



AN TÚDARÁS PÓILÍNEACHTA
POLICING AUTHORITY

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PA/2017/419

3 August 2017

Mr. Charlie Flanagan T.D.
Minister for Justice and Equality
Department of Justice and Equality
51 St. Stephen's Green
Dublin 2.

**Re: Measures taken by the Garda Síochána to implement recommendations of the Garda
Inspectorate Report "Changing Policing in Ireland"**

Dear Minister,

I am pleased to submit the third report which the Policing Authority has prepared pursuant to the ministerial request of 25 July 2016 made under section 117A (2) of the Garda Síochána Act 2005 ('Act'). This report sets out the actions taken by the Authority in the second quarter of 2017 to assess and monitor the implementation of the Garda Inspectorate report '*Changing Policing in Ireland*' and the outcomes emerging from those actions. It should be read in conjunction with the Authority's second report as it builds on the information and themes addressed in that report.

Overview of Progress

There has been progress in recent months in a number of areas, most notably the roll out of the Protective Services Units in three Garda divisions on a pilot basis and progress made in some key IT projects. The completion of the Garda Síochána Deployment Survey in recent weeks is a significant and very welcome step in the civilianisation process. This survey identifies 2,055 positions which could be reassigned to civilian staff. The significance of freeing up such a number of trained Garda members for operational policing would be enormous in terms of Garda visibility and community confidence. Monitoring action on this will continue to be a key priority for the Authority, as will following up on some possible gaps in the survey.

There has also been positive progress in the development and implementation of the functional model of policing. The Policing Authority is pleased that the new Executive Director of Strategy and Transformation in the Garda Síochána, which it appointed on 29 June 2017, has now taken up duty and looks forward to engaging with him.

Notwithstanding some positive signs, the Authority continues to have concerns with regard to progress made. Of most concern has been that a sizeable number of recommendations marked “complete” by the Garda Síochána and included as such in the Authority’s second report to the Minister, were, on further examination, revealed not to be completed and sometimes not even well advanced. The apparent uncertainty as to what is meant by complete calls into question the quality of coordinated internal oversight of the Modernisation and Renewal Programme (‘MRP’) process and the reliability of the Garda Síochána’s reporting to the Authority and, perhaps to your Department.

Further areas of concern outlined in the report’s Executive Summary include

- The apparent absence of a reporting or governance structure for a significant proportion of the Inspectorate recommendations raises questions as to how progress is being monitored and reported, how resourcing decisions can be made and where accountability for the implementation of these recommendations lies. A key question is how the Commissioner can be assured;
- A third of the Inspectorate recommendations are classified as “*not commenced*” or “*under review*”. More than one year into a five year programme, a significant proportion of recommendations do not as yet have visibility within that programme in terms of agreed timeframes for their delivery. This raises questions as to the ability to coordinate resourcing across the programme in the absence of even indicative planning.
- Capacity around the areas of ICT, HR, training and accommodation continues to be a challenge and the previously expressed concerns of the Authority still stand. Despite monthly reporting within the Modernisation and Renewal Programme (‘MRP’) indicating that there are capacity issues in the areas of IT and HR, **sanctioned positions in these areas remain unfilled**. It is important to note that although the Authority has a role in approving the number and grades of civilian positions, the responsibility for the recruitment for these roles lies with the Garda Commissioner.
- There is a question as to the degree of consideration being given to prioritisation by the Garda Síochána. While the Authority has identified priority recommendations, there does not appear to be a similar focus within the delivery of the MRP. Furthermore, it is unclear if there is a weighting applied to various recommendations so that scarce resources can be prioritised towards recommendations that are enablers of change and essential building blocks for other recommendations.


Overall, given the contestability for resources to implement the breadth of recommendations, it is vital that there is a steady pipeline of work and achievement in order to avoid having to deliver an excessive number of projects towards the end of the MRP implementation period. At present, with consideration given to the level of achievement to date, the Policing Authority do not share the confidence of the Garda Síochána, that the MRP will be achieved within its planned time frame, without a considerable change to the pace and scheduling of implementation.

The Fourth Report

It is anticipated that the Authority's fourth report will give particular focus to the areas of HR and IT as key enablers of change. This will require a considerable depth of engagement with Garda Síochána project team members. In the normal course, the next report would be in respect of the Quarter ending in September and would be approved for transmission to you at the Authority's meeting at the end of October. However, to enable the necessary detailed work to be done at official level by Authority and Garda Síochána staff to support an assessment of progress by the Authority, as well as giving time for more projects to be completed in the MRP, I propose with your agreement that the next report be delivered towards the end of 2017. I trust this is acceptable to you.

If you or your officials need any further information on the report or the Authority's assessment, the Chief Executive would be happy to arrange any briefings as required.

Yours sincerely,


Josephine Feehily
Chairperson



AN TÚDARÁS PÓILÍNEACHTA
POLICING AUTHORITY

**Third Report to the Minister in response to the request under
Section 117A (2) of the Garda Síochána Act 2005**

**Monitoring and assessment of the measures taken by the Garda
Síochána to implement recommendations of the Garda
Inspectorate Report “Changing Policing in Ireland”**

July 2017

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1. Executive Summary

This is the third report of the Authority assessing the Garda Síochána’s implementation of recommendations in the Garda Inspectorate’s report “*Changing Policing in Ireland*”. (‘CPI’) and should be read in conjunction with the second report, as it builds on the information and themes addressed in that report.

Governance and Reporting Arrangements (Section 4)

- Since the last report, the Garda Síochána has clarified who is responsible for the implementation of each of the recommendations. However, no reporting has as yet been received by the Authority which gives assurance that there are structures in place which facilitate the Garda Síochána reviewing progress, assessing risk or prioritising resourcing across the full suite of recommendations.

Mapping of Recommendations (Section 5)

- Based on the information received from the Garda Síochána, it would appear that 33% of the Inspectorate recommendations are classified as “*not commenced*” or “*under review*”. This suggests that a significant proportion of the recommendations do not yet have visibility within the change programme. The Garda Síochána has expressed confidence that the change programme will be delivered in the five years as planned. However, being one year into the programme and with one third of the recommendations yet to be even time-lined, the Authority has yet to be assured as to the basis for that confidence.

‘Complete’ Recommendations (Section 6)

- For this Report, the GS have marked 50 recommendations as complete. During this quarter, the Authority sought to evidence that a sample of the recommendations marked complete for the Authority’s second Report were, in fact, completed. It became apparent that a number were not and this prompted the Authority to seek further evidence. . The Authority is satisfied to mark 9 as complete at this time. This apparent uncertainty as to what is meant by complete calls into question the reliability of the Garda Síochána’s reporting and the level of coordinated internal oversight of the MRP process. The Authority will, based on this experience, need to evidence all recommendations marked as complete from this point on, including the balance of the 50 now marked complete.
- It is welcomed that there has been good progress on putting elements of a risk management architecture in place. However, the employment of a full time civilian risk manager should be prioritised over the coming months to enable an effective risk management system to be fully established in compliance with good governance;
- The Authority is concerned that trainee Gardaí continue to leave Templemore without driver training thus exacerbating the backlog of driver training to be completed. The Authority regards this as an area of risk for the Garda Síochána which needs to be addressed without delay.

Priority Areas (Section 7)

- The Authority welcomes the final outcomes of the Garda Deployment Survey and would encourage the Garda Commissioner to publish this. It represents a very significant step to identifying roles within the Garda Síochána that can be undertaken by civilians, thus releasing

Third Report to the Minister on assessment of implementation of “Changing Policing in Ireland”

Garda members to operational policing duties. The pace on civilianisation has been slow, but the Authority expects to receive a workforce plan for 2017 by 31 July.

- The absence of a strategy for the Garda Reserve combined with an uncertainty as to how many reservists are active is of concern to the Authority. At a time when the composition and structure of the service is changing, through greater numbers of civilians and the roll out of functional policing, it is concerning that a vision and strategy for the role and deployment of the reserves in this context is not developed.
- The Government decision in April this year to elevate the status of the position of Chief Data Officer to that of Executive Director (a more senior level than that envisaged in the Inspectorate report) echoes the Authority’s view that this is a critical position within the organisation. While the constituent IT elements required to produce and work with data and information are being addressed, the Authority is keen to see the Garda Síochána establish this position within the organisation, and give it the associated authority without delay.

Prioritisation

- The Authority has raised the issue of prioritisation again in this report. Contestability for resourcing, is cited regularly as an impediment to progress within projects be it for training or skills in IT, HR and/or project management. The Authority has no sense that dynamic prioritisation is happening, which would direct resources to priority areas, guided by considerations of corporate risk and/or the relative significance of a recommendation in terms of it being a key enabler of change.

Progress (Sections 7 & 8)

- There has been good progress in a number of areas within the MRP. In particular, the Authority welcomes the establishment of four Protective Services Units on a pilot basis as well as the developments in a number of significant IT projects.
- The significant progress made and success of the Garda Victims’ Services Office, as articulated by Gardaí but also victims’ organisations is also recognised.

Planned Actions

The Authority has identified a number of actions it will take in the coming months, which include:

- Developing in conjunction with the Garda Síochána a format of a monthly report that is focused on the progress being made to implement the intent, and achieve the benefits of *all* the recommendations in CPI;
- Examining and assessing the next iteration of the mapping exercise to inform an overview of progress across the MRP;
- Continuing to monitor the priority projects as the key enablers for change;
- Examining IT as a cross cutting theme and enabler within the MRP in terms of the progress being made, the resourcing (including financial) and capacity issues that exist and how they are being addressed; and
- Examining HR as a cross cutting theme in terms of the various recommendations in this area and how and when they will deliver in terms of effective human resource management and deployment.

2. Introduction

This is the Authority’s third quarterly report to the Minister on the monitoring and assessment of the measures taken by the Garda Síochána to implement the recommendations of the Garda Inspectorate Report “*Changing Policing in Ireland*” (CPI). It should be read in conjunction with the Authority’s second report as it builds on the information and themes addressed in that report.

The Garda Síochána’s Modernisation and Renewal Programme (MRP) is a central building block in the overall government decision of July 2016 which sets out the future composition and, by extension, the funding, of the Garda Síochána. A failure to realise the full intent of the MRP will have consequences beyond the programme itself. It is not simply a mechanistic or bureaucratic question of implementing the inspectorate recommendations but a more fundamental one of achieving their intent, realising the benefits of the recommendations as a whole for the benefit of the organisation and for the public.

3. Background and Approach to the Development of the Report

The content of this report is informed by a variety of activities undertaken by the Authority and its officials. In addition to reviewing materials requested from the Garda Síochána, the Authority has conducted a number of site visits, has met with particular units within the Garda Síochána and has spoken with project business owners who are directly involved in implementing recommendations/projects. This has not only provided an opportunity to gather views and perceptions amongst members of the work being undertaken in their own area, but also their sense of the wider impact of the MRP.

The Authority has held two themed meetings with the Garda Síochána, in May and June 2017. The first meeting was held in Templemore College focusing on the theme of training, while the second meeting was held in public and focused on the Modernisation and Renewal Programme. At both meetings the Authority had the opportunity to probe and discuss issues relevant to this report.

The Authority’s Organisation Development Committee is responsible for monitoring and assessing measures taken by the Garda Síochána to implement the recommendations of CPI on the basis of the government decision set out in Government Decision S20193F. The Committee also monitors and assesses progress in the implementation of Chapter 5 of the Policing Plan.

The Committee has met three times in Quarter 2. Each meeting has assessed general progress on the MRP as well as honing in on specific themes unique to each meeting and relevant to the priority areas that have been identified by the Authority.

This report has also drawn on the views of the Authority’s other two Committees; the Ethics Committee and the Policing Strategy and Performance Committee.

The Authority Executive has also met with a number of NGOs and civil society organisations during this period to inform its work. This work has been directed towards evidencing the reported progress. Detail regarding the level and type of engagement with the Garda Síochána, which includes a full list of visits and meetings held to inform this report is set out in Appendix 2.

4. Governance and Reporting Arrangements

Introduction

A key issue raised in the previous report concerned the reporting and governance arrangements in place for a significant proportion of the CPI recommendations. The mapping of the 201 outstanding recommendations onto the Modernisation and Renewal Programme (MRP) raised questions as to the degree to which the MRP alone can be the vehicle for the implementation of the recommendations. 86 recommendations were, based on advice from the Garda Síochána, reported as outside the MRP process and assigned elsewhere in the Garda Síochána organisation. This raised questions as to what reporting and governance structures are in place and how progress against those recommendations is reported on, to whom and where the accountability for ensuring the oversight and delivery of these 86 recommendations lies.

The Authority wrote to the Commissioner on 24 April seeking clarification as to what governance and reporting structures exist with regard to the delivery of these 86 recommendations. The Authority requested information as to the status of work on each of these recommendations, the timeframes in place for their completion and how progress is monitored. The Authority indicated that a reporting mechanism would need to be established which would allow the Authority to make an assessment on a monthly basis, of the progress being made on each of these recommendations. In the absence of such a reporting structure and information the Authority would not be in a position to make such an assessment.

Response

The Commissioner’s Office on 28 April nominated a Deputy Commissioner Governance and Strategy as the main point of contact but with no reference to the other items raised. In the course of subsequent interactions with the Strategic Transformation Office (STO) and the Policy and Planning Unit, it transpires that the GS view the 86 recommendations as being within the MRP. However, they have confirmed that, as evidenced by the mapping, the recommendations are not within the scope of the STO. Thus these recommendations are outside the formal Strategic Transformation Programme Governance Structure were not reported on in STO documentation and the STO is not in a position to comment on the status of these projects.

The Garda Síochána has confirmed that the governance and oversight of the implementation of these recommendations (86) is the responsibility of the Deputy Commissioner Governance and Strategy. We understand that the Deputy Commissioner has convened a high-level implementation group which includes relevant business owners and representatives from the Strategic Transformation Office to co-ordinate and drive the implementation of the recommendations. The GS also identify the recent appointment of the Executive Director Strategy and Transformation as a significant supporting enabler for the governance framework.

At the public meeting of the Authority with the Commissioner held on 29 June last, the Commissioner confirmed that the 86 recommendations are within the MRP. The Commissioner reassured the Authority that a unified reporting structure would be in place to ensure reporting to the Authority.

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Conclusion

The concern expressed by the Authority in the Second Report remains valid and it continues to be difficult to offer an assessment of the quality of governance of the transformation programme as a whole.

The 86 recommendations assigned to named individuals and areas within the Garda Síochána organisation do not have a reporting or governance structure and to date no report on the status of the 86 recommendation has been received to enable the Authority to take a view as to the progress being made in their implementation. This is important not just in terms of the Garda Síochána’s ability to monitor and assess progress and to hold individuals to account, but also in terms of the organisation’s ability to coordinate its resources across the entire modernisation effort and prioritise accordingly. In the absence of an ability to take a holistic view at any time as to the resourcing demands across all the recommendations, it is difficult to see how informed decision making could be undertaken. A review of the status of these recommendations and the governance and reporting structures put in place will form a significant part of the Authority’s next report.

In order to aid the Authority’s understanding and assessment of the reporting and governance structures within the MRP generally and the manner in which the coordination of resourcing across the programme is carried out, the Authority requested the terms of reference for the Governance Boards currently operating and the minutes of meetings held. These Boards are cited as a significant element of the Garda Síochána’s approach to the governance of the MRP. To date the Authority has not received this information but it is an aspect of implementation that the Authority will continue to pursue.

5. Current Mapping of Inspectorate Recommendations

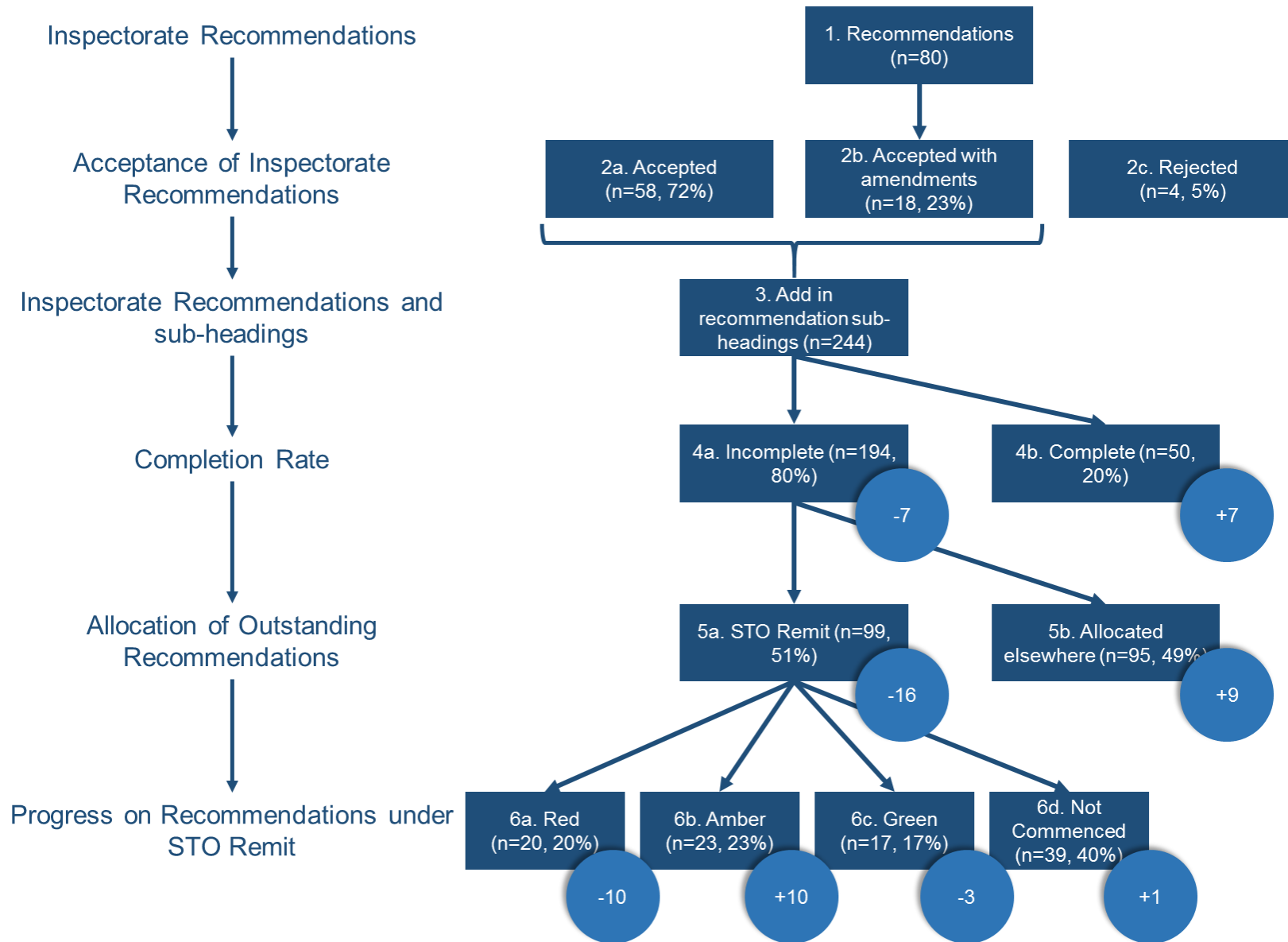
Introduction

The development of the mapping process was described in the Authority’s previous report. The objective of the process was to establish to what degree the MRP, if implemented, gives practical effect to the recommendations arising from the CPI Report. The mapping also required that the Garda Síochána assign a RAG (Red-Amber-Green) status to each project to give a sense of the progress being made.

The Authority requested that the Garda Síochána update the mapping document so that progress made since the last report might be captured. It was also an opportunity for the Garda Síochána to reassess the status and assignment of recommendations given last time around in light of the second quarterly report. This reassessment has resulted in a number of key changes to the status assigned to recommendations. The second mapping process has provided greater detail, greater clarity and greater specificity. For example, recommendations have been assigned to named individuals and there has also been some changes made to the status and assignment of certain recommendations.

It is the Authority’s intention that the mapping will be updated quarterly to inform each quarterly report. The outcomes of the most recent mapping, based on reporting by the Garda Síochána as at 28 June and further clarified on 10 July, were analysed by the Policing Authority in July 2017 and are set out below.

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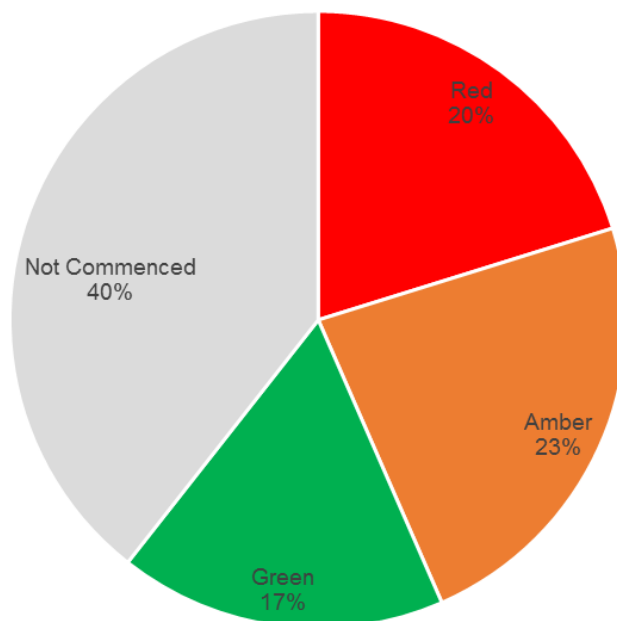
Mapping outcomes

Recommendations marked complete

There are an additional 7 recommendations marked as complete bringing to 50 the number of recommendations and sub-headings (20%) now marked as complete by the Garda Síochána. However, the specific recommendations included in the list of completes has changed significantly from the mapping reported in April. 12 of recommendations which were marked complete at that time are now no longer marked complete, while 19 other recommendations have now been classified as newly complete. A full list of the recommendations marked complete is set out in Appendix 3.

Recommendations falling under the Strategic Transformation Office (STO)

There are 99 recommendations (51% of outstanding recommendations) currently under the STO governance framework, which is 16 fewer than in the previous report. A full list of those recommendations under the STO governance framework is set out in Appendix 5. The chart below sets out the RAG status of these 99 projects.



- 60 (60%) of projects addressing recommendations have been assigned a RAG status, of which
 - 17 (17%) are classified as green, a decrease of 3 on the previous quarter
 - 23 (23%) are classified as amber, an increase of 10 on the previous quarter
 - 20 (20%) are classified as red, a decrease of 10 on the previous quarter
- Actions/projects for 39 (40%) of recommendations have yet to commence, an increase of 1 on the previous quarter.

It should be noted that some of the changes in figures from the previous quarter have been due to a) a number of recommendations being completed and b) improvements and clarification of reporting by the Garda Síochána. This includes 14 projects that were classified as “other” in the previous report.

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Recommendations falling outside the Strategic Transformation Process

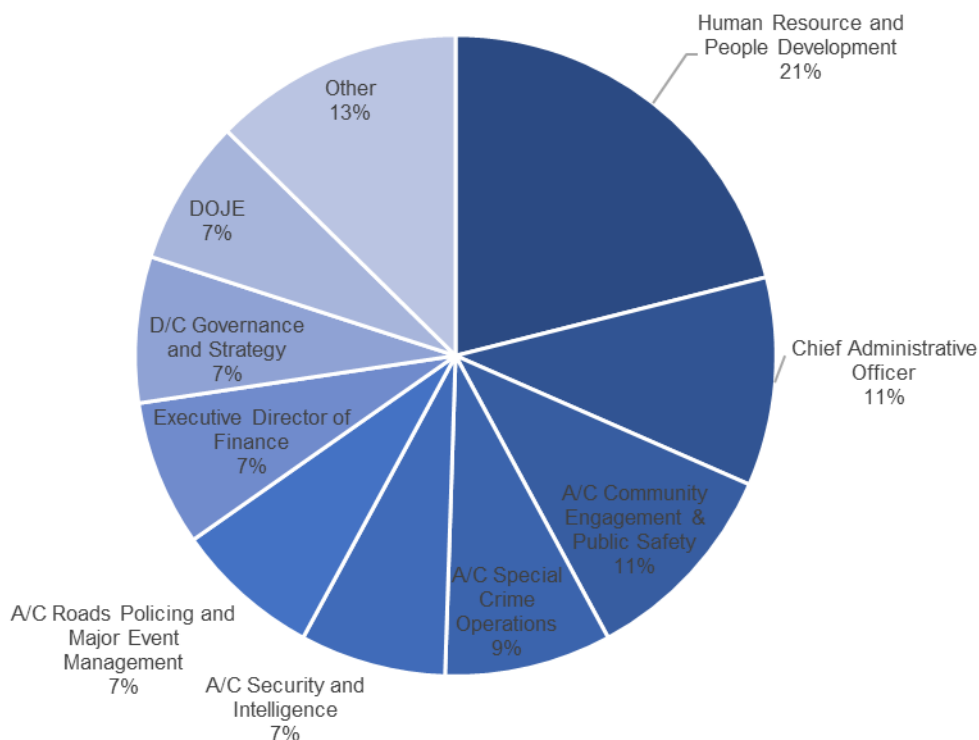
There are now 95 recommendations that do not fall under the STO governance structures. There is no information currently available regarding the RAG (Red-Amber-Green) status of these recommendations.

However, there is additional information provided with regard to the assignment of the recommendations across the Garda Síochána. The recommendations are now assigned across a greater number of individuals, with more specificity as to the individuals who are responsible for their implementation. Recommendations previously unassigned or marked other have also been allocated. A small number of these are identified as the responsibility of the Department of Justice and Equality and the Department of Public Expenditure and Reform and their implementation is not being assessed by the Authority. The assignment of recommendations is set out below.

Department/Unit/Individual	Number of recommendations assigned
Executive Director John Barrett, Human Resource and People Development	20
Chief Administrative Officer Joseph Nugent	10
A/C Patrick Leahy, Community Engagement & Public Safety	10
A/C John O'Driscoll, Special Crime Operations	8
A/C Michael O'Sullivan, Security and Intelligence	7
A/C Michael Finn, Roads Policing and Major Event Management	7
Executive Director Michael Culhane, Finance	7
D/C Dónall Ó Cualáin, Governance and Strategy	7
DOJE	7
A/C Patrick Leahy, Dublin Metropolitan Region	2
A/C Eugene Corcoran, Governance and Accountability	2
A/C Security & Intelligence, A/C Special Crime Operations, and A/C Roads Policing and Major Event Management	2
DPER	2
Executive Director Liam Kidd, ICT	2
GPSU	1
D/C John Twomey, Policing and Security	1
	95

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The diagram below sets out how the total number of CPI recommendations have been assigned in proportional terms.



Status of recommendations falling outside the STO

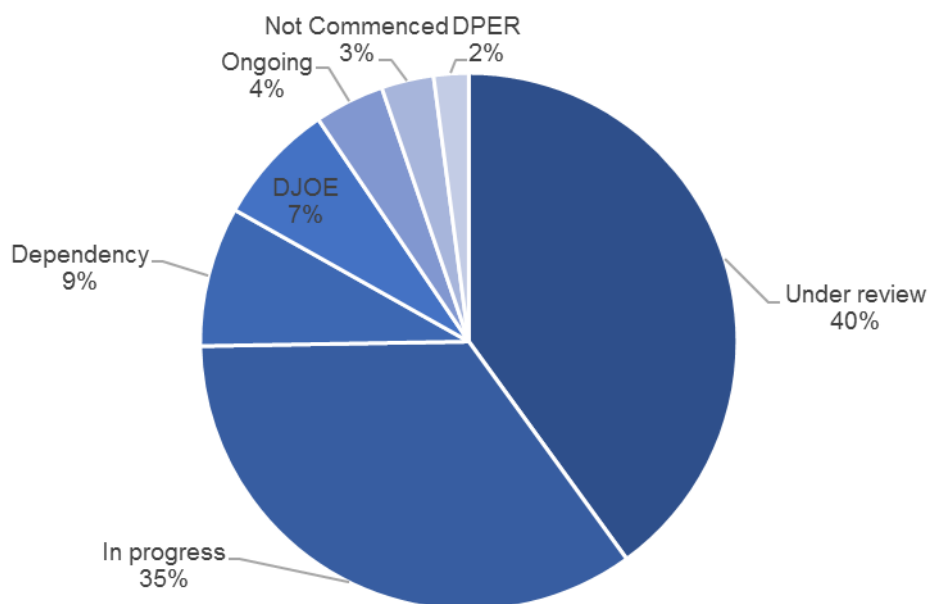
While at this point in time a RAG status is not available for recommendations which are outside the STO process, a status update has been given for these recommendations, using the following terms and definitions provided by the Garda Síochána:

Recommendations Status	No.	Explanation
Under Review	38	The Business Area Lead or Business Owners are currently examining the feasibility of addressing the recommendation as it is set out by the Inspectorate.
In progress	33	These are Recommendations that are started and underway and work to address this recommendation is progressing
Dependency	8	The completion of some of the sub actions is dependent on the high level recommendations being complete. There are recommendations that are linked to other recommendations and require then being in place first.
Ongoing	4	Recommendations that have an element of review or work that is required to be repeated on a regular basis.
Not Commenced	3	Work to address this recommendation has not yet commenced

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Recommendations Status	No.	Explanation
DoJE	7	This recommendations has been assigned to the Department of Justice and Equality to address
DPER	2	This recommendations has been assigned to the Department of Public Expenditure and Reform to address
Total	95	

The figure below sets out the status of these recommendations using this rating system.



Conclusion

The mapping exercise, although somewhat mechanistic in nature, is useful in giving a high level sense of the degree to which progress is being made in implementing the full breadth of the recommendations in CPI.

The manner in which the status of recommendations is described, for recommendations falling outside the STO, is useful. The majority of these recommendations have not been advanced significantly, with 40% under review. The mapping exercise has required that consideration is now being given to the manner in which recommendations are to be implemented, the dependencies which exist and who is to be accountable for its implementation. This is significantly more information than was available at the time of writing of the second report.

The mapping exercise has also been useful in refocusing the monitoring and assessment away from being project based to being recommendation based. This is important, as the completion of a project does not in and of itself mean that the intent of the Inspectorate recommendation has been achieved.

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By remaining focused on the recommendation, the Authority is better positioned to give an assessment as to the relevance and instrumentality of the work being done.

The Authority will continue to engage with the Garda Síochána on the development of a unified reporting structure that incorporates all the recommendations, but which moves away from a focus on projects. This approach allows for a better focus on the desired outcomes of the work rather than the outputs of a project. The outcomes of this work will be discussed in the next report.

6. Completed Projects

Introduction

43 recommendations and sub-recommendations were marked as complete in the mapping exercise undertaken to inform the Authority’s second report to the Minister in April. A key action for the Authority emerging from that report was to review a selection of the recommendations marked complete to evidence that the associated projects and initiatives had indeed been completed and had delivered on the intent of the recommendations.

The Policing Authority requested information on a selection of the complete recommendations. The information in relation to the selected recommendations was in some cases not available and /or suggested that the recommendation may be partially complete rather than fully achieved. On foot of this, the Authority decided to pursue all 43 completed recommendations to evidence that they had been delivered.

To further evidence progress, the Policing Authority conducted site visits, received presentations and consulted with a number of relevant external stakeholders. The Authority is in a position to give its view, based on the information received, on just 19 of the recommendations. These are the recommendations for which information was requested and sufficient information was received to make an assessment.

The 19 ‘complete’ recommendations are grouped into a number of areas to which they refer. The table below sets out the Authority’s view at this time, based on the information received, as to the degree to which the recommendation has been implemented and can be marked as complete. The detail with regard to the assessment of each recommendation is presented in Appendix 1.

Recommendation	Status
Forensics <ul style="list-style-type: none">Develop a single point of entry for all forensic exhibits. (short term)	Partially Complete <p>While work has been undertaken to establish a Forensics Liaison Office, the recommendation cannot be implemented in full until such time as PEMS 2 has been rolled out and the merger of the Technical Bureau and Forensic Science Ireland has been completed.</p>
‘360 Degree’ Reporting <ul style="list-style-type: none">Develop 360-degree reporting as part of all senior management	Complete <p>Detail has been provided on the number and grades of those members who have participated in the 360 degree reporting. The Authority regards it as</p>

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Recommendation	Status
promotion and development programmes	important that all those eligible to take part in the development programmes are afforded the opportunity to do so.
Victims Offices <ul style="list-style-type: none"> The Garda Síochána expands the remit of the Victim Offices to provide a single point of contact for all customer service enquiries 	Complete The network of Victims Services Offices are in place and have resulted in an improved and more efficient service to victims.
Communications Advisory Council <ul style="list-style-type: none"> The Garda Síochána establishes and convenes the Communications Advisory Council without further delay 	Partially Complete The Council is currently comprised of membership drawn exclusively from within the Garda Síochána. The Inspectorate recommendation envisages membership from outside the Garda Síochána to broaden the perspective brought to the Council’s work
Risk Management <ul style="list-style-type: none"> The Garda Síochána creates a Risk Management Governance Committee that is accountable to the Governance Board and responsible for developing effective risk management practices. 	Complete While the constituent elements have been put in place and thus the recommendation is marked as complete, this is not a comment on the effectiveness of the Risk Management Process at this time.
<ul style="list-style-type: none"> Recruit a fully trained, professional Risk Management Officer (RMO) as a senior member of Garda staff. 	Not Complete The recommendation is for a civilian member of staff to be appointed to this position
<ul style="list-style-type: none"> Create a full-time Risk Management Office to support the work of the RMO 	Complete
<ul style="list-style-type: none"> The Risk Management Governance Committee to meet at least quarterly 	Complete
<ul style="list-style-type: none"> With the change in divisional structure, create divisional risk registers 	Commenced The process of developing the divisional registers has commenced
<ul style="list-style-type: none"> All risk registers must be quality assured by the Risk Management Office 	Commenced This process has commenced
<ul style="list-style-type: none"> Review the training requirements for all supervisory staff on identification, assessment and mitigation of risk 	Complete The Authority was provided with the detail of training dates and attendance

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Recommendation	Status
Garda Drivers <ul style="list-style-type: none"> Ensure that the proper systems, policies and training are in place to improve driver behaviour, to reduce collisions and to provide appropriate investigation of incidents involving Garda vehicles 	Partially complete While there is work being undertaken in this area, there is no training plan currently in place. The Authority is concerned that trainees continue to leave Templemore without driver training thus exacerbating the backlog of training to be completed. The Authority regards this as an area of risk for the Garda Síochána which needs to be addressed without delay.
Sickness and Absence Management <ul style="list-style-type: none"> Focus on reducing and effectively managing planned and unplanned absences 	Partially complete There has been a reduction in absences by sworn members and work is currently being undertaken to develop an IT system that will incorporate rosters and absence data. However the intent and benefits of this recommendation will not be realised until such time as the IT systems are in place and so it is premature to mark this as complete at this time. Arguably the reduction is due to the change in sick pay arrangements due to FEMPI
<ul style="list-style-type: none"> The Garda Síochána develops a clear, comprehensive attendance management policy to reduce the number of working days lost. (short term) 	
<ul style="list-style-type: none"> Engage with key stakeholders including staff associations, unions, management and the Chief Medical Officer 	Complete Details of the engagement undertaken was provided.
<ul style="list-style-type: none"> Develop a system to provide accurate attendance management data for both members and Garda staff 	Not complete This recommendation is dependent on the development of a new rosters system which is being developed
<ul style="list-style-type: none"> Establish clear responsibilities and local support for supervisors for ensuring the well-being of members and Garda staff 	Complete These have been documented.
<ul style="list-style-type: none"> Establish routine examinations of absence records, particularly for uncertified absences 	Partially complete While an examination was carried out in 2013, no such routine reviews have been carried out since. This is an area of work which might appropriately be taken on by Internal Audit.
Employee Welfare <ul style="list-style-type: none"> The Garda Síochána develops a modern, supportive employee assistance strategy and service with access to professionally trained counsellors. (medium term) 	Complete The Employee Assistance Service is in place.

In summary, the following table sets out the Authority’s assessment at this time, based on the information available to it, of the status of the 19 ‘completed’ recommendations.

Complete	Partially Complete/Commenced	Not Complete
9	8	2

Conclusion

Of the 19 recommendations examined, it is the view of the Authority that 9 can be marked complete at this time. Considerable progress has been made in some areas, while other recommendations have been commenced, partially implemented or implemented in a manner which does not realise the full benefits envisaged in the Inspectorate’s report.

The discrepancy between the view expressed by the Garda Síochána with regard to the ‘complete’ nature of the recommendations and the outcomes of the Authority evaluation raises concerns. The Authority has taken a recommendation being marked ‘complete’ as meaning that the intent and benefits to be realised have been achieved. The MRP is a very project based programme and while a project or initiative may in itself have been completed, this does not always equate to the intent and benefits of the recommendation having been achieved. It also raises questions as to the reliability of Garda Síochána reporting and what level of coordinated internal oversight of the full suite of recommendations is in place.

The process of evidencing those projects and initiatives which have been completed has been a useful exercise, arguably for both the Authority and the Garda Síochána. It is notable that 12 of the recommendations marked complete in April were, on revision, removed from the ‘complete’ list. It has required a rigour to revert to the intent of the recommendation, which may sometimes lie in the narrative of the Inspectorate report rather than simply in the wording of the recommendation itself. While initially the Authority had anticipated that it would review a selection of complete recommendations, the experience to date has prompted a decision that all complete recommendations will be examined and this will form part of the quarterly report on an ongoing basis.

7. Assessment of Progress in Priority Projects

Overview of Policing Authority Prioritisation

As outlined in the previous report, the Policing Authority has identified 6 priorities areas within the recommendations which it regards as significant enablers for change. These are as follows:

- **Composition and structure of the Garda Workforce:**
 - The identification of positions from which Gardaí can be redeployed and replaced by suitably qualified civilians with the underlying medium term goal of having civilian Garda staff comprising 20% of overall Garda workforce;
 - The implementation of a Divisional/Functional Policing Model which will enable a more effective and efficient use of Garda resources; and
 - A strategic review of the Garda Reserve.

- **Garda Resource Deployment:** This priority is concerned with the implementation of recommendations directed towards the effective deployment of Garda resources.

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- **Supervision:** Recommendations directed towards increasing effective supervision of all staff of the organisation.
- **Data Quality:** Recommendations directed towards assuring that the policy, processes, resources and physical infrastructure to facilitate good data quality and governance is in place
- **Victims:** The Authority has prioritised recommendations that give effect to the intent of the EU Victims Directive to establish minimum standards of service to victims of crime
- **Culture:** Recommendations directed towards cultural change within the Garda Síochána

Status of Projects identified by the Authority as Priority Projects

The recommendations which give effect to these priority areas are assigned both to the STO and other areas of the Garda Síochána organisation. A RAG status is available for the projects which the STO are managing, while as discussed earlier, an initial non RAG status has been assigned to those recommendations outside that process. The status for each priority area for June (latest reported month) is set out in the table below. It is important to note that a Green status does not mean complete but rather that the work being undertaken to implement the recommendation is on track.

	Priority Area	Associated Initiatives and Projects	Governance	RAG or Status
1	Composition and Structure of the Garda Workforce	Civilianisation	Assigned to Exec Dir HRPD	In Progress
		Divisional/Functional Model of Policing	Assigned to AC Roads Policing & Major Event Mgt	In Progress
		Garda Reserve	Assigned to CAO	In Progress
2	Garda Resource Deployment	HR Operating Model	STO	
		HR Strategy	STO	Marked Complete but not as yet received by the Authority
		Roster and Duty Management	STO	

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	Priority Area	Associated Initiatives and Projects	Governance	RAG or Status
3	Supervision	PAF Processes and Procedures	STO	
		PALF	STO	
		Performance Accountability Framework Technology Support	STO	
4	Data Quality	Appointment of Director of Data Quality This recommendation was elevated following a Government decision in April 2017 which reclassified this position as being at Assistant Secretary level given the import attaching to the post in light of recent concerns around data quality in the Garda Síochána	HRPD	Recently commenced
		Investigations Management	STO	
		Control Room Strategy	STO	No status assigned
		Contact Management System	STO	
		CAD 1	STO	
		CAD 2	STO	
		5	Victims	Protective Services Units Phase 1
6.	Culture	Culture Audit	STO	
		Code of Ethics	Assigned to Assistant Commissioner DMR	In Progress

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	Priority Area	Associated Initiatives and Projects	Governance	RAG or Status
		National Operating Framework	STO	

Assessment of certain projects identified by the Authority as Priority Projects

In addition to monthly updates from the STO, the Policing Authority is engaged in ongoing assessment of the priority areas. Below is a summary of the Policing Authority view on each of these areas, based on this work undertaken. The level of detail provided on each reflects the degree of focus placed on the individual priority in this quarter.

Composition and Structure of the Garda Workforce - Civilianisation

In the second quarterly report the Authority, while welcoming the undertaking of the Garda Deployment Survey, expressed disappointment with the outcome of the survey as, with potential identification of roles for redeployment being reported ranging between 152 and 163, it fell far short of the target figures of 1,500 roles to be civilianised. In finalising the survey, the Garda Síochána has, over the past number of months reverted to the survey respondents to interrogate the results and challenge the low number of roles identified for civilianisation.

In the month it was received, the survey was discussed at both the Organisational Development Committee and the Authority meetings. It now identifies 2,055 roles currently being performed by sworn members as being *“suitable for consideration with a view to possible civilianisation.”* Notwithstanding, the uncertainty of the language used in this assessment, the Authority welcomes the figure and positively acknowledges the engagement undertaken with respondents to revise the initial assessment. The Authority noted the relative absence of roles identified in HQ units or amongst the senior ranks and this is something to which the Authority will return.

While the Policing Authority has welcomed the survey outcomes, it must be emphasised that some of the figures contained within it appear notional. The certainty in the report concerns the more immediate and definite posts which have been identified for redeployment. Within the 6 operational regions, 153 members were identified as being suitable for redeployment in the immediate term. In addition, within HQ and Specialist sections, 7 have been identified for redeployment in immediate term (less than one year), 67 in 1 to 3 years and 113 in long term (more than 3 years). It will be critical that the work completed in the survey is fed into the Garda Síochána Workforce Plan and that the next steps are identified; namely that a crisp timetable for the identification and release of named Gardaí is put in place. The Authority believes it would convey a significant level of commitment if senior staff (Superintendents and Chief Superintendents) were amongst those released to operational policing duties in the initial phases.

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Workforce Plan

The Authority has repeatedly sought a workforce plan since early 2016 and has previously expressed its concerns regarding delays in its production. Given this slow pace, early in Quarter 2, the Authority established a standing weekly meeting at official level between the Authority, the Garda Síochána, representatives of the Department of Justice and Equality, the Department of Public Expenditure and Reform and the Public Appointments Service, to progress the workforce plan. The plan will identify the civilian positions to be filled in 2017 and the positions from which Gardaí can be released to operational policing duties. The Authority is due to take receipt of the final workforce plan for 2017 by end July 2017.

The submission of the workforce plan will allow business cases for further civilian appointments to be advanced as DPER will not accept further business cases until such time as a plan is submitted. The next iteration of the workforce plan is to be completed by the end of September and will address the 2018 staffing requirements. It will also contain a redeployment plan for 2018 to 2021 to identify posts and commence work to resolve any IR issues arise that might prove a barrier to the achievement of this reform.

The pace on civilianisation has been slow. Despite sanction being in place since January 2017 for 134 positions, to date only a small number have been filled. The previously expressed concerns of the Authority still stands, that despite monthly reporting within the MRP indicating that there are capacity issues in the areas of IT and HR, sanctioned positions in these areas remain unfilled. It is important to note that although the Authority has a role in approving the number and grades of civilian positions, the responsibility for the recruitment and appointment of these roles (below the level of Principal Officer) lies with the Commissioner.

Indeed some of the civilian IT positions have been sanctioned since early 2015 and remain unfilled. The Authority is anxious that the pace of civilianisation accelerates. Indeed some members of the Garda Síochána at division level have also expressed frustration at what they perceived to be the Authority’s tardiness in ‘getting civilians’ following their submission of business cases, when in fact these business cases had never reached the Authority and were held up in other levels of the Garda Síochána. In late June the Authority received business cases for just under 176 civilian positions with a further 42 received throughout July. These cover areas such as the Garda College, the functional model of policing and internal audit, amongst others. The quality of information in the submissions received from the Garda Síochána is variable and, in the majority of requests received to date, is not sufficient for approval by the Authority or indeed for seeking the consent of the Department of Justice and Equality and DPER. However, the Executive of the Authority continues to work with the Garda Síochána HR team to advise them on the information gaps. Given that these requests cannot be progressed in any event until such time as the Garda Síochána submit its workforce plan, the time is being used to encourage the Garda Síochána to raise the quality of their submissions.

The table below sets out the position with regard to the business cases received from the Garda Síochána to date and the progress made.

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Summary of Civilian Staff for which approval had been sought by the Garda Síochána as at 30 June 2017.¹

Details of Request	No. of positions	Key dates			Current Status
		Received from GS	Approved By PA	DPER Sanction to GS	
Priority posts (including 8 senior posts) with an additional 43 sanctioned by DPER to facilitate redeployment of Gardaí.	134 (94+43)	13/10/17	24/11/16	24/1/17	<p><u>8 senior positions for key enablers to lead reform</u></p> <ul style="list-style-type: none"> • 2 Executive Director level posts filled and recruitment process for 3rd to be undertaken in July 2017. • None of 5 PO positions yet filled. • Understood that preparations are being made to fill 1 (in HR) by open competition. • Authority has not yet been requested to make appointment requested from internal PO panel in respect of one sanction. • 3 of 4 PO ICT positions not yet progressed despite sanction in place since March 2015. <p><u>Positions below PO level</u></p> <p>It is understood that requests have been made to PAS for lower level posts including 43 to backfill redeployments of Gardaí and these are being progressed. A number of positions have been filled from internal panels. Detailed update requested.</p>

¹ Requests for a further 42 positions have been received throughout July.

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Details of Request	No. of positions	Key dates			Current Status
		Received from GS	Approved By PA	DPER Sanction to GS	
Cleaning Staff in Garda College	11	9/2/17	8/3/17	20/4/17	This was to regularise the position of existing staff under a WRC agreement.
Principal Administrator in Garda College (PO)	1	23/6/17	29/6/17	14/7/17	Authority awaiting request to appoint from GS internal promotion panel in line with sanction.
Garda College Administration staff	36	23/6/17			The documentation submitted did not sufficiently address all of the information required to justify this case and further clarification/information was sought from GS in W/C 3/7 in relation to the positions concerned including details in respect of any consequent redeployment of Gardaí.
Garda College Training function	64	23/6/17			The documentation submitted did not sufficiently address all of the information required to justify this case and further clarification/information was sought from GS in W/C 3/7 in relation to the positions concerned including details in respect of any consequent redeployment of Gardaí.
Functional Model	64	23/6/17			4 of these positions at AP level are prioritised and can be advanced on submission of the Workforce Plan. Confirmation has been sought from GS in relation to how many of the remaining 60 positions will give rise to redeployment of Gardaí so that these can be progressed.
Internal Audit	11	23/6/17			This request was initially received without a business case or clear indication of the resources sought and therefore is not sufficiently advanced to support a decision. Further material was received on 24 July.

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During the Policing Authority Public Meeting on 29 June 2017, the Garda Commissioner and Chief Administrative Officer reaffirmed their commitment to civilianisation. Specifically, the Chief Administrative Officer committed to delivering on the hiring of 500 civilian positions by the end of 2017, in line with the Government Decision. This is ambitious given the pace to date and the lead in time required for the recruitment process. It will require a sustained momentum if it is to be achieved.

Composition and Structure of the Garda Workforce - Functional Model of Policing

Background

The Government Decision S20193F specified that the Garda District Model of Policing should be phased out and replaced with a functional model. This model of policing will see superintendents take responsibility for specific activities at divisional level rather than work within district boundaries, and prevent duplication of activities within divisions. It would also feed into the area of redeployment allowing sworn members who are currently involved in administrative and support activities to be redeployed to operational policing. It is estimated that this would release 250 Gardaí to operational activities nationally. The Government Decision did provide for a degree of flexibility, particularly citing rural areas where aspects of the district model could be maintained to account for lower population densities across larger areas.

Pilot Projects

Cork City Division and Mayo Division are two of the pilot areas for the Functional Model, which Policing Authority representatives had the opportunity to visit. The planning for Cork City Division employed a Hybrid Model. In this approach some of the district features are maintained to cater for frontline policing and less serious crime, while also introducing ‘pods’ to address specific functions. Four Garda led pods include courts services, crime investigation, governance and strategy, and roads policing. A fifth pod will be led by civilian garda staff and covers the area of professional services for the whole division.

Progress has been made in a number of areas. Within the Courts Service pod, the fit-out of a centralised divisional file management office is almost complete. Court presenters are also being centralised. In this process, Sergeants have been shadowing Inspectors who already have this role, so that Sergeants can take over this task under the new model. Professional Services will be led by a civilian at Assistant Principal level, who has recently been appointed. At the time of visiting, this person was developing a workflow analysis for the assessment of the resourcing requirement of the functional model. Considerable enthusiasm was demonstrated by the Divisional management towards civilianisation and a very wide range of tasks are proposed to be allocated to civilians under the new model. Some 32 positions have been identified which could be performed by civilians and which would result in redeployment of sworn members.

There are a number of key challenges to progressing the Divisional Model. Accommodation is a considerable challenge. A new building is planned for the Anglesea Street (Divisional HQ) site which will house immigration, custody and CPD and which will be able to accommodate a significant number of staff, but will take time to construct. Industrial and community relations are also issues, but Garda association representatives have been invited to join the implementation team.

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The Mayo Divisional Model is adopting a slightly different structure, again adapting to its geographic remit. It is at an earlier stage of development and visible progress is not expected until Autumn 2017. The plan for the model currently consists of five superintendent-led pods (performance, community, operations, traffic and major emergency, and crime), and one civilian led pod for administration. The management of the Division have expressed similar challenges to those alluded to in Cork City, namely “buy in” from representative bodies and communities, redeployment and increases in resources and logistical challenges.

Policing Authority Assessment

The Functional Model Pilot is at an early stage and progress is being made in this area. Progress on the Cork City Divisional Model is broadly in-line with an indicative timeframe presented to the Authority in February 2017. This timeline indicated that phase 1 (professional services and criminal justice) would be implemented during Quarter 3 of 2017, while phase 2 (all other services) would be implemented during Quarter 4. However, the aforementioned risks and challenges have the potential to bring this off course. The Authority would like to see greater pace, not least given the apparent enthusiasm and receptivity which exists for the introduction of the model amongst those involved in the pilot projects. Civilianisation is an important enabler of the move to functional policing. Gardaí spoken to on site visits have talked about the greater efficiency which will be delivered through the centralisation of administrative functional roles and the subsequently greater availability of attested members for operational police work.

The functional model has the potential to inject pace into the civilianisation and redeployment process given the numbers and immediacy with which the benefits of civilianisation could be realised. The Policing Authority will continue to monitor progress in this area and pay particular attention to learning outcomes which could be applied to national roll out of the functional model.

Composition and Structure of the Garda Workforce - Garda Reserve

Background

It was stated in the *Changing Policing in Ireland* report that reserves were not being consistently or strategically utilised for operational purposes. Furthermore, the reserve had no specific “champion” within the organisation. The Inspectorate recognised that there was potential to develop much greater value from the reserve and as such outlined the following recommendation; 4.4 “*The Garda Síochána develops a strategic plan for maximising the operational effectiveness and contribution of the Garda Reserves*”

As well as utilisation of the reserve, the strength of the reserve was also reviewed under the Government Decision, which envisages 2,000 reservists ultimately in place. These part-time members are to undertake local patrols and participate in crime reduction initiatives, supporting the work of full time sworn members.

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Recent Developments

The Inspectorate recommendations concerning the reserve were marked as complete by the Garda Síochána in advance of the Policing Authority’s last quarterly report to the Minister. In advance of the Organisation Development Committee meeting, which was scheduled for May and which focused on the composition of the Garda Síochána, the Policing Authority requested a copy of the strategy which had been written to meet the specific recommendation 4.4. After considerable delays, it emerged that no strategy had been completed and signed off by Garda Management. However, it was confirmed that a Superintendent had been appointed to lead the Garda Reserve Management Office and develop a strategic plan. Furthermore, details of future work to be carried out by the Garda Reserve Management Office, was provided to the Policing Authority. For this current report, recommendation 4.4 and its related subheadings are no longer being reported as complete by the Garda Síochána, and it is now assigned to the Chief Administrative Officer.

In terms of strength of the reserve, the Garda Redeployment Survey (carried out in February 2017) reported that there were 675 Reserves. However, an important caveat was added to this figure. It stated that *“many Garda Reserve personnel appear not to be working”*. It also stated that some had either resigned or immigrated. Ultimately, at present, it would appear there are no accurate records for the number of Garda reserves who are active at this time.

Policing Authority Assessment

It is of concern to the Authority that a recommendation with a very specific outcome (the production of a strategy document) was marked as complete, when there was not even a draft strategy in place. It was on foot of the marking of this recommendation as complete, when it was clearly incomplete, that the Authority decided to pursue evidence that all recommendations marked as complete were actually fulfilled. It had, up to that point, been the Authority’s intention to only check a selection of recommendations.

There is clearly a significant body of work to be done to progress the recommendations in this area. Some progress has been made with the development of a Reserve unit and the assignment of resources to develop the strategy. It will be important that the development of a strategy on the Garda Reserve is developed in a manner that takes cognisance of the changed environment in which they will operate. Civilianisation and the roll out of functional policing will see a transfer of much administrative work to civilians, which may have been seen in the past as an element of the reservist’s role. The strategy will need to articulate the role of the reserve and how the reserve will add value to the operation of the Garda Síochána in this new context. This will be important in informing future reserve recruitment campaigns and for the retention of reserve members. The organisation must also develop a clear view of how many active Garda reserves it has available, if it is to develop a plan as to how to most effectively deploy them. Finally, if the figure of 675 is reasonably close to the actual number of reserves, and with respect to more recent recruitment campaigns, there is a considerable amount of work to be done to bring this number up to 2,000.

Garda Resource Deployment

There are two main projects being advanced under this priority heading; the HR Operating Model and HR Strategy. The HR Operating model is aimed at defining how HR services are delivered, how HR processes are performed, and how the HRPD department is structured and governed. This project is being outsourced and sanction to procure external consultants for the HR Operating Model has been approved by DPER. A timeline for completion of this work is not yet available. The HR strategy is at a much more advanced stage. It was approved in May and the project was marked complete in June. The work on the development of IT support for rostering is also progressing.

Policing Authority Assessment

The HR Operating Model is at an early stage of development but a clearer picture of what it entails and timelines for this work are expected to emerge over the coming month. The Policing Authority has yet to have full visibility of the final HR Strategy. While the IT element of rostering is being addressed, the current roster arrangements were identified by the Inspectorate as something which impacts negatively on the service provided to victims and this view was echoed in our meetings with Victims’ organisations. It is the Authority’s intention that this priority will be an area of focus in the next quarterly report.

Supervision

There are two main projects under the area of supervision; Performance and Accountability Framework (PAF) and Performance, Accountability and Learning Framework (PALF).

The PAF project involves the development of processes to be employed at regional, divisional, district and unit PAF meetings. The business owner is currently incorporating recommendations made by the Garda Strategic Transformation Office into the procedures, so that it can be advanced to the next stage of development. This project had a green RAG status as of June. PAF is also supported by a second project, which involves the development of technological solutions to assist with the implementation of PAF processes and procedures. As of June it was still in its scoping phase, but was on track with a Green RAG status.

The roll out of the Performance and Learning Framework (PALF) has encountered a number of challenges over the past number of months. “Train the trainer” events commenced in June. However, the project has now been held up due to a bug in the IT system which supports the PALF process. This has been escalated to Garda ICT department but until it is resolved, the RAG status of the project has been set to red. There are also concerns regarding the CPD training capacity within the Garda Síochána.

Policing Authority Assessment

Supervision is a recurring theme in the Authority’s oversight work. It features strongly in third party reports and is pertinent to the full breadth of policing activity. The Authority welcomes the progress made in the development of PALF over the past number of months. Specifically the roll out of training to supervisory ranks. It is expected that the technical issues will be resolved shortly. Development of this project will be monitored closely over the coming quarter.

Data Quality

The issue of data quality was prioritised by the Authority given its importance in terms of public confidence, the ability of the Garda Síochána to rely on its data to inform deployment and policing decisions and because of the potential impact of poor data on the service provided to victims of crime. Data related controversies over the past number of months further underline its importance.

The Modernisation and Renewal Programme contains many projects directed towards the improvement of data capture, storage, access, exchange and reporting. These include projects which are vital in a European context to facilitate cooperation with other jurisdictions as well as projects to support data relating to crime investigation, enforcement, the assessment of policing demands and HR.

The Authority has maintained a focus on the area of data quality over the course of 2017. This focus has been twofold. Firstly it has been on the individual data related issues as they arise, but secondly it has been on the organisational context in which they occurred. Preliminary examinations of the structures around data within the Garda Síochána suggest that there is a dispersed range of units and functions and that the reporting structures do not facilitate a unitary governance of areas that are critically involved in data. This has implications for the stewardship and governance that can be afforded to this key area.

The Government decision in April this year to elevate the status of the position of Chief Data Officer to that of Executive Director (a more senior level than that envisaged in the Inspectorate report) reflects the Authority’s view that this is a critical position within the organisation. In light of recurring issues to do with data quality, it is important that this role has ownership of all matters to do with data in the Garda Síochána if it is to bring the required stewardship and governance needed to address these issues.

While the constituent IT elements required to produce and work with data and information are being addressed, the Authority is eager to see the Garda Síochána recruit for the Executive Director position.

The Authority has included a priority of Data Quality, Governance and Stewardship in the draft Policing Priorities for 2018, which is currently being considered. It is and will continue to be an area of focus for the Authority.

Victims

The Authority undertook a number of site visits to evidence progress made generally in the implementation of those recommendations relating to the services provided to victims of crime. These included a meeting with the management of the Garda National Protective Services Bureau, a site visit to a child interview suite in the Dublin Metropolitan Region and a site visit to one of the pilot locations for a Protective Services Unit in Louth.

The Organisation Development Committee also held a meeting on the theme of Victims to which key Garda personnel working in the areas of human trafficking, sexual crime, domestic violence and child sexual abuse and exploitation attended. This afforded the Committee the opportunity to discuss the

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various recommendations and issues relating to Victims as well as the degree to which the Garda Síochána is positioned to implement the EU Victims Directive.

The significant progress made and success of the Garda Victims’ Services Office, as articulated by Gardaí but also victims’ organisations has been set out in Section 4 and Appendix 1. A second significant development has been the establishment of four Protective Services Units on a pilot basis. The Protective Services Unit is a core project to enhance the Garda approach to serving victims. Currently the pilot locations include Louth, DMR West and Cork City. A Sergeant and 10 Gardaí, all of whom will receive specialist training, and will have an Inspector overseeing activities in each Division will staff each unit.

During the visit to Louth, the Policing Authority were able to confirm that some of the staff were in place but did not have specific accommodation. The project has currently been provided with a Green RAG status, but there is work remaining to be done in this area in terms of staffing and accommodation.

With regard to the Child Interview Suite, the site that the Policing Authority visited is one of seven to be developed nationwide, and it has been confirmed that the necessary infrastructure is in place with specialist, trained Garda members, who are proficient in the use of this infrastructure, attached. The Authority has in the past raised the issue of the numbers of specialist interviewers who have completed all three levels of training and this is something which the Authority will continue to monitor.

Policing Authority Assessment

The considerable work undertaken by the Garda Síochána in this area and the positive outcomes for victims of crime deserves to be acknowledged. Representatives from Victims groups were unanimous in recognising the positive changes that have occurred with the establishment of the Victims Services Offices. The roll out of the Protective Services Units on a pilot basis is another important milestone under this priority area. It builds on an increasing appreciation of the benefits of specialist services within the Garda Síochána, both in terms of the skills and experience that can be built up, but also in the quality of the service that is experienced by victims of crime. The units also contribute to the move towards more functional policing and the development of the functional policing model will benefit this area of work. Certainly there is great optimism and welcome amongst victims groups for the units and their benefit to victims.

Culture

Culture was addressed at the public Authority meeting held with the Commission in June. There is a general acceptance as to the important role culture plays in the success, or otherwise, of change and modernisation efforts. The Commissioner stated that this the area of the MRP which she personally is leading.

There are three areas of focus for the Authority within the MRP which concern culture; the Culture Audit, the National Operating Framework, and the Code of Ethics. The Authority has engaged with the Garda Síochána on all three in the past quarter.

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Culture Audit

The Culture Audit is an important piece of work to assist in understanding the current culture and the degree to which it will ultimately assist or delay change. The Garda Síochána has completed the procurement process and a vendor was selected to carry out the audit. The Chair and members of the Executive have met with the vendor and had initial discussions, as one of range of stakeholders in the process, as to the approach and roll out of the work. It is anticipated that the audit will commence in the third quarter 2017 with an interim report to be produced in Quarter 4, 2017.

Code of Ethics

The Code of Ethics was established by the Policing Authority at the end of 2016, and was expected to be embedded throughout the organisation over the course of 2017. The Policing Authority’s Ethics Committee had repeatedly expressed disappointment with the lack of an implementation plan. In June 2017, the Assistant Commissioner for DMR assumed the responsibility to lead the programme for embedding the Code within the Garda Síochána and chairs a programme board consisting of both sworn members and Garda staff from across the organisation.

All members of the Garda Síochána have been issued with a soft copy of the Code and it is also available on the Garda Portal. Hard copies will be distributed to all members and members will make a formal commitment to its observance.

The Ethics Committee has received a provisional time line for implementation of the Code, which will be finalised before the end of August. This will provide considerably more certainty as to the embedding of the Code within the organisation. At present the plan includes regional launches of the Code to take place in September/October 2017 with training for all other ranks planned to take place through CPD schools nationwide. Representatives of the Authority will attend these launches.

National Operating Framework (NOF)

The National Operating Framework is positioned as a framework to guide members and staff of the Garda Síochána in their day-to-day work and is to be one of a number of tools to guide decisions and actions in the organisation, which also include the Code of Ethics, the Organisation Values and the Decision Making Model.

In monthly MRP updates sent to the Policing Authority, the RAG status of this project has been consistently marked as red. This primarily related to concerns as to how training would be delivered. It was suggested in the reports that training would be held in conjunction with Code of Ethics training. The Authority has not had sight of the framework.

Policing Authority Assessment

The Policing Authority Ethics Committee was initially concerned about the potential delivery of Ethics and National Operating Framework in the same sessions due to the potential for the Code of Ethics to be diluted. This was particularly in light of the fact that the embedding of the Code of Ethics is a statutory obligation (section 17 (8) of the Garda Síochána Act), whereas the NOF has no such statutory obligation. It has been confirmed that the Code of Ethics will not be diluted by other initiatives such as the National Operating Framework.

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While concerns remain regarding the repeated delays to the roll out of the Code of Ethics, the Committee was reassured to hear from the Assistant Commissioner that a strict and clear timeline would be put in place within a month of the meeting. The Ethics committee will continue to closely monitor and scrutinise progress on the embedding of the Code of Ethics.

8. General Progress in other areas

There has been progress made in a number of the IT initiatives. Notable amongst these is PRÚM which facilitates the exchange of information on DNA, vehicle registration and fingerprint data. PRÚM is due to have a declaration of readiness on 30 September thus allowing for testing with the European test partners to commence.

Training on the Enterprise Content Management system has commenced for areas in the Eastern Region while the roll out of the Electronic RC1 form has been completed, enabling all calls for service to be captured in areas which do not have CAD. PEMS 3 which will facilitate the barcoding of all property and exhibits is also on track.

59 of the 155 non-networked rural Garda stations have been networked to date with a target of 100 before year end. The Garda Síochána has also commenced work on a mobility strategy to guide the roll out of devices that will enable mobile access to core data for members. The Authority welcomes the progress made. Technology is a key enabler in terms of the capability of the organisation to provide an excellent service to the public. The Authority is agnostic as to the manner in which a secure connectivity is achieved. Irrespective of the approach used, the delivery of this functionality to all Gardaí is critical.

There are training and project management capacity issues for many of the IT projects. IT as a cross cutting theme of the MRP will be a key area of focus in the next quarterly report.

9. Key issues arising

Pace and visibility

The MRP is a large change programme and it is to be expected that the pace of change will be uneven across the programme, with ebbs and flows as various challenges are identified and overcome. The mapping exercise and subsequent examination of recommendations marked complete has indicated that 9 recommendations are verified as complete at this time. The mapping has also highlighted that 33% of the recommendations have not as yet been time-lined and are either not commenced or under review.

While the MRP is a five year programme, it is of concern that a significant proportion of recommendations have not, at this point (over one year into the programme) been time-lined for implementation, at least indicatively. The Garda Síochána has indicated that there is an issue around capacity to carry out this scoping work. This combined with the small number of recommendations

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already complete prompts the question as to whether, at the current pace, the programme can be achieved within the five year timeframe.

The recommendations yet to commence, insofar as there is not a time-lined plan for implementation, have little visibility within the change programme. This somewhat inhibits the ability to plan on a medium term basis, to identify where future dependencies exist between recommendations, to prioritise and to realistically appraise if the quantum of the work to be achieved can be done with the five years allocated. It also has implications for realistically appraising the nature and level of resourcing and capacity needed across the five years so that this can be scheduled to happen on the most even basis possible, with the least possible disruptive impact on day-to-day business. The Garda Síochána expressed confidence at the public Authority meeting in June that the MRP was achievable within the five years envisaged. However, in the absence of full visibility as to the total amount of work required and an examined sense of the capacity of the organisation to undertake that work, it is difficult to understand the basis for such confidence.

Capacity Issues - Training

Capacity continues to be an issue and monthly reporting would indicate that capacity with regards to ICT, HR, training and accommodation remains a challenge. The Authority had the opportunity to comprehensively address the issue of training with the Garda Síochána at its May meeting held in Templemore. Key points emerging pertinent to this report included the lack of an organisational training strategy that examines the training demand across the whole organisation and sets out how that challenge is to be addressed. In the absence of such a strategy, there is no agreed strategic context in which contestability for training resources and capacity can be resolved.

Two other points regarding training capacity merit noting. While the relevance of civilianisation to capacity issues in the areas of HR and ICT has been discussed in the Authority’s previous reports, it is also relevant to training. At the meeting in Templemore it was reported that Gardaí are being brought into the College to fill training positions that could be filled effectively by qualified civilians. This runs counter to the policy of civilianisation and redeployment and impacts on the numbers of Gardaí available for operational policing services.

The means by which training is delivered is also something that significantly impacts on training capacity. The typical approach to training delivery within the Garda Síochána is to bring members together to a location. This has financial implications in terms of travel and subsistence but also has an impact in terms of the time that members are abstracted from duty. Given the amount of training which will be required to be delivered over the lifetime of the MRP, and beyond, there is a real need to develop alternative approaches to training delivery. This is something that the Garda Síochána has begun to develop through a learning management system, which will allow at the desk training that can be flexibly scheduled. A more immediate solution might be achieved by upgrading existing technology to allow for remote training. The Authority will keep the development of these solutions under review.

Prioritisation

The need to look at the prioritisation of training demands has been voiced at the Garda ICT Governance Board meetings. A range of significant ICT projects now require training across the Garda

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membership in order to progress with roll out. This frustration with the training capacity limitation and also the lack of a sense of prioritisation between the various ICT projects was evident. This speaks to a more general sense that in the face of recurring and consistent capacity issues, adequate prioritisation of which areas of work is to receive resourcing as a matter of priority, is lacking.

Contestability around resourcing is not limited to training. HR and Project Management skills are also an issue. Again, the Authority would like to see a more explicit link between considerations of risk within the Garda Síochána and discussions with regard to contested resources. The demands for resources have been addressed in some areas by contracting staff. In the context of civilianisation, the Authority is keen to know whether there is a vision or timeframe for the transfer of skills from vendor staff to civilian Garda staff, or the hiring of suitably skilled civilians to fulfil these roles.

The Authority raised the issue of prioritisation in its last report and again with the Commissioner at the June public meeting on the MRP. The Authority was assured that prioritisation of the work within the programme has happened. The Garda Síochána has set out its approach to prioritisation within the MRP and this was discussed in the second quarterly report. However, the Authority is of the view that this process needs to be more dynamic. The fact that capacity issues are being cited as the rationale for a Red or Amber status of projects (in some cases on a continual basis over a period of months) would suggest that there is not sufficient dynamic prioritisation happening. The recommendations themselves are not all equal in their importance or ability to enable change. The Authority has identified priority recommendations but it is not clear whether there is prioritisation within the delivery of the MRP. Furthermore it is unclear if there is a weighting of the relative significance of various recommendations and that scarce resources are being prioritised towards recommendations which are enablers of change.

Supporting this view is the sense that there has been no discernible pause on any areas of work which would suggest that other areas of work have been prioritised and resources have been redirected accordingly. The Authority’s enquiries into the work of the various governance boards has in part, been prompted by a desire to understand how the central quantification and coordination of the demand for resources, be they staff or training, is being undertaken and how that dynamic prioritisation is happening and what informs that discussion. The Authority’s meeting with the Risk Unit would not seem to indicate that at this time there is a link between identified corporate risk and prioritisation within the MRP.

While the ambition of the MRP is a positive thing, attempting to move all aspects of the programme forward in concert, where there is obvious contestability for resources, may be foolhardy in the long term.

10. Conclusions / Next Steps

The Authority recognises the progress made in a number of areas, however, the key issues previously identified persist. Specifically, these include the adequacy of reporting and governance arrangements, the pace of change and the need for more dynamic prioritisation of resources. The Authority regards it as critical that these issues be addressed to provide the necessary visibility of the work that needs to happen, and the allocation of resources needed facilitate this.

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Next steps

The Authority will undertake a number of actions over the next number of months to inform the next quarterly report, these include:

- The Garda Síochána produces reports on the MRP projects on a monthly basis. However, there has been little employment of these documents to inform the overall discussion in this report, with regard to the progress being made. There is a need to develop reporting which better facilitates oversight and assessment of the practical implementation of the CPI recommendations and the MRP, rather than project management reporting on individual projects. In conjunction with the Garda Síochána, a key step will be to develop a monthly report that is focused on the progress being made to implement the intent and the achievement of the benefits of all the recommendations in CPI.
- Examine and assess the next iteration of the mapping exercise to inform an overview of progress across the MRP
- Continue to monitor the priority projects as the key enablers for change
- Examine IT as a cross cutting theme and enabler within the MRP in terms of the progress being made, the resourcing (including financial) and capacity issues that exist and how they are being addressed
- Examine HR as a cross cutting theme in terms of the various recommendations in this area and how and when they will deliver in terms of effective human resource management and deployment

11. Appendices

Appendix 1: Assessment of Recommendations Marked Complete

Forensics

Recommendation: “Develop a single point of entry for all forensic exhibits. (short term)”

The Policing Authority was informed that a Forensics Liaison Office has been established to give effect to this recommendation. Policing Authority representatives visited the Technical Bureau where the Forensics Liaison Office is based in late June 2017 and engaged in further conversation with staff of the Forensics Liaison Office following this visit. The Forensics Liaison Office is in place. It is currently staffed by a clerical officer and three sworn members. Additional staffing is needed to bring the Office to full capacity. The remit of this office is currently limited with regards to the types of evidence which it can receive and send out, and these limitations will remain in place until the PEMS 2 project is complete. Furthermore, the intent of the recommendation in the Garda Inspectorate report was to have a single point of entry for all exhibits for both the Technical Bureau and Forensic Science Ireland. The spirit of the recommendation will not be fulfilled until such time as the Technical Bureau and Forensic Science Ireland merge.

The Policing Authority acknowledges that this recommendation has been progressed as much as can be at this time given its dependency on the roll out of PEMS 2 and the merger of the Technical Bureau and Forensic Science Ireland, it is the Authority’s view that it is premature to mark this recommendation as complete.

‘360 Degree’ Reporting

Recommendation: “Develop 360-degree reporting as part of all senior management promotion and development programmes”

The Policing Authority has been provided with a detailed explanation of the Emotional Capital Report (ECR) 360° feedback reporting tool which is used within the Garda Síochána. Chief Superintendents and Superintendents, and their civilian equivalents, participate in five 1.5 hour coaching sessions, led by an Executive coach which includes feedback on the ECR 360. This was initially developed in 2009/10 for newly promoted Superintendents and was redesigned in 2015/16. The process is continuing for the participants on the 2016/17 programme, which includes Chief Superintendents, Superintendents and Assistant Principal Officers. Between 2009 and 2016, 108 Chief Superintendents and Superintendents and 10 Assistance Principals have participated in ECR 360.

The Policing Authority is satisfied that this recommendation is complete. It will be important that all eligible members of staff have access, over time, to this development opportunity and that it is linked to the PALF process.

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Victims Offices

Recommendation: “The Garda Síochána expands the remit of the Victim Offices to provide a single point of contact for all customer service enquiries”

The Policing Authority was informed by the Garda Síochána that since March 2015, 28 Garda Victims Services Offices (GVSO) are operational across the country. As of May 2017, staffing of these offices stands at 92 people, consisting of a mix of Garda full-time members, Garda Reserve and civilian staff.

The Garda Victim Services Policy and implementation guidelines require that

- *Divisional Officers with operational responsibilities for the delivery of Garda services to victims of crime and trauma designate suitable accommodation for two members of staff at one centre in the Division for a Garda Victim Service Office (GVSO). This office is to be equipped with two PULSE enabled workstations, public telephone lines and an electronic mail account.*
- *To ensure a consistent quality-assured service to all victims of crime and trauma the Garda Victim Service Office staff shall be trained in effective communication with victims of crime. Their hours of work will be between 9.00am and 5.00pm Monday to Friday. Opening hours may be extended depending on local needs and available resources.*

In order to validate reported progress, representatives of the Policing Authority visited the GVSO at Anglesea Street Station (Cork City Division) in mid-June 2017. Cork City was one of the pilot areas for the GVSOs and will be in place for 3 years as of October 2017. As one of the pilot locations, much of the initial learning was completed “on-the-job” and some of the processes currently used nationally were developed out of this experience. The staff working in the GVSOs have since undergone more formal training. It is worth noting that staffing levels on the day fell short of the reported levels in place.

Garda members reported a positive response to the establishment of the office citing in particular greater efficiencies in the use of Garda time and in the service provided to victims. In terms of challenges, the capacity of PULSE to assist in ensuring that victims are provided with timely information, for example by flagging a victim on PULSE to denote that a follow up is necessary, was raised.

To further evidence the effectiveness of the GVSOs, the Policing Authority contacted an independent victims’ services organisation which works with multiple GVSOs. The Director of Services reported that prior to the establishment of the GVSOs, there was a considerable number of complaints in the Cork Division from victims about the levels and types of contact made by Gardaí. However, since the establishment of the office in Cork no complaints have been received and the GVSO is highly regarded. The crime prevention services, which work in conjunction with the GVSO, were also complimented. The Director of Services did raise a concern as to the consistency of the service delivered by the victims’ offices citing a perception of insufficient resourcing across the divisions and sufficient support from leadership as possible factors. This view regarding the consistency of service provided across the breadth of GVSOs was echoed in discussions with a number of other organisations who provide services to victims. These organisations were unanimous in welcoming the establishment of the GVSOs and the improved service afforded to victims of crime. However, the quality of victims experiences, as reported to them by clients varied across the country pointing to an unevenness in service levels.

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The Policing Strategy and Performance Committee held a meeting on 13 July on the theme of Victims at which there was discussion with regard to the operation, governance and evaluation of the Victims’ Services Offices and the service they provide.

In summary, the Policing Authority is satisfied that this recommendation has been implemented in a manner reflecting the intent of the Garda Inspectorate’s report. It has delivered greater efficiencies for Gardaí and a better service for victims of crime. The Policing Authority will review the work of the GVSOs at a future date to track the development of this service over time.

Communications Advisory Council

Recommendation: “The Garda Síochána establishes and convenes the Communications Advisory Council without further delay”

The Garda Síochána reported that the Communications Advisory Council has been established. The Council consists of 11 members and is chaired by the Director of Communications. Membership includes seven Gardaí of various ranks, three civilian Garda staff and a single Garda Reserve. The Council has had three meetings to date. The format of the meetings consists of a presentation made by the Chair of existing and planned communications initiatives, for both internal and external communications. The meeting takes a forum approach and no minutes are taken, and therefore none could be provided to the Policing Authority. It was reported to the Policing Authority that the Council has had influence on the development of a number of initiatives including the Garda Síochána’s internal e-zine (Newsbeat), the new Garda website. A fourth meeting took place in June 2017 focused on the embedding of the Code of Ethics in An Garda Síochána.

The Policing Authority is satisfied that a Council is in place and undertaking tasks in line with the Garda Inspectorate recommendation. However, the intent of the Inspectorate recommendation was that the purpose of the Council is to provide the Director of Communications and the senior management team with informed viewpoints from inside and *outside* the organisation that will help the formulation of policy, strategy and initiatives in key communication areas. The absence of any members on the Council external to the Garda Síochána at present, means an opportunity to bring a different perspective is being missed.

Risk Management

Recommendation “The Garda Síochána creates a Risk Management Governance Committee that is accountable to the Governance Board and responsible for developing effective risk management practices”

Within this recommendation there were 11 sub-recommendations of which 9 had been marked as complete. The Policing Authority sought information on each of the complete sub-headings to evidence their implementation.

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“Recruit a fully trained, professional Risk Management Officer (RMO) as a senior member of garda staff”

The Deputy Commissioner for Governance and Strategy was appointed as the Chief Risk Officer. This decision was based on a combination of research and site visits, which found that the position is typically held by a high-ranking, highly experienced member of the executive of a given body. The Deputy Commissioner for Governance and Strategy chairs the Organisation’s Risk & Policy Governance Board. The Inspectorate report states that it believes that the recruitment of a trained professional with qualifications and experience in risk management, to work in this area on a full time basis, will professionalise the area of risk management in the Garda Síochána. This individual would also chair the Risk Management Governance Board. Therefore, it is questionable as to whether the intent of this recommendation has been achieved until such time as a civilian full time Risk Management Officer is appointed.

Recommendation: Create a full-time Risk Management Office to support the work of the RMO

A Risk Management Unit (GRMU) has been established and is staffed by two sworn members and two civilian staff. A third civilian staff member is due to be appointed. The GRMU supports the Chief Risk Officer, the Risk & Policy Governance Board and all stakeholders in the risk management process. It ensures organisation-wide compliance with policy by way of guidance, support and quality assurance. The roles and responsibilities of the unit have been articulated and documented.

Recommendation: “The Risk Management Governance Committee to meet at least quarterly”

The Garda Síochána have confirmed that this committee has met three times in 2017 and will meet for a fourth time in July, therefore meeting and likely exceeding the Inspectorate recommendation.

Recommendation: “With the change in divisional structure, create divisional risk registers”

The Garda Síochána released ‘Revised Approach to Risk Management’ on 31st March 2017, and all Districts, Divisions, Regions, Sections, Functional Areas and Directorates are required to identify their own risks, develop local risk registers and manage/maintain these risks on an ongoing basis. Training is currently underway for senior managers to complete risk registers and the first of these was not required to be submitted until 1st July 2017.

Recommendation: “All risk registers must be quality assured by the Risk Management Office”

A number of steps have been completed to address this recommendation so far. The Garda Risk Management Unit provides advice and answers queries from Risk Managers. It has also developed materials which have been used for the development of a dedicated risk management webpage on the Garda Portal. Finally, a network of nine Risk Champions (Chief Superintendent rank / Civilian Equivalent) have been appointed and trained on a regional basis

In the future, they will also attend Regional and Division PAF meetings to support the development of Risk Registers. The unit will also receive and review risk registers on a quarterly basis.

Recommendation: “Implement operational risk management strategies across the organisation”

The Policing Authority are currently awaiting further detail on this sub-recommendation.

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Recommendation: “Review the training requirements for all supervisory staff on identification, assessment and mitigation of risk”

The Garda Risk Management Unit and the Institute of Public Administration (IPA) have delivered risk management training workshops to 90% of all Senior Managers (266 staff), consisting of a combination of presentations and practical workshops. A final session has been scheduled for 7th July to train the remaining senior management. Briefings have also been delivered to support staff, who were nominated by senior managers, and at the time of reporting to the Policing Authority, 209 support staff (approximately 70%) had received briefings. While the remaining support staff were to be trained within a number of weeks of this information being provided to the Policing Authority, no specific deadline was reported. Since January 2017, risk management has been included in development programmes for Sergeants, Inspectors, Superintendents and Chief Superintendents. At the time of reporting to the Policing Authority, 14 such courses have been delivered to 245 attendees.

There has been significant development in this area and the constituent elements of Risk Management, as required by the various sub recommendations of the Inspectorate report, have been put in place – the policy, unit, procedures and detailed processes. Risk management is a dynamic process that very often requires changes in culture to fully embed considerations of risk into the day to day running of an organisation. The Authority acknowledges that it will take some time for the new processes to bed down and become effective.

Representatives of the Authority met with the Risk Management Unit on two occasions in 2017. It was acknowledged that the constituent elements have been put in place, that a deadline of 31 March 2017 for the recommendations to be implemented was met and that considerable effort is being invested in internally communicating the new system across the regions. Notwithstanding this, the Authority is of the view that the Unit will need to fully insert itself into the governance infrastructure in order to be effective. Specifically, there needs to be a strong link between risk and the work of the Professional Standards Unit and the work of the Internal Audit Unit. The Inspectorate report talks about the role that these two units play in risk management and the importance of their active deployment to examine areas of potential operational or reputational risk in a preventative role rather than a reactive response. A structure that encourages a strong interaction with the Risk Management Unit to identify potential areas of risk will be critical in ensuring that such a deployment can happen.

With regard to the Modernisation Programme itself, while at a project level risks are identified, captured and actions put in place for their mitigation, there is not a sense that this is happening at the overall programme level. Specifically, it is not clear that risks at a corporate level are informing a prioritisation of work across the programmes, specifically in terms of decisions regarding resourcing and the timing of projects.

The appointment of the Deputy Commissioner Governance and Strategy as the Chief Risk Officer raises some questions. The Deputy Commissioner’s role which already spans a number of key governance functions including chairing the Risk and Policy Governance Board, and it could be argued that by also appointing him as Chief Risk Officer, an opportunity to bring additional challenge and effective questioning has been missed. The Inspectorate recommendation is that a trained professional Risk Management Officer be put in place. The Garda Síochána has found that the position in other jurisdictions is typically held by a high ranking member of the executive of an organisation. This does

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not necessitate it being a sworn member and it is arguable that governance would be better served by a greater separation of these key roles.

The Authority will commence a piece of work into some aspects of the Garda Síochána governance arrangements later in 2017 and consideration of the arrangements for risk management and its positioning within the overall governance structures may form part of that work.

Sickness and Absence Management

There are six recommendations that are reported to have been implemented through the introduction of the Sickness and Absence Management System (SAMS) which is used to support policy for the management of absences. The Management of Sickness Absence HQ Directive (139/10), and the implementation of the Public Service Management (Sick Leave) Regulations 2014 and 2015 Amendment across the Garda Síochána are also cited as giving effect to the recommendations.

SAMS emerged from recommendations made in the 2009 Garda Inspectorate Report but went live on a national basis in February 2011. It offers a single system to capture absences for both sworn members and civilian staff. It includes prompts for the user to help manage absences and also a tool to quantify the costs of absences, at both local and national level.

The HQ directive (139/10), sets out a number of procedures and measures to manage absences as a result of sickness or injury. These include outlining the role of the Chief Medical Officer (CMO) in monitoring and instructing on absences, reporting by members of their absence, interventions by the Garda Occupational Health Service (formerly the Garda Medical Department), and addresses the pay implications and procedures for members who are absent for prolonged periods. Steps for the management of absences are also outlined, including, a) contacting and visiting members who are on long-term absences and advising them of the Garda Employee Assistance Service, b) ‘return to work’ interviews for prolonged or persistent absentees and c) procedures for members resuming duty.

The following recommendations are reported to be fulfilled by these systems and policies:

Recommendation: Focus on reducing and effectively managing planned and unplanned absences

Recommendation: The Garda Síochána develops a clear, comprehensive attendance management policy to reduce the number of working days lost. (short term)

The implementation of the above mentioned policies and the implementation of SAMS to support these policies is credited in the overall reduction in absences by sworn members. Between 2013 and 2016 the number of days lost due to ordinary sick leave fell by 43%. While the number of days lost due to injury on duty increased, the overall number of days lost fell by 31%. For the same period civilian staff days lost due to absences remained relatively constant. Arguably this drop is in keeping with the trend across the public service at that time and is more attributable to changes in the regulations regarding sick pay than any intervention by garda management.

Recommendation: Engage with key stakeholders including staff associations, unions, management and the Chief Medical Officer

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There are a number of engagement initiatives reported. Local Garda management have attended SAMS policy days, civilian unions and Garda representative bodies have been briefed on SAMS and the absence management section regularly deal directly with these bodies. The Chief Medical Officer holds case conferences regularly to discuss individual cases of sickness related absences with local management and HR, and to ensure appropriate return to work plans are developed to support members on their return to duty.

Recommendation: Develop a system to provide accurate attendance management data for both members and garda staff

A SAMS 2 upgrade was developed by Garda ICT, which would have the capability to incorporate both working rosters and absence data. However, this project was put on hold due to the development of a new duty roster system that will incorporate all relevant data.

Recommendation: Establish clear responsibilities and local support for supervisors for ensuring the well-being of members and Garda staff

Responsibilities of supervisors are outlined in the aforementioned HQ Directive (139/10) and supported by data recorded on SAMS.

Recommendation: Establish routine audits of absence records, particularly for uncertified absences

Audits were carried out in 2013 for civilian staff which compared SAMS and HRMS data. Sworn members were provided with their own four year record and were required to validate the information, as there was no comparative date to conduct a similar audit. No ‘routine’ audits were reported since.

In summary, significant progress has been made over the past four years in reducing days lost by sworn members due to ordinary illnesses. The implementation of SAMS and the Public Service Management Sick Leave Regulations 2014 is cited as the key means by which the Inspectorate recommendations in this area are given practical effect. Changing Policing in Ireland was published in 2015 by which time SAMS had been implemented for a number of years, as had the HQ directive on the management of absences. While the implementation of the Public Service Management (Sick Leave) Regulations is a relatively more recent development, there is no indication that there has been any significant changes in absence management since that time, as per the challenges outlined in Changing Policing in Ireland. Furthermore, while all of the recommendations and subheadings listed in this section have been marked as complete, there is no evidence provided to confirm that the intent of the recommendations has been achieved. For example, while SAMS may capture some data, the Garda Inspectorate report called for a greater depth of data than SAMS could provide at that time. Furthermore, while the development of a new system has been mentioned, it is not currently in place. Based on the information provided to the Policing Authority, marking this particular sub-heading as complete may be premature, and this is an area that will be further addressed in the next quarterly report within the context of the work being undertaken by the Garda Síochána to develop their HR Strategy and systems generally.

Garda Driving

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Recommendations: “Ensure that the proper systems, policies and training are in place to improve driver behaviour, to reduce collisions and to provide appropriate investigation of incidents involving Garda vehicles”

Garda members are only permitted to drive official vehicles if they are trained and authorised by the Divisional Officer and the level of driver training is proportionate to the degree of risk. A new Driver Training programme is reported as currently being developed. This will address the backlog of personnel who require training. The Garda Síochána is currently in discussion with the Road Safety Authority and other Statutory Agencies who have a similar training requirement.

In the event that a Garda vehicle is involved in a collision an independent member is appointed to investigate and a supervisor is nominated to supervise the investigation. The investigation is not closed until the District Officer is satisfied that all matters have been resolved. If a Garda Vehicle is involved in a collision causing serious harm then the matter is referred to GSOC for investigation. In response to learning from incidents that occurred in the past The Garda Síochána has issued an investigation manual and a number of HQ Directives to guide members on the proper investigation.

In the absence of a training plan with a timeframe and committed resources, the Authority is of the view that this recommendation is not complete. The fact that trainees continue to leave Templemore without driver training is merely exacerbating the backlog to be addressed. This is an area which the Authority is anxious to see resolved.

Employee Assistance Programme

Recommendation “The Garda Síochána develops a modern, supportive employee assistance strategy and service with access to professionally trained counsellors. (medium term)”.

The Garda Employee Assistance Service has been established. Staffed by nine sworn members, the service provides a point of contact to serving and retired members and their families, on a wide range of issues, including physical and psychological illness as a result of injury on duty, health and wellbeing, bereavement and transfers, as well as numerous other issues. An independent helpline and counselling service has also been established to address both work related and personal issues. The service is open 365 days a year and is currently being operated by a private service provider. Finally, the Occupational Health Department, consisting of the Chief Medical Officer and staff, provides referrals to psychiatrists or psychologists and also examines the wider workplace environment and return to work processes.

The Policing Authority welcomes the establishment of the Service and is satisfied that this recommendation is complete. It is an area however which would seem to present further opportunities for civilianisation. The Authority will review the success of these schemes at a future date, following sufficient time for the benefits of these to be realised but also in the context of civilianisation. The Authority will also be keen to understand the employee welfare policies that are in place

Appendix 2: Garda Síochána engagement and Stakeholder consultation

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Authority and Committee Meetings

- Authority Meeting on theme of Training – May 2017
- Authority Meeting on theme of Victims – July 2017
- Organisation Development Committee Meeting – MRP Review – June 2017
- Organisation Development Committee Meeting on theme of Garda Resource Deployment, with an emphasis on civilianisation – June 2017
- Joint Organisation Development and Policing Strategy and Performance Committee Meeting on Victims – July 2017
- Ethics Committee Meeting – July 2017

Garda Department/Station Visits and Consultations

- Coolock Garda station
- Cork City Division HQ, a pilot location for Functional Model and location to a Garda Victims Services Office
- Drugs and Organised Crime Bureau, location of the business owner of the National Operating Framework
- Garda Community Engagement Section
- Garda Information Services Centre, to examine the area data quality
- Garda National Technical Bureau, location of the Forensics Liaison Office
- Garda National Protective Services Bureau
- Garda Risk Management Unit
- Garda Síochána Analysis Service
- Garda Síochána ICT Governance Board meetings
- Louth Divisional Headquarters, pilot location for Protective Services Unit
- Monaghan Garda Station
- Mayo Division HQ, a pilot location for Functional Model
- Office of the Executive Director ICT
- Policing and Planning Unit
- The Strategic Transformation Office

To further evidence and interrogate developments within the Garda Síochána, the Policing Authority executive met with a number of groups and organisations, including:

- The Children’s Rights Alliance
- Children's Ombudsman
- The Victims’ Rights Alliance
- Support After Crime Services
- Rape Crisis Network of Ireland

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Appendix 3: Recommendations and sub-headings reported as being completed

Type	Number	Detail	Newly Completed
Recommendation	1.1	The Garda Síochána establishes a position of Deputy Commissioner for Governance and Strategy with the responsibilities outlined in Figure 1.2. (short term)	No
Sub-Heading	1.2.2	Remove the DMR armed response function from the SDU.	No
Sub-Heading	1.3.2	Establish a Serious and Organised Crime Unit which includes cybercrime, human trafficking and serious fraud investigations.	Yes
Sub-Heading	1.4.1	Develop a single point of entry for all forensic exhibits. (short term)	No
Sub-Heading	1.5.1	Merge the current functions of Crime Policy and Administration Bureau with other relevant Garda units as set out in this chapter.	Yes
Sub-Heading	2.6.3	Focus on reducing and effectively managing planned and unplanned abstractions.	No
Recommendation	3.4	The Garda Síochána creates a governance portfolio, including the establishment of a Governance Board chaired by the recommended Deputy Commissioner Governance and Strategy. (short term)	Yes
Sub-Heading	3.4.2	Membership of the board should include the chairs of the three governance committees and high-level decision-makers.	Yes
Sub-Heading	3.4.4	The GIAS to report directly to the Deputy Commissioner Governance and Strategy.	Yes
Sub-Heading	3.4.5	Amalgamate the governance roles of the Change Management Section and the Strategic Transformation Office.	No
Sub-Heading	3.4.6	Develop a Standard Operating Procedure for identifying and managing all critical incidents.	Yes
Recommendation	3.5	The Garda Síochána creates a Risk Management Governance Committee that is accountable to the Governance Board and responsible for developing effective risk management practices. (short term)	No
Sub-Heading	3.5.1	Recruit a fully trained, professional Risk Management Officer (RMO) as a senior member of garda staff.	No
Sub-Heading	3.5.2	Create a full-time Risk Management Office to support the work of the RMO.	No
Sub-Heading	3.5.3	The Risk Management Governance Committee to meet at least quarterly.	No
Sub-Heading	3.5.4	With the change in divisional structure, create divisional risk registers.	No
Sub-Heading	3.5.5	All risk registers must be quality assured by the Risk Management Office.	No
Sub-Heading	3.5.7	Implement operational risk management strategies across the organisation.	No
Sub-Heading	3.5.8	Ensure that the proper systems, policies and training are in place to improve driver behaviour, to reduce collisions and to provide appropriate investigation of incidents involving garda vehicles.	No
Sub-Heading	3.5.10	Review the training requirements for all supervisory staff on identification, assessment and mitigation of risk.	No
Sub-Heading	3.6.2	Develop processes to test the knowledge and understanding of critical incident management principles.	No
Sub-Heading	3.12.2	Develop 360-degree reporting as part of all senior management promotion and development programmes.	No
Recommendation	3.15	The Garda Síochána expands the remit of the Victim Offices to provide a single point of contact for all customer service enquiries. (short term)	No
Sub-Heading	3.17.3	Focus on reducing the number of discourtesy and customer service complaints.	Yes
Recommendation	3.21	The Garda Síochána establishes and convenes the Communications Advisory Council without further delay. (short term)	No
Sub-Heading	3.25.4	Train all operational garda personnel on data protection legislation, their obligations under it and their rights to information authorised by it.	No
Sub-Heading	4.3.3	Establish a competencies catalogue identifying all positions, the required skills and their role in supporting organisational goals.	Yes
Sub-Heading	4.5.1	Empower the Executive Director with the authority to drive the change programme to deliver modern HR practices.	Yes
Sub-Heading	4.7.1	Review the member applicant pool to identify the education, skills and abilities that contribute to successful entry and completion of the foundation training programme.	Yes
Sub-Heading	4.7.5	Develop a proactive recruitment process for Reserve members, particularly those from diverse communities.	Yes

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Sub-Heading	4.9.2	Establish specific knowledge, skills and abilities criteria for positions.	No
Sub-Heading	4.9.3	Improve information about the selection processes, key skills and competencies being sought for the position and how the testing process assesses these.	No
Recommendation	4.10	The Garda Síochána develops a modern, supportive employee assistance strategy and service with access to professionally trained counsellors. (medium term)	No
Sub-Heading	4.10.2	Ensure that all levels of supervisors are provided with awareness training to identify those in need of support and how to refer them for assistance.	No
Sub-Heading	4.10.3	Provide for a mandatory debrief following traumatic incidents, as defined by policy.	No
Recommendation	4.11	The Garda Síochána develops a clear, comprehensive attendance management policy to reduce the number of working days lost. (short term)	No
Sub-Heading	4.11.1	Engage with key stakeholders including staff associations, unions, management and the Chief Medical Officer.	No
Sub-Heading	4.11.2	Develop a system to provide accurate attendance management data for both members and garda staff.	No
Sub-Heading	4.11.3	Develop a health and well-being programme for all employees.	No
Sub-Heading	4.11.4	Establish clear responsibilities and local support for supervisors for ensuring the well-being of members and garda staff.	No
Sub-Heading	4.11.5	Establish routine audits of absence records, particularly for uncertified absences.	No
Recommendation	4.14	The Garda Síochána Head of Training has responsibility for all aspects of training in the Garda Síochána, reporting directly to the Executive Director Human Resources and People Development. (short term)	No
Sub-Heading	4.14.1	Allocate a ring-fenced budget to the Garda College for training.	Yes
Recommendation	4.15	Human Resource Management in the Garda Síochána establishes a Training Governance Committee with full authority, decision making capacity and representation from key units in the organisation, as well as external expertise. (short term)	Yes
Recommendation	5.9	The Garda Síochána conducts a formal review of the Approved Body Repair Network programme to ensure anticipated efficiency and financial savings are achieved and repairs are commensurate with the anticipated value of the vehicle. (medium term)	Yes
Recommendation	5.11	The Garda Síochána regularly conducts an in-depth priority-based budgeting approach to ensure that resources are being applied in alignment with the policing plan and Ministerial priorities. (medium term)	Yes
Sub-Heading	5.13.1	Procurement processes should provide for expenditure limits rather than single procurements tied to the current sanction.	Yes
Sub-Heading	5.13.2	Sanction should be sought from the Department of Public Expenditure and Reform for a multi-year budget forecast for vehicles.	Yes
Sub-Heading	5.13.3	Improve management of vehicles.	Yes
Sub-Heading	5.13.4	Ongoing review across the organisation for efficiency in vehicle rotation.	Yes

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Appendix 4: Recommendations under the Governance of departments outside the STO

Human Resources and People Development

Type	Number	Detail	Recommendation Status
Recommendation	1.7	The Garda Síochána establishes a new garda staff position of Director of Data Quality, responsible for data quality assurance across the organisation and specific line-management of the Garda Information Services Centre, the Garda Central Vetting Office and the Fixed Charge Processing Office. (short term)	Not Commenced
Sub-Heading	3.5.6	Develop a policy on substance misuse and testing.	In Progress
Sub-Heading	3.6.4	Ensure that supervisors are trained, confident and capable of enforcing standards of performance, dress and behaviour.	Ongoing
Recommendation	4.3	The Garda Síochána develops and implements a workforce planning process for all positions within the organisation to release garda members for front-line deployment. (medium term)	In Progress
Sub-Heading	4.3.4	Conduct an immediate review of all sergeant, inspector and superintendent posts in non-operational duties to release supervisors from administrative and back-office support functions to front-line operational duties.	In Progress
Sub-Heading	4.3.5	Review the Regulation 7 and Regulation 14 positions to determine their functional requirements and whether they serve a core function in support of the Garda Síochána’s goals.	In Progress
Sub-Heading	4.3.6	Provide annual status implementation updates by number, type and assignment of garda staff recruited and assignment of members released to operational duties.	In Progress
Sub-Heading	4.3.7	Prepare a business case report as justification for any rejection of garda staffing of administrative positions.	Ongoing
Recommendation	4.7	The Garda Síochána works with the Public Appointments Service to develop a strategic plan for ensuring efficient and effective recruitment practices to attract a diverse range of high quality candidates. (medium term)	In Progress
Recommendation	4.8	The Garda Síochána considers establishing an entry and training scheme for officers from other police services, garda staff and reserves as full-time garda members. (medium term)	Under Review
Sub-Heading	4.8.1	Assess the benefits of appointing Irish nationals and other EU Member State nationals, serving in other police services that have standards similar to those of the Garda Síochána.	Under Review
Sub-Heading	4.8.2	Develop a suitable, abridged training course to take into account the skills of successful candidates.	Under Review
Sub-Heading	4.9.1	Implement a tenure policy to encourage rotation and development of staff.	Under Review
Recommendation	4.12	The Garda Síochána develops and implements a policy to reduce the number of people on limited duty or reduced hours with a view to facilitate their return to full duty. (medium term)	In Progress
Sub-Heading	4.12.1	Define the full range of duties and capabilities needed to perform as a member.	In Progress
Sub-Heading	4.12.2	Establish guidelines regarding length of duration for limited duty functions.	In Progress
Sub-Heading	4.12.3	Review whether members in the reduced hour’s category should be classified as full duty.	In Progress
Sub-Heading	4.12.4	Develop centralised management and oversight of members on limited or reduced duties.	In Progress
Sub-Heading	4.12.5	Conduct Regular reviews by the Chief Medical Officer of all members on light or reduced duty for determination of reasonable prognosis to return to full duty	In Progress
Recommendation	5.6	The Garda Síochána explores opportunities to develop income generation from the external use of the Garda College. (medium term)	Under Review

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Chief Administrative Officer

Type	Number	Detail	Recommendation Status
Recommendation	3.19	The Garda Síochána develops additional volunteering in policing initiatives. (short term)	Not Commenced
Sub-Heading	3.25.1	Identify inter-organisational relationships where protocols or memoranda of understanding are required, and develop such protocols as necessary.	Under Review
Sub-Heading	3.25.2	Work with the Department of Justice and Equality and the Data Protection Commissioner to clarify the broad and specific circumstances where inter-organisational information sharing would prevent crime or facilitate the investigation of crime, while still protecting citizen rights.	Under Review
Sub-Heading	3.25.3	Work with the Department of Justice and Equality and the Data Protection Commissioner to review the effectiveness of the Data Protection Act for the purpose of enhancing information sharing between the Garda Síochána and other government agencies.	Under Review
Recommendation	4.4	The Garda Síochána develops a strategic plan for maximising the operational effectiveness and contribution of the Garda Reserves. (short term)	In Progress
Sub-Heading	4.4.1	Re-establish the Reserve Management Unit to provide a central point of contact and coordination.	In Progress
Sub-Heading	4.4.2	Provide training for all staff on the role, responsibility and use of the Reserve.	In Progress
Sub-Heading	4.4.3	Establish a reserve command structure with consistent reporting and assignment frameworks for all Reserve members.	In Progress
Sub-Heading	4.4.4	Create a skills inventory for all reserves.	In Progress
Sub-Heading	4.4.5	Provide PALF performance reviews for reserves and opportunities for development through the same programmes provided to full-time members.	Under Review

A/C Community Engagement and Public Safety

Type	Number	Detail	Recommendation Status
Recommendation	3.16	The Garda Síochána produces a single Customer Service Charter and develops national Customer Service Guidelines for all employees. (short term)	Under Review
Sub-Heading	3.16.1	Ensure that the customer service charter has targets that are specific, measurable, achievable, realistic and timely.	Under Review
Sub-Heading	3.16.2	Publish the charter in a prominent position on the garda website and make copies available at all garda stations and customer contact points i.e. public libraries, shopping centres, etc.	Under Review
Sub-Heading	3.16.3	Include details in the charter on how the public can help the Garda Síochána.	Under Review
Sub-Heading	3.16.4	Publish charter results on the garda website and in the annual report.	Under Review
Sub-Heading	3.16.5	Focus on resolving customer enquiries at the first point of contact.	Under Review
Sub-Heading	3.16.6	Develop customer service/customer care as a key competency for all assessment processes.	Under Review
Sub-Heading	3.16.7	Develop a new customer service training programme for all staff who have direct or indirect contact with both internal and external customers.	Under Review
Recommendation	3.17	The Garda Síochána facilitates customer feedback and develops a series of performance indicators to measure and improve the quality of customer service. (medium term)	Dependency 3.16
Recommendation	3.20	The Garda Síochána appoints a national customer service lead, that each division appoints a Partnership Superintendent and that all national units appoint a senior member as a customer service lead. (short term)	Dependency 3.16

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A/C Special Crime Operations

Type	Number	Detail	Recommendation Status
Sub-Heading	1.2.7	Review the deployment and resources of Operational Support Units to maximise their efficiency.	In Progress
Recommendation	1.3	The Garda Síochána implements the structure and operating model for Serious Crime Services as displayed in Figure 1.3. (medium term)	Under Review
Sub-Heading	1.3.1	Establish a national Major Investigation Team.	Under Review
Recommendation	1.4	The forensic functions of the Garda Technical Bureau be divested to the Forensic Science Laboratory. (long term)	In Progress
Sub-Heading	1.4.3	In the interim, the Forensic Science Laboratory and the Garda Síochána should collaborate to implement a more cost effective and efficient method of transporting and receiving exhibits. (short term)	In Progress
Sub-Heading	1.4.4	In the interim, second Technical Bureau experts to the Forensic Science Laboratory. (short term)	In Progress
Sub-Heading	1.4.5	Once fully divested, the Forensic Science Laboratory to be responsible for deployment of national forensic support for serious and complex cases. (long term)	In Progress
Sub-Heading	1.4.6	The Forensic Science Laboratory and the Garda Síochána should follow the Police Scotland Level 1 and Level 2 concept of crime scene examiners utilised by the Scottish Forensic Laboratory. (long term)	In Progress

A/C Security and Intelligence

Type	Number	Detail	Recommendation Status
Sub-Heading	1.2.1	Create a National Firearms Command Unit.	Under Review
Sub-Heading	1.2.3	Conduct regular reviews of all VIP and government building security arrangements and seek opportunities to reduce the number of armed and unarmed deployments.	In Progress
Sub-Heading	1.2.4	Develop Standard Operating Procedures for the deployment of armed units, including those on close protection duties.	Dependency 1.2.1
Recommendation	1.5	The Garda Síochána implements the structure and operating model for Security and Intelligence Services as displayed in Figure 1.3 (medium term)	Under Review
Sub-Heading	1.5.2	Establish a Border Security Unit.	Under Review
Sub-Heading	1.5.3	Review the allocation of resources assigned to the SDU	Under Review
Sub-Heading	1.5.4	Publish clear protocols outlining the responsibilities of all units within this portfolio.	Under Review

A/C Roads Policing and Major Event Management

Type	Number	Detail	Recommendation Status
Sub-Heading	1.2.5	Merge the GNTB and the DMR Traffic Division and explore opportunities to create a central DMR traffic unit.	Under Review
Sub-Heading	1.2.9	Lead on major event planning and resourcing.	Under Review
Recommendation	2.3	The Garda Síochána implements the functionality model based on the number of staff, policing needs and complexities of the various divisions. (short term)	In Progress
Recommendation	2.4	The Garda Síochána conducts a minimum of three initial divisional amalgamations, based on the Inspectorate’s functionality model as outlined in Recommendation 2.3. (short term)	Dependency 2.3
Sub-Heading	2.4.1	Within the DMR develop opportunities for regionalisation of core functions such as custody, special event planning, security, intelligence, warrant management, prosecutions, garda misconduct and public complaints.	Dependency 2.3

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Sub-Heading	2.4.2	Outside of the DMR, develop opportunities for amalgamating core functions such as custody, prosecutions, garda misconduct and public complaints.	Dependency 2.3
Sub-Heading	2.4.3	Engage key stakeholders to improve partnership working.	Dependency 2.3

Joint Ownership (A/C Security & Intelligence, A/C Special Crime Operations and A/C Roads Policing and Major Event Management)

Type	Number	Detail	Recommendation Status
Sub-Heading	1.2.8	Take the national lead for major emergency planning.	Under Review
Sub-Heading