other initiatives including the divisional model, data protection, data quality, court presenters and computer aided dispatch, as well as many other initiatives in other chapters of the Policing Plan.
- **Enablers:** Concerns around organisational enablers have been highlighted in extensive detail by the Authority. These include HR, ICT, Accommodation, Training and Finance. These challenges have manifested themselves in impeding progress against Policing Plan targets, including the

embedding of the Code of Ethics and PALF, as well as many other initiatives in other chapters of the Policing Plan.

- **Support capacity:** However, during 2018 it also became apparent that capacity of various units to service the organisation was limited. In particular, the capacity in the support functions such as the Policy and Governance Unit and the Legal Unit created a bottleneck in the organisation. It is not clear that adequate consideration was given to the additional requirements generated for these functions by increased activity throughout the organisation.
- **Data quality:** Initiatives have been developed as reactive measures to address specific data quality concerns rather than addressing underlying and recurring causes. These recurring factors include data governance, supervision and training, which remain problematic across the organisation. The initiatives in the Policing Plan may represent improvements to infrastructure rather than solution to these problems. Filling the Chief Data Officer post is critical in this regard, given the need to address issues of data quality at a systemic rather than single issue level.

The considerable progress in individual strands of work has been overshadowed by the lack of integrated planning, siloed governance, resource and data quality limitations and absence of costing, which have all inhibited progress in organisation reform since the inception of the MRP.

Chapter II: National and International Security

In its Strategy, the Garda Síochána committed to protecting the State and the people against terrorism in all its forms and other threats to the State's security; actively contributing to international security; and ensuring that it is fully prepared for any major emergency situation that may arise.

The Authority's oversight role does not include national security. However, there is a significant overlap between the chapter of the Policing Plan dedicated to national and international security and national policing, organisational development and public confidence. Specifically, initiatives in this chapter relating to major emergencies, Brexit preparedness, immigration and cyber-crime address live public concerns.

Three of the initiatives within the Policing Plan relating to national security are reviewed and evaluated by the Department of Justice and Equality. Responsibility for one additional initiative on national cyber security was transferred during the year to Cabinet Committee 'F' (the Government Security Committee). These initiatives are not considered in this report.

Areas of Progress
- Organisational preparedness for Brexit was reported on regularly to the Authority
- Initiatives concerning international partnerships and interactions with security partners met the targets within the European project, including the high-profile Schengen Information Sharing project
- Critical and Firearms Incident Command (CFIC) in the Dublin Metropolitan Region has been fully enabled
- Substantial improvement in reducing the backlog of forensic computer examinations

Areas of Concern
- Resourcing remains a serious area of concern for the development and effective operation of cyber-crime functions within the Garda Síochána
- Reviews of the firearms procedures and the planned deployment of armed officers are behind schedule
- Major Emergency Management training exercises took place in only 2 out of 8 regions

Overview of Developments

International partnerships and interactions with security partners

Schengen Information Systems (SIS II), a large **sc**ale information sharing project with other European states, met its project targets by year end despite a number of internal and external delays in the first half of the year. This multi-year project will continue to be monitored by the Authority in 2019.

Likewise there were initiatives completed regarding Garda National Immigration Bureau (GNIB) data. Garda National Immigration Officers were provided with mobile access to immigration data through the provision of equipment and training. This extended the use and functionality of watch lists using passenger information from airlines.

Although Prüm fingerprint data exchange, the other multi-year ICT project in this chapter, was behind schedule at year end, significant progress has been made and the project is expected to be completed in 2019.

Brexit

The Brexit Oversight Group conducted preliminary assessment of the potential impact of Brexit in a number of areas and prepared scoping documents and an organisational strategy. Areas assessed included Drug Enforcement, Immigration, Human Trafficking, Financial Crime and Criminal Assets.

Major Emergency Management (MEM)

The goal to complete planned training exercises in each of the 8 MEM Regions in 2018 was not achieved. These exercises are designed to test the organisation's capabilities to deal with major emergency situations such as terrorist attacks. The Garda Síochána is a member of the National Major Emergency Response Coordination Group (NMERCG) that coordinates these multi-agency exercises, which require a large investment. As a consequence, the Garda Síochána was dependent on a national structure that it does not control in order to deliver on the target of major exercises in all 8 regions.

A significant exercise undertaken was the holding of a live joint training exercise, Operation Barracuda, involving the Garda Síochána, HSE, Defence Forces and Dublin Fire Brigade at Dublin City University in November 2018, which received widespread media coverage.

Garda National Cyber Crime Bureau (GNCCB)

Many of the issues highlighted in this report concerning accommodation, resourcing and training are exemplified within the failure of the organisation to enhance the capacity and performance of the GNCCB, including the failure to establish a criminal intelligence unit, or to establish Regional Cyber Crime Forensic Units.

GNCCB is tasked with the forensic examination of IT equipment seized during the course of any criminal investigations and the importance of this unit and the associated initiatives were outlined in the July report. The Garda Síochána reported that this initiative was off target at year end but this does not reflect the degree of progress made. The GNCCB achieved the closure of 87% of cases within 33 months or less, instead of the target of 90%. This represents a substantial improvement in reducing the backlog of cases, from the end of 2017.

Response to critical firearms incidents

The Critical Firearms Incident Command was put in place in the DMR and Eastern Regions. Functioning to effectively triage these types of incident, it seeks to ensure that there is an effective and timely deployment of the right resources in response to an incident of this nature. It also gives clarity as to where these decisions are taken. Some progress has been made on the development of the policy and procedures that will support CFIC but they remain to be completed.

Assessment

While progress has been mixed within this chapter of the Policing Plan the immediate issues of accommodation, resourcing, policy issues and insufficient IT infrastructure are evident both as contributory factors to the failure to meet targets and as sources of delay and uncertainty throughout the year for initiatives that were achieved.

There are some questions about how the Garda Síochána sets targets when it is dependent on other agencies (domestic or foreign) for the achievement of its objectives. In particular, the Schengen initiative was behind schedule for a substantial portion of the year due to EU dependencies, despite the high level of national and EU-level monitoring and the political will for the project to proceed as quickly as possible.

Chapter III: Confronting Crime

In its Strategy, the Garda Síochána committed to focussing on preventing crime from happening; putting victims at the heart of the Garda service and implementing a renewed approach to crime investigation.

This section of the Policing Plan deals with crime prevention and detection as well as containing specific measures concerning the levels of crime. It sets out commitments targeting organised crime groups, domestic violence, hate crime and sexual crime. It also sets out a range of initiatives that will enable the Garda Síochána to fulfil its commitment to provide services focussed on victims of crime.

Areas of Progress

- Online child sexual exploitation: targets exceeded for identifying suspects and victims
- 10 Divisional Protective Services Units were rolled out
- Inspectors with responsibility for Domestic Abuse intervention appointed in every division
- Significant progress in measures that target organised crime groups:
  - Increased numbers of firearms seized
  - Increased money laundering investigations
  - increased execution of European Arrest Warrants
- Incidents of burglary decreased
- Reporting of sexual offences increased
- Significant targets on implementation of the Criminal Justice Victims of Crime Act were met

Areas of Concern

- Almost all the detections targets were missed
- The Detections Plan was not implemented
- Increase in assaults
- Very little progress in tackling hate crime
- Economic Crime was under-resourced

Overview of Developments

Levels of Crime

In addition to the initiatives which are assessed in the rest of this section, there is a focus in the Policing Plan on addressing the levels of key crime areas. Performance is assessed based on numbers of incidents and detections. Figures included in this section are indicative as they are extracted from monthly data supplied by the Garda Síochána which is subject to revisions.

In the 2018 Policing Plan there was an emphasis on maintaining levels of incidents, as opposed to pursuing any decrease.

Figure 1: Number of reported incidents of burglary, assault and robbery, 2017 and 2018
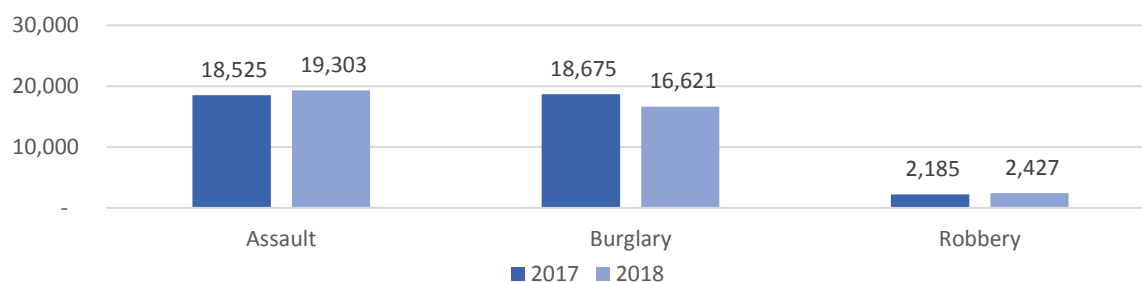
Incidents of burglary was the only metric to achieve this target, outside of the area of organised crime. This was in addition to strong performance in 2017 on the back of Operation Thor. However, incidents of assault and robbery both increased for the year.

Targets for detections were also missed. Detections fell between 2017 and 2018 for assault, burglary and robbery. This is a key measure for the Garda Síochána's ability to solve crime and the consistent fall in detections has been a source of considerable concern for the Authority. The fall in figures has been attributed to changes in recording practices, following PULSE update 7.3, rather than a fall in performance levels. Howev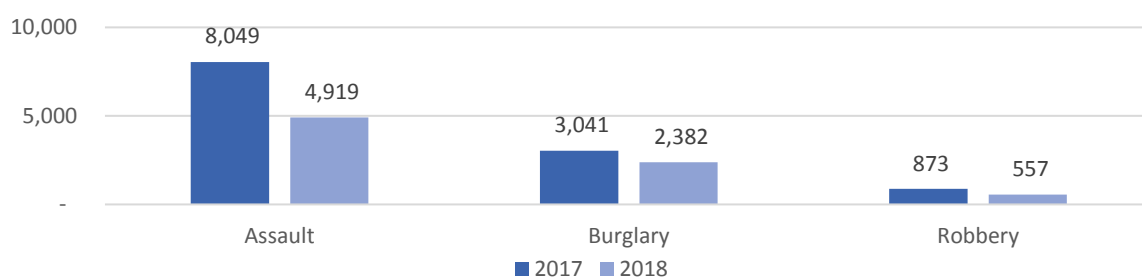er, the expected effect of the update was already taken account of when the Policing Plan was being developed. This is one of the reasons that the Authority agreed to a maintenance in detections instead of seeking an increase.

Figure 2: Number of detections recorded for burglary, assault and robbery, 2017 and 2018

The Garda Síochána has developed a Detections Improvement Plan, however the Authority has no comfort that the plan is widely known or understood or that the leadership at local and divisional level are invested in its delivery.

Crime Prevention

To support the targets in reducing levels of crime, the Garda Síochána committed to delivering a number of crime prevention initiatives. By the end of 2018 many of these remained incomplete, including the development of a National Crime Prevention and Reduction Strategy, the embedding of standard operating procedures for Crime Prevention Officers and the development of a crime prevention app. Initiatives relating to economic crime were also not achieved, including The Garda National Economic Bureau's ('GNECB') Regional Liaison Unit and National Fraud Prevention Office.

However, commitments to tackle corruption and bribery have progressed, including the establishment of a dedicated Unit and confidential telephone line. As well as this, the target for investigations into money laundering was exceeded, with almost double the target number of investigations.

Victims

Some of the most significant successes reported in 2018 were in initiatives relating to children. Targets for the identification of suspects and victims of online child sexual abuse were significantly surpassed: the suspect target of 120 was almost doubled at 228. Targets relating to the implementation of the provisions of the Children First Act 2015 were all met. The Child-Safeguarding Statement was published, PULSE updates were introduced to facilitate automatic Children First notifications and work has started on the integration of PULSE with Tusla's National Childcare Information system.

The original target for setting up Divisional Protective Services Units (DPSUs) was four in 2018. However, by building on local initiatives in a number of divisions, the Garda Síochána was able to bring another 6 divisions into its national structure. Significant progress was also made with other initiatives targeted at tackling domestic abuse, sexual crime and human trafficking:

- Inspectors with responsibility for domestic abuse have been assigned in every division.
- A baseline has been established for domestic abuse reporting, which will be measured against from 2019.
- The policy to make call-backs to victims of domestic abuse is now being measured and compliance is being monitored.
- The development of a risk assessment tool for domestic and sexual abuse is behind schedule but it is currently being evaluated by Trinity College, with a view to national roll-out in 2019.
- Sex Offender Risk Assessment and Management workshops were carried out as planned.
- Human Trafficking training was delivered.
- Reporting of sexual offences increased.

However, there were a number of areas where little progress was made.

- The review of domestic homicide cases is significantly off target as the policy is still currently being developed as to how to proceed with the investigation.
- Although the reporting of sexual offences increased, detection was over 50% below target.
- There has been little progress with key initiatives aimed at recording and tackling hate crime.

Targeting Organised Crime Groups

In general, progress in completing initiatives in the area of organised crime has been mixed, although this should not detract from the series of substantial successes achieved by the Garda Síochána during the year, both in terms of prosecutions and seizures.

Numbers of firearms seized exceeded the target and although the detections for the sale and supply of controlled drugs was below target this was an area that was affected by the changes to brought about by PULSE version 7.3. The detection rules now require that the drugs have been tested before a detection can be recorded, creating a time lag between the seizure of a substance and the detection.

Despite successes in efforts to tackle organised crime groups, it is a source of disappointment that the initiative to extend use of the UN's GoAML (anti-money laundering) software is now behind schedule despite having been on schedule for most of the year. An initiative to develop a data-driven matrix to measure the threat posed by organised crime groups and support the development of a 'Strategic Threat Assessment Tool' was also only partially achieved.

Assessment

This chapter represents the greatest area of success for the Garda Síochána in 2018, yet this still only translates to a little more than half of the targets being achieved or on track by the year-end. The Authority has raised their concerns during their meetings in public and with the Garda Senior Management Team.

The fall in detections across all featured categories has been a significant source of concern. Detections reflect the organisation's capacity to solve crime and are imperative in maintaining public confidence in the organisation. The attribution of the drop in detections to the release of PULSE 7.3 is not entirely

consistent with various other factors identified by the Authority. Firstly, as discussed in the July report, detections have been falling since at least 2010. Secondly, the Garda Síochána had predicted an effect from the PULSE release, but the actual effect was far more significant. Finally, this explanation is not consistent with investing effort during the year to develop the Detections Improvement Plan. This 10 point plan, containing short, medium and long term actions, was submitted to the Authority in June 2018. It has since been reported that this has been presented to the Garda Senior Leadership Team, circulated across the organisation and that work on implementing the plan is currently in progress. The Authority will be monitoring work in this area closely throughout 2019.

Similarly, the increase in assaults is a worrying trend and one which the Garda Síochána has linked to growth in the night time economy. Yet the reality is the source of assaults may be more widespread and fragmented. There may also be an aspect of increased reporting as a result of the consistency now being applied by GISC to the recording of assaults. This undoubtedly makes this a challenging area to understand, yet the Authority has been frustrated that reasons for the increase in assaults have not been established fully and a plan has not been forthcoming.

While there have been considerable successes and developments in service to victims, hate crime remains a concern for the Authority. It would seem that the internal transfer of responsibility for this area led to no focused effort until late in the year. At its public meeting in June, the Authority highlighted its concerns that the Garda Síochána had not agreed on a definition of hate crime, which is fundamental to the ability to record and respond to hate crime. However, more recent engagement with the Garda Síochána indicates that work is now being done to address this deficiency. A consultation event on hate crime was held with stakeholders in December and it is expected that a definition will issue early in 2019.

The lack of costing and assessment of resources required to fulfil the commitments made in the 2018 Policing Plan is a recurring theme throughout this report, and no less relevant to the area of confronting crime. Without regard for what is required to roll out initiatives, many of the targets became unachievable. For example, the lack of assessment of Garda ICT's capacity to deliver meant initiatives such as the crime prevention app was not achieved and progress on GoAML was slower than anticipated. The development of the GNECB's Regional Liaison Unit and National Fraud Prevention Office has been hindered by a lack of resources and was not achieved by year end.

Even where there have been areas of success, resource planning has been questionable. For example, the Divisional Protective Services Units have had a significant impact. Yet, these units do not have the capacity to deal with crimes and victims which were originally meant to be in their remit. The units focused on sexual crime, child abuse and human trafficking. Instances of neglect, physical abuse and emotional abuse of children and domestic violence were not within the capacity constraints of these units. Even with this focus, members of these units have reported that they are at capacity. It has been estimated that the resourcing of units was more supply led than demand led and that localised trends in relevant crime types were not considered. Furthermore, the divisions where these were established were not necessarily selected on the basis of need, but rather the extent to which a service could be rolled out quickly. It is therefore expected that in divisions where these units remain to be rolled out will be those that have less existing infrastructure in place and will therefore require substantially more investment in 2019, when resources are already stretched.

More positively, there were a number of initiatives achieved during the year that relate more to preparation than activity, including the delivery of training and workshops, and the development of

procedures and strategies. While all of these are welcomed as essential building blocks, it will be important for the Garda Síochána to convert this effort into action and results in 2019.

Chapter IV: Roads Policing

In its Strategy, the Garda Síochána committed to adopting a cross-organisational approach to promote and enforce public safety on our road network and deny its use for criminal activity. Roads Policing also contributes to high visibility policing among communities.

Initiatives in this chapter are aimed at ensuring that there are comprehensive national plans and structures in place for policing roads in Ireland. There is also a strong focus on monitoring and reducing the numbers of deaths and injuries on the roads and the number of 'lifesaver offences' that directly contribute to serious accidents, such as drink-driving and mobile phone and seatbelt use.

In July, the Authority reported that the majority of the nine initiatives in Roads Policing were off target. This has continued throughout the year and, although some progress has been made, ultimately only the Roads Policing Operations Plan and the Road Safety National Media Strategy were fully achieved by the end of the year.

Areas of Progress

- Lowest year on record for roads fatalities
- Divisional roads policing units were established
- Nearly 150 new Garda Members appointed to Roads Policing
- The Roads Policing Operations Plan for 2018 was developed and national operations were carried out targeting drink driving, speeding, use of seatbelts and mobile phones
- The Road Safety National Media Strategy was developed and delivered through social media, public campaigns and television

Areas of Concern

- Considerable increase in the number of serious injuries on the roads
- Expected training could not be provided due to resource constraints and the lack of a national training and development strategy
- Increased numbers in the Unit did not deliver expected improvements in figures
- The action plan to address recommendations from the Crowe Horwath Report on breath testing is behind schedule

Overview of Developments

Nearly 150 new Garda Members were appointed to Roads Policing this year, bringing the strength of the Unit up to 744 against a target of 770 (97% of the target). The slight shortfall resulted from the numbers of retirements, promotions and other departures being higher than expected. The shortfall in numbers will be added to the 2019 targets. Staff capacity had an impact on training as there were difficulties releasing Garda Members for training due to operational requirements, as well as financial constraints. To address this, a Roads Policing training group has now been established and training videos have been developed for the Garda portal in order to reduce the requirement for centralised training.

Lack of resources in the Garda National Roads Policing Bureau is reported as putting at risk the completion of a 3 year plan for Roads Policing. However, despite the resource constraints, it is positive that the implementation of the Roads Policing Operational Plan was achieved, with all operations proceeding as planned in 2018.

The Authority was disappointed that the action plan to address the Crowe Horwath Report recommendations was delivered substantially behind schedule (November instead of March). The late arrival of the action plan limited the scope for implementation of the report's recommendations in 2018. However, there has been some progress. Key data issues highlighted by the Crowe Horwath report have been resolved as a result of fixes to the PULSE system and are not expected to arise again. The Authority will continue to oversee the implementation of this report, and will be seeking monthly updates in 2019.

The implementation of the joint-agency Road Safety National Media Strategy was achieved. Media activity has taken place throughout the year, including on social media, public campaigns and television features such as Crime Call. There were also a number of high-profile targeted campaigns over the Christmas season. Communication with the public has also improved as figures for serious injuries and detections of life-saver offences are now also published regularly on the Garda Síochána website in addition to the fatality figures.

Key Performance Indicators

The upper limit for roads fatalities in the Government's Road Safety Strategy was 136. This target was included in the Policing Plan and it was missed; the actual number of fatalities was 149. However, it must be recognised that this is a decrease on the previous year and – more importantly – is the lowest number of roads fatalities on record.

Contrary to this, there does appear to have been a significant increase in the number of reported serious injuries resulting from collisions. Aggregated monthly figures provided to the Authority by the Garda Síochána, indicates that the total for the year was 998. This is far higher than the Road Safety Strategy target of fewer than 380 serious injuries. This target was very challenging for 2018 given that there were over 700 serious injury collisions reported in 2016 and in 2017. However, it should be noted that there are some questions around how serious injuries are recorded by the Garda Síochána and whether or not this is consistent with the way they are recorded by the Road Safety Authority ('RSA'). There has also been work done by the RSA that suggests that serious injury figures are not consistent with other sources, such as hospital data. The RSA has also noted (*Serious Injuries in Road Traffic Collisions: Progress to date* by RSA Road Safety, Research and Driver Education, October 2017) that there has been a change in the way in which it receives Garda collision data, which means that the 2011 baseline that was used in setting the Road Safety Strategy may need to be reconsidered. This is an area of concern for the Authority and will continue to be explored in 2019.

Life-saver detections are a key factor in influencing driver behaviour, yet are over 14% below target for the year. The primary driver for life-saver offences is speeding which is divided into two categories: intercept (by Garda Member) and non-intercept (safety camera or robot van) detections. While intercept detections have increased 20% on 2017, non-intercept have fallen 28%. The decline in non-intercept detections has been attributed to the decommissioning of the Garda Síochána's robot vans. Given that more of the speeding detections are non-intercept detection, the increase in intercept detections has not offset the decline in non-intercept. Speeding detections overall have decreased by approximately 20% since 2017. Of the other life-saver offences: detections for mobile phone and seatbelt offences exhibit a marginal increase, while those detected for driving while intoxicated has remained stagnant.

The assessment of Road Policing performance in 2018 is hampered by data retrieval issues and challenges related to reporting lags and/or data quality. One of the targets within the 2018 Policing Plan

was to increase the number of multi-agency checkpoints by 5% on the previous year. Throughout the year the Authority has had difficulty in determining progress against this target as returns have not been complete or not consistent, with some regions not returning figures and some monthly figures not being consistent with quarterly figures. The Garda Síochána has stated that there are difficulties in recording multi-agency checkpoints on PULSE, resulting in manual returns. However, from the figures reported, it appears that this target has been missed so substantially that even if all returns had been received the target would have been missed.

Assessment

The Authority is disappointed with the level of achievement in this chapter of the Policing Plan, particularly given the increase in resources allocated to Roads Policing. The increase in number of Garda Members within this function did not deliver the level of work return anticipated within Roads Policing. However, this was identified by the Garda Síochána during the year and it prompted the development of an IT solution that tracks work return down to individual level. The Authority is encouraged that active steps are being taken to monitor and assess roads policing outputs and outcomes. The proactive steps taken to address training capacity is also encouraging, however this simply masks the wider organisational issue of the lack of a training and development strategy.

The implementation of the recommendations from the Crowe Horwath Report, and its antecedent issues, has been a key focus for the Authority over the past two years. It was a source of frustration that a finalised plan was not delivered on a timely basis. However, more positively, it was reassuring that steps have been undertaken to address some of the issues raised in the report and that the plan is being acted upon. This refers to short term actions, yet the plan also contains longer term goals which are heavily reliant on the Mobility Project, which is to equip Garda Members with mobile technology that provides real-time access to information including vehicle and driver status. While this project is key to success in this area, and for wider effective deployment of Garda Members, it would appear that it is a lesser priority to the organisation than other IT related projects.

Despite progress on addressing legacy data quality issues, the Authority has concerns that there may be other data quality issues in the area of roads policing. The extraction and presentation of key performance indicators on a timely basis appears to be a challenge and is, in part, related to IT capacity to make improvements. There are also questions as to the reliability of some of the key performance indicators at any given time, given issues around timeliness and consistency of recording. The importance of data quality and use of data has been emphasised by the Authority on a continuous basis and is a recurring theme throughout this report. It will continue to be a key focus for the Authority throughout 2019.

Chapter V: Community Engagement and Public Safety

In its Strategy, the Garda Síochána committed to promoting and embedding a new community policing ethos across the organisation to enhance trust and confidence and to ensure a visible, accessible and responsive service.

Initiatives in this chapter are split between the two areas: community engagement and public safety. The community engagement initiatives are those that look at how the Garda Síochána interacts with the wider community, including its more diverse and vulnerable members. The public safety engagement initiatives range from specific efforts to target certain offender groups to plans for improving the management of major events.

Areas of Progress

- Effective multi-agency working for the J-ARC initiative, resulting in a shared Civil Service Excellence Award
- Sustained focus on addressing the serious issues identified regarding the Garda Youth Diversion Programme
- Targets exceeded for social media engagement throughout the year

Areas of Concern

- The Community Policing Framework has yet to be delivered, which is not only affecting the delivery of services to communities but is also a component of the Divisional Policing Model
- The Garda Reserve Strategy is the framework by which the recruitment, role and purpose of the reserve will be decided but remains incomplete
- The failure to develop the Diversity and Inclusion strategy, in the context of substantial recruitment, represents a missed opportunity for the organisation.
- Garda visibility targets are not being met
- No progress on the development of a Major Events Office

Overview of Developments

Community Engagement

Since July, there has been relatively little to report on the development of the Garda Síochána's approach to Community Policing. Although the Authority understands that there have been ongoing discussions and revisions the Framework expected since 2017 has still not been delivered.

Similarly, while there has been work done on the Diversity and Inclusion and Garda Reserve Strategies, there is essentially no progress to report since July. The Garda Síochána reported to the Authority in early summer that the strategies had been developed but would be held until the new Commissioner could provide his input. However, as of March 2019 the strategies have still not been submitted.

The Garda Síochána has continued its strong social media engagement throughout the year, substantially exceeding its engagement targets for the year. It was also positive that the website was re-developed early in 2018 and was one of the few initiatives achieved in the first half of the year.

However, while social media and website communication were enhanced, these are not always the platforms that are easiest for vulnerable or elderly people to access. There was an initiative during the year to provide crime prevention advice to target vulnerable/hard to reach groups but it is not clear that

there was a plan developed to support it. Instead, this appears to be an example of a sound initiative included in the Policing Plan that was not assigned to those best placed to deliver it.

Public Safety

The Joint Agency Response to Crime (J-ARC) initiative has been successful in improving the supervision and rehabilitation of prolific offenders who are responsible for large amounts of crime. Evaluation of the pilot projects showed positive impacts and the initiative won a Civil Service Excellence Award in 2018.

The Strategic Approach to Offender Recidivism (SAOR) is also a positive example of inter-agency working, where repeat offenders are closely case managed to ensure that their full circumstances and pattern of offending are taken into account in their contacts with the criminal justice system. Both J-ARC and SAOR are positive examples of effective and efficient inter-agency working. Although both initiatives struggled with resources during the year, this appears to have been resolved by December.

Lack of resources also prevented the establishment of a major events office. There has been no progress on this during the year and it is not clear if this is still a priority for the organisation into 2019.

The serious concerns arising in relation to the tracking and response to young people who were not accepted into the Garda Youth Diversion programme have been explored extensively in private and public meetings with the Garda Síochána, including the single-item meeting with the Garda Commissioner held in public on the 17th of January 2019. The Authority is reassured that actions are being taken to address the issues raised and will keep monitoring progress in 2019.

Assessment

The Garda Síochána has been trying for some time to redevelop its approach to Community Policing and it has been a source of continuing frustration to the Authority that it continues to be briefed on different versions of plans or approaches without these ever being finalised. However, while the Authority would like to see the new strategies in place, the important point is that plans alone will not deliver a new policing ethos or increase the inclusion of members of diverse communities. The strategies were expected by the end of June, which would have allowed some time for implementation so that the community might have felt the effect of these new approaches in 2018.

There is an extent to which there was uncertainty around strategy development during 2018 due to concerns that the recommendations of the Commission might contradict new strategies. However, its report has not proposed either a radically different or a highly prescribed approach to community engagement. It is unfortunate that time was lost for finalisation of the strategies.

This drawn out strategy development process runs the risk of alienating the individuals or groups that the strategies are aimed at helping. Candidates for the Garda Reserve were left for a considerable length of time without being appointed because there was no clear plan for what to do with them when they arrived in stations. The plan to increase recruitment from diverse and minority communities became linked to the strategy so then it also stalled. This means that the Garda Síochána has missed the opportunity to increase diversity through the recruitment of more than 1600 Garda Students in 2017 and 2018. It is difficult for stakeholders to feel that consultation and engagement around strategies is genuine when it takes so long for any changes to be felt. That these strategies have been left so late to develop, while recruitment proceeds, reflects the lack of integrated planning, which has been apparent throughout the organisation.

Conclusions

Rather than reiterate the key points raised in the preceding chapter, the following presents a brief summary of performance before highlighting a number of conclusions reached by the Authority that it believes are impacting Garda Síochána performance.

Performance

The 2018 Policing Plan contained 63 separate commitments ("We will do this by"), which were sub-divided into another 121 operational initiatives with associated targets ("Success will be measured by"). These initiatives were not of consistent scope or depth. Initiatives ranged from those with heavy investment and major organisational implications, such as the roll out of the Divisional Policing Model, to the development of the Gifts and Hospitality Policy – a relatively basic public sector requirement.

A summary view of the outcomes for the year as against the plan is set out below, under the five chapters of the Policing Plan.

Table 3: Summary of Policing Plan initiatives

Performance Indicator	On Target	Off Target	Not Rated / Out of Scope
Chapter 1: Organisational Development and Capacity Improvement	15	23	
Chapter 2: National and International Security	6	6	4
Chapter 3: Confronting Crime	22	19	1
Chapter 4: Roads Policing	2	7	
Chapter 5: Community Engagement and Public Safety	8	8	
	53	63	5

Considerable work was undertaken throughout the year and many of the commitments were achieved or partially achieved. However, there are questions that persist regarding the realism and quality of planning that is undertaken. In principle, the aim and expectation of a well thought out plan is that it can be achieved in full. As far as possible missing a target should be unexpected and the result of circumstances outside the control of the organisation. This might usually be reflected in a pattern where the overwhelming majority of initiatives are on track at the start of the year, with only a few initiatives becoming at risk during the year, and even fewer moving off track as it becomes obvious they cannot be achieved towards the end of the year.

The Policing Plan is an annual plan that is usually signed off late in the first quarter of the year. It should be expected that in January or February the organisation would have a clear view of what it might be able to achieve by December, particularly given that the funding for the Garda Síochána is fixed and allocated in advance.

However, in the 2018 Policing Plan, approximately a third of the initiatives were off target by March, more than half were off target in June, and slightly more than half were off target in December, with very few initiatives showing as at risk before they became off target. This raises questions about the original content of the plan, the targets set and the effectiveness of its control and monitoring environment. It is the Authority's view that many of the issues this year were not just predictable but predicted, and that the Garda Síochána itself was aware from the start of the year that the Policing Plan was extremely unlikely to be fully delivered.

Reporting and monitoring

There have been improvements in the level of reporting and review of the Policing Plan within the organisation. Monthly reporting now contains many of the aspects that the Authority would expect to see, including assessments of progress against quarterly milestones, risks and issues arising, and corrective actions proposed. There is also now a discipline around sending monthly progress returns for the report in from across the organisation. The Authority has observed that the same risks and issues persist from month to month. At the same time, the corrective actions proposed do not always appear to address the risks and issues identified. In many cases the same risks and issues were recorded across a range of commitments and it would appear they were considered separately with no attempt to address the risk in an overarching fashion. This raises a question as to how the Senior Leadership Team (SLT) uses the monthly reports, and whether they are regarded as tools for communication rather than as opportunities for leadership and active intervention.

The Authority has communicated to the Garda Síochána that it is conscious about minimising the reporting burden and avoiding duplication of reporting, particularly in the context of separate reports generated for the Policing Plan and the Modernisation and Renewal Programme. This need will become even more relevant in the context of the Government's Programme of Policing Reform, and additional parties involved in oversight. It has been the Authority's view that oversight should be informed by the same reporting that is used by the SLT of the Garda Síochána, and that this reporting should be able to inform SLT decisions and oversight of the same. In this vein, it has welcomed presentation of Garda Síochána's internal monthly assessments. It would welcome further information including Garda Síochána Analysis Service reports, which may provide some evidence based explanations and recommended actions on crime trends.

Leadership and Accountability

The Authority's half-year report raised the issue of ownership of the Policing Plan, in particular the sense that at district and station level, the national policing plan does not appear to have great day to day relevance. There is little sense that Garda Members or Staff understand how their day-to-day work contributes to the delivery of the national plan in any one year. The Authority has not been disabused of this view during the remainder of 2018, and has observed that the lack of ownership is not solely an issue at local level; it also is apparent at senior levels within the organisation.

An example of this would be the issue of detections, which have attracted considerable time and discussion given their downward trajectory over the years. The Policing Plan makes commitments to address detection levels and there is a Detection Improvement Plan, the second such plan in as many years. The Authority's experience over the past year has been that outside of those directly involved in the plan and its implementation, there was little awareness amongst very senior managers across the organisation as to the plan's existence or that it was a significant commitment within the Policing Plan for 2018. It is difficult to see how such a commitment that demands action right across the organisation can have any hope of being achieved if there is not awareness, ownership and accountability for its achievement at the right level, by those responsible for driving that change at regional and local level. Future Policing Plans need to have the full engagement and commitment of senior leadership.

There were intractable barriers to the achievement of some initiatives in the Policing Plan often related to the availability of resources. However, there were many other initiatives that were within the gift of

the organisation to address, specifically in the area of strategy development. The development of key strategies such as the HR Strategy, Training Strategy, Community Policing Framework and Garda Reserve Strategy was not completed. This is not to say that considerable work was not undertaken. The Authority is aware that considerable discussion and debate has been had regarding these topics and documents have been produced, in some cases following consultation and research. The failure to arrive at a settled organisational view in relation to these areas would appear to be less an outcome of insufficient focus and attention and more an inability to reach consensus. This is an issue of decision making and leadership rather than resources. These were important commitments to achieve in 2018. The absence of these strategies continues to impact on performance but there is not a sense that the Garda Síochána organisation shares this view as to their import.

Use of data

The data quality issue is one that persisted during 2018 and the Garda Síochána is now engaged with the Central Statistics Office to implement a data quality improvement plan. The issue of data quality has become synonymous with particular aspects of policing – breath tests, homicide and more recently youth referrals. The Authority continues to monitor the Garda Síochána's response to these individual issues but it also points to the overall value assigned to data within the organisation, at all levels, as a key influencer of the attitude to data and information. If data drove policing decisions in any meaningful and consistent manner then this would in turn contribute to a culture that recognised the important of accurate and timely data recording as a strategic asset.

Issues of data quality aside, the Garda Síochána has access to significant levels of data. The Authority is not convinced that this is consistently leveraged within the organisation or that sufficient curiosity exists to use that data to inform decision making. The Authority has observed significant differences in how the analysis service is used to inform operational decision making at divisional level. Very often this appears to be the result of initiatives by individual officers who task the analysts with specific queries rather than it being a common practice to use data.

The public attitudes survey provides an important snapshot of attitudes at a moment in time and is reported on quarterly. The information is rich and the survey outcomes are used as targets within the Policing Plan, yet aside from their publication, there is not a sense that the organisation drills down into the data to inform its work. It is very difficult to establish a causal link between a particular action taken by the Garda Síochána to improve its service and the rise or fall in an attitude to a particular aspect of policing, e.g. responsiveness to the local community. However, if great store is being placed on the outcomes of the survey as an indicator of performance then the organisation needs to understand what is driving the responses.

2019 Costed Policing Plan

The Implementation Plan for Policing Reform contains a requirement to produce an initial costing of the Policing Plan early in 2019 and a full costing later in the year. The Authority understands the first costing will relate to the 2019 Policing Plan and the second to the 2020 Policing Plan.

Given the management information systems that exist, there will have to be a level of realism about what the costing, particularly the initial costing, can deliver. The Authority is not prescriptive about the

form the costing takes except that it must support decisions around resourcing, deployment and capacity.

It must also be recognised that the delivery of some type of costing for the Policing Plans in 2019 is only the start of a process. In order for the Garda Síochána to engage in increasingly mature conversations with the Department of Justice and Equality and the Department of Public Expenditure and Reform around its capacity and its resource needs, it needs to develop systems and capabilities to:

- Capture how its resources are used;
- Assess the resource needs of projects and plans;
- Estimate the benefits that might flow from projects or plans; and
- Evaluate benefits realised after projects or plans have been completed.

Project approvals

The lack of understanding within the Garda Síochána about its own available resources is also felt in the assessment and approval of individual projects. Structured project management processes have been put in place to ensure that projects are properly considered and approved before commencing. This is an important discipline within the Garda Síochána even though it can be perceived at times as becoming an end in itself if the achievement of a project milestone is conflated with the achievement of the commitment and outcome for policing.

Where the process fails is that, much like the Policing Plan, project approval does not contain an implicit flow of resources. The Authority is aware of cases where the sponsor of a project which is contained in the Policing Plan and linked to strategic objectives completed all of the necessary documentation and received approvals up to the Executive (top tier of Management) in the Garda Síochána without the resources being available to carry out the project.

This is not only frustrating for project sponsors, it is self-defeating as it risks the alienation of those who have shown that they are willing to work within the planning framework. It has also encouraged some staff to work outside the planning framework in order to 'get things done', which undermines the purpose of proper planning.

Alignment and Strategic Focus

The Garda Síochána produces three-year Statements of Strategy and annual Policing Plans, which the Authority approves with the consent of the Minister. As far as possible the Strategy, Policing Plan and Priorities should be aligned as parts of a single approach to policing that is based upon the community's concerns and the expertise of Garda Síochána leadership. This approach should define what the strategic priorities are for the organisation, and the initiatives in each year's Policing Plan should describe the activities that will achieve them.

However, the plans prepared under this Strategy have not had the expected level of strategic focus. The Authority has discussed the way in which the Garda Síochána determines its organisational priorities in its previous reports and many of the same observations apply here. Instead of reflecting a long-term strategic view of prioritisation, the initiatives in the plan appear to be a list of items that reflect particular ongoing projects or external recommendations.

The number of initiatives and the lack of consistency in the type of initiatives supports a view often expressed by the Authority to the Garda Síochána that 'if everything is a priority, nothing is a priority'. It also calls into question the level of engagement and critical review by the Senior Leadership Team ('SLT') of the Garda Síochána. During the year, some members of the SLT appeared to have a high level of engagement with the Policing Plan, seeing it as a way to ensure that the profile of individual initiatives was raised within the organisation and therefore had a higher chance of being acted upon. Other members of the SLT did not demonstrate familiarity with the initiatives assigned to them and did not appear to have consistently communicated initiatives to the members of their own teams that would be responsible for delivering them.

Throughout the year there was also a constant tension between the Policing Plan and the MRP, which were neither fully aligned nor fully separate. Some important initiatives with wide-ranging implications for policing, such as the Mobility project, did not appear in the Policing Plan. Other initiatives appeared in both plans resulting in a duplication of reporting effort into two separate structures (Strategic Planning and the Strategic Transformation Office), with different needs and emphasis. The separation of the two plans did not aid in the ability to focus resources and effort across the organisation.

The Authority does not have a sense that the Policing Plan represented the priorities of the organisation or even the priorities of the SLT, and does not have a sense that the SLT felt a shared responsibility for achieving the Policing Plan. It serves to reinforce the Authority's view that the Policing Plan included too many initiatives, was not matched to available resources and was not seen as a priority throughout the organisation.

Next Steps

The Policing Plan has been extended up to the end of March, with the agreement of the Minister for Justice and Equality. The rationale for this is to allow the Garda Commissioner a reasonable amount of time between his appointment and the delivery of his first Strategy and Policing Plan.

Both the new Strategy 2019-21 and the Policing Plan 2019 are expected to be approved by the Authority by the 31 March. The Policing Plan 2019 will cover the nine months to the end of 2019 and the 2020 Policing Plan will start in the following January. The Authority will set targets in accordance with the legislation, mindful of its own commentary in this report and recognising that that Garda Síochána has indicated a preference for a different approach to target setting.

The Authority recognises that while some of the messages contained in this report may not be incorporated into the preparation of the 2019 Policing Plan, there will be a second opportunity this year to act upon its recommendations. The Authority will work with the Garda Síochána throughout the year to support and encourage the development of its planning capacity and culture.

As well as engaging regularly with the Garda Síochána on the preparation of its Strategy and Policing Plan, the Authority will continue its oversight of the extended 2018 Policing Plan and the new 2019 Policing Plan as normal. This will include reporting on Policing Performance as at June and December 2019. The Authority's oversight will also extend to include consideration of the implementation of the Garda Inspectorate's 10th Report, *Crime Investigation*.

Appendices

Appendix 1: Summary RAG status throughout the year
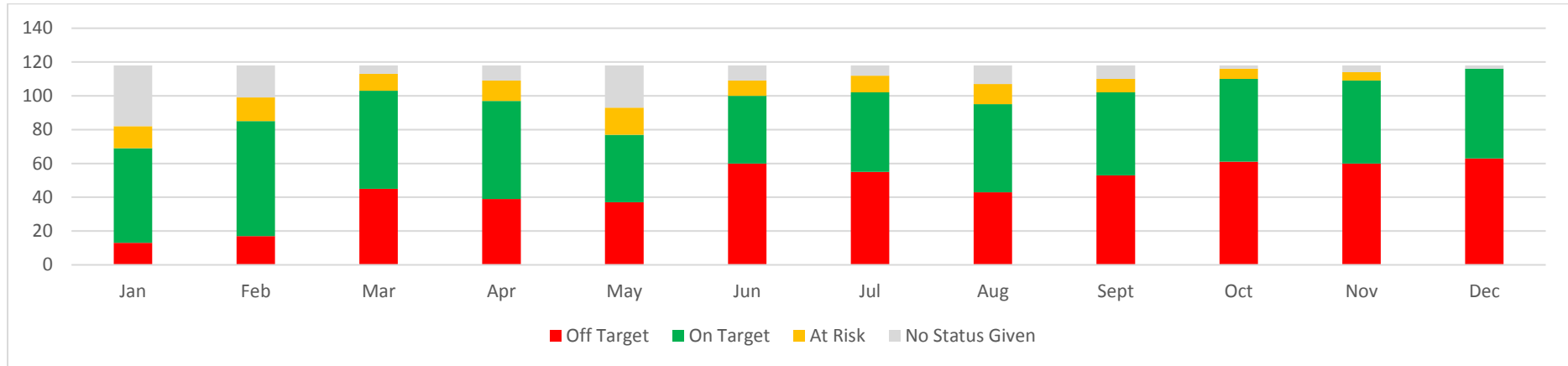
Appendix 2: Summary RAG status by Chapter – June and December
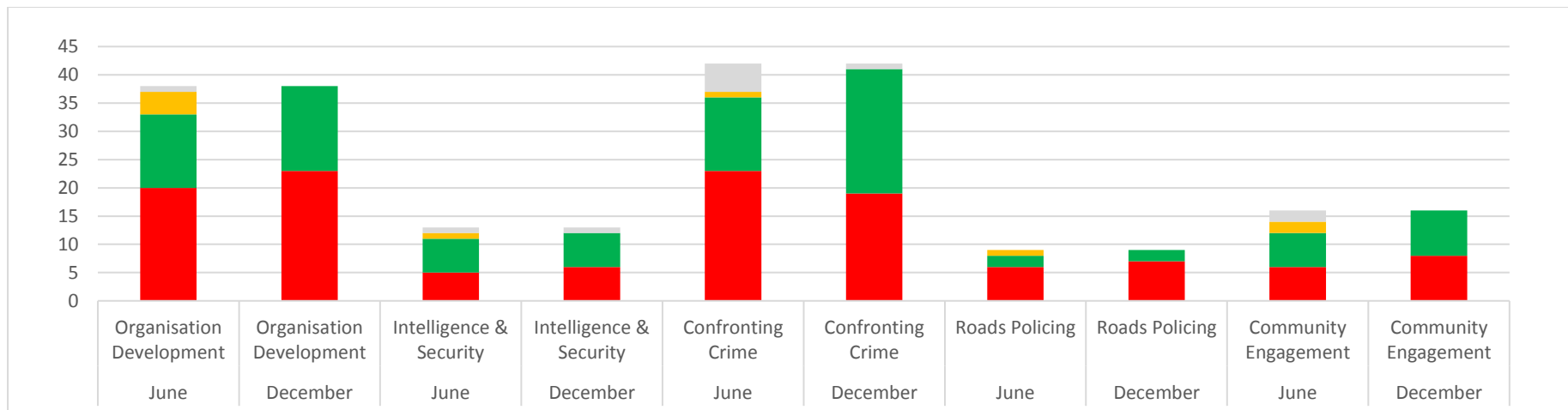
Appendix 3: 2018 Policing Plan RAG status

Legend: G = Green, A = Amber, R = Red, W = White/blank, Gr = Grey

		Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sept	Oct	Nov	Dec
Priority 1													
Organisational Development and Capacity Improvement													
HR Strategy	1a	G	G	R	R	G	R	R	R	R	R	R	R
HR Operating Model	1b	G	G	G	G	G	G	G	G	G	G	G	G
Recruit 200 Gardaí per quarter	2a	G	G	G	G	G	G	G	G	G	G	G	G
Recruit 500 civilian support staff	2b	R	A	R	R	R	R	R	R	R	R	R	R
Recruit 500 Garda Reserves	2c	R	R	R	R	R	R	R	R	R	R	R	R
Re-assignment of Gardaí (3 for every 4 civilians)	3	A	A	R	R	A	R	R	R	R	R	R	R
Divisional Policing Model	4	R	R	R	R	R	R	R	R	R	R	R	R
Roster and Duty Management system	5	G	A	R	G	A	R	R	R	R	R	R	R
Court Presenters	6	G	G	R	G	A	R	R	R	R	R	G	G
Computer Aided Dispatch system	7	G	G	G	R	R	R	R	R	R	R	R	R
Investigation Management System	8	G	G	G	G	W	G	G	W	A	R	R	R
		A	A	A	A	W	R	G	W	G	R	R	R
		R	R	R	R	W	W	A	R	G	R	R	R
PALF Individual Reviews	9a	G	G	G	G	G	A	A	A	A	R	R	R
PALF Data Quality Goal	9b	W	W	R	R	R	R	G	G	R	G	G	G
PMDS Training Commenced	10	W	W	G	G	A	A	R	R	R	R	R	R
Appoint Chief Data Officer	11	A	R	R	R	R	R	R	R	R	R	R	R
Appoint Data Protection Officer	12a	A	A	R	R	R	R	A	A	A	R	R	R
Data Protection Impact Assessment Plan	12b	A	A	G	G	G	G	G	A	R	R	R	R
Centralised Incident Classification at GISC	13	A	A	R	A	A	R	G	G	G	G	G	G
GISC Service Level targets	14	A	A	A	A	A	A	A	A	A	R	R	R
PULSE Incident Recording (Process)	15a	W	G	G	G	G	G	G	G	G	G	G	G
PULSE Incident Recording (Monitoring)	15b	W	G	W	G	G	G	G	G	G	G	G	G
PULSE Domestic Abuse modus operandi	15c	W	W	G	G	G	G	G	G	G	G	G	G
PULSE 'Detected' Incidents	15d	G	G	G	G	G	G	G	G	G	G	G	G
Enterprise Content Management system	16	A	R	R	R	R	R	R	A	R	R	R	R
Identification of Cultural Audit Issues	17a	W	G	G	G	G	Gr	G	G	G	G	G	G
Cultural Audit Strategy	17b	W	W	A	G	A	G	R	R	R	R	R	R
Ethics Strategy	18a	W	W	G	G	G	R	G	R	R	R	R	R

Item	No.	Status (RAG grid)
Phase 1 of Ethics Training	18b	White, White, Amber, Green, Red, Red, Red, Red, Red, Red, Red, Red, Red
Gifts and Hospitality Policy	18c	White, White, Red, Red, Red, Green, Green, Green, Green, Green, Green, Green, Green
Strategic Planning Framework	19	Green, Green, Red, Red, Red, Red, Red, Red, Red, Red, Red, Red, Red
Policy Ownership Matrix	20	Green, Green, Green, Green, Green, Red, Green, Green, Green, Green, Green, Green, Green
IT solution for Inspection and Review process	21	Green, Green, Green, Green, Green, Green, Green, Green, Green, Green, Green, Green, Green
Costing the Policing Plan	22	Green, Green, Green, Amber, Green, Green, Green, Green, Green, Amber, Amber, Red
Risk Registers	23a	Green, Green, Green, Green, Green, Green, Green, Green, Green, Green, Green, Green, Green
Sharing Risk Data	23b	Green, Green, Green, Green, Green, Green, Green, Green, Green, Green, Green, Green, Green
Governance Assurance Framework	23c	Green, Green, Green, Amber, Amber, Red, Red, Red, Red, Red, Red, Red, Red

Priority 2

National and International Security

Item	No.	Status (RAG grid)
Prevention of Terrorist Acts	24	Out of scope
Provision of Timely Financial Intelligence	25	Out of scope
Training in 8 Major Emergency Management Regions	26a	White, Green, Red, Red, Amber, Amber, Amber, Amber, Amber, Amber, Amber, Red
Emergency Planning Task Force	26b	White, Green, Green, Green, Green, Green, Green, Green, Green, Green, Green, Green
Specialist Firearms Procedures	27a	White, Green, Red, Red, Red, Red, Red, Red, Red, Red, Red, Red
Critical & Firearms Incident Command	27b	White, Green, Green, Green, Green, Green, Green, Green, Green, Green, Green, Green
	28	Out of scope
Schengen Information Sharing	29a	White, Red, Red, Red, Red, Green, White, Amber, Red, Red, Green
Prüm Information Exchange	29b	White, White, Green, Green, Green, Green, Green, White, Red, Red, Red
Mobile Immigration Data	29c	White, White, Green, Green, Green, White, White, White, Green, Green, Green
European Union PNR Directive	29d	White, White, Amber, Amber, Amber, Green, White, White, Green, Green, Green
Scanning Security Environment	30	White, Green, Green, Green, Green, Green, Green, White, Green, Green, Green
GCCB Intelligence Function	31a	Green, Amber, Red, Red, White, Red, Red, Red, Red, Red, Red
Cyber Forensic Examination Units	31b	Green, Amber, Amber, Green, White, Red, Amber, Amber, Red, Red, Red
Forensic Computer Examination	31c	Green, Green, Green, Green, White, Red, Red, Red, Red, Red, Red
National Cyber Security Desk	32	Transferred to Cabinet Committee 'F'

Priority 3

Confronting Crime

Item	No.	Status (RAG grid)
Criminal Justice (Victims of Crime) Act 2017	33	Green, Green, Green, Green, White, Green, Green, Green, Green, Amber, Amber, Green
Defining Hate Crime	34a	White, White, White, White, White, Red, Red, Green, Red, Red, Red, Red
Procedures to Record Hate Crime	34b	White, White, White, White, White, Red, Red, Green, Red, Red, Red, Red
Reporting Hate Crime Campaign	34c	Green, Green, Green, Green, Green, Red, Red, Green, Red, Red, Red, Red

Item	Ref
Divisional Protective Services Units	35a
Domestic Abuse / Sex Crime Risk Assessment tool	35b
Facilitating SORAM Workshops	35c
Domestic Homicide Review	36a
Increase Reporting of Sexual Offences	36b
Maintain Detection Levels of Sexual Offences	
Domestic Abuse Interventions	37a
Reporting of Domestic Abuse	37b
Domestic Abuse Call-Backs	37c
Trafficking in Human Beings Training	38a
Identification of Victims of Human Trafficking	38b
Distribution of Child Pornography	39a
Identify Victims of Sex Exploitation	39b
Children First Safeguarding Statement	40a
PULSE Automated Children First notifications	40b
Integrate PULSE/TUSLA NCCIS systems	40c
Crime Prevention Officer Procedures	41a
Crime Prevention Mobile Application	41b
GNECB Regional Liaison	44a
National Fraud Prevention Office	44b
Fraud Prevention Awareness Campaign	44c
Anti-Corruption & Bribery Unit	44d
Corruption/Bribery Telephone Line	44e
Quarterly Reports to PA on Organised Crime Groups	45a
Develop Matrix to assess Organised Crime Groups	45b
Evaluate Drug-Related Intimidation Reporting Prog	46
Enhanced GoAML Function	47
Metrics	
Maintain Detections Rate (Assault)	42a
Maintain Incidents Level (Burglary)	42b
Maintain Detections Rate (Burglary)	42c
Maintain Incidents Level (Robbery)	42d
Maintain Detections Rate (Robbery)	42e

Item	Ref	Status (colour-coded cells across months)
Maintain Detections Rates - Narrative	42f	white, white, red, (blank)
Decrease Incidents Level (Assault)	43	red, red, amber, red, red, red, red, red, red, red, red
Increase in Money Laundering Investigations	44f	white, green, red, red, red, red, green, green, green, green, green
Increase Detections (Supply/Sale of Controlled Drugs)	45c	red, red, red, red, red, red, red, red, red, red, red
Increase Detections (Firearms Seizures)	45d	white, green, red, red, white, white, green, green, green, green, green
Increase European Arrest Warrants Executed	45e	green, green, green, red, red, red, green, green, green, white, green
Priority 4		
Roads Policing		
Crowe Horwath Action Plan	48	amber, amber, red, red, red, red, red, red, red, red, red
Divisional Roads Policing Units	49a	green, green, red, green, red, red, red, red, red, red, red
Roads Policing Operations Plan	50	green, green, green, green, green, green, green, green, green, green, green
Implement Road Safety National Media Strategy	52	green, green, green, green, green, green, green, green, green, green, green
Metrics		
Increase Roads Policing Personnel	49b	green, green, green, amber, amber, amber, amber, red, red, red, red
Increase Multi-Agency Checkpoints	51	white, green, red, red, red, red, red, red, red, red, red
Enforcement Focus on Key Lifesaver Offences	53a	amber, red, red, red, red, red, red, red, red, amber, red
Decrease Road Fatalities	53b	white, red, red, red, red, red, red, white, red, red, red
Decrease Serious Injuries	53c	red, red, red, red, red, red, red, white, red, red, red
Priority 5		
Community Engagement and Public Safety		
Community Policing Area Segmentation	54a	green, green, green, green, green, green, grey, green, green, green, green
Personnel Allocation Plan	54b	green, amber, amber, amber, red, red, red, red, red, red, red
Garda Reserve Strategy	55	amber, red, red, red, red, red, red, red, red, red, red
New Garda Website	56a	green, green, green, white, white, white, green, green, green, green, green
Social Media Engagement	56b	green, green, green, green, green, green, green, green, green, green, green
Crime Prevention (Vulnerable People)	57	green, green, amber, green, amber, amber, amber, amber, red, red, red
Develop Action Plan to Attract Diverse Groups	58a	white, green, red, red, red, red, red, red, red, red, red
Implement Plan to Attract Diverse Groups	58b	white, white, red, red, red, red, red, red, red, red, red
Identify Barriers to Entry for Diverse Groups	58c	white, white, green, green, green, green, red, red, red, red, red
Diversity & Inclusion Strategy	59a	green, green, amber, amber, amber, red, green, green, red, red, red
Diversity Training	59b	green, green, green, green, green, green, red, green, green, green, green
Implement J-ARC Recommendations	60	green, green, green, green, green, amber, amber, amber, amber, amber, green
SAOR Implementation	61	green, green, green, amber, amber, amber, red, amber, amber, amber, green

Develop Juvenile Diversion Action Plan	62a	🟩	🟩	🟥	🟥	🟥	🟩	⬜	🟩	🟩	🟩	🟩	🟩
Implement Juvenile Diversion Action Plan	62b	⬜	🟩	🟥	🟥	🟥	🟩	⬜	⬜	⬜	🟩	🟩	🟩
Major Event Management Review	63	🟧	🟧	🟥	🟥	🟥	🟥	🟥	🟥	🟥	🟥	🟥	🟥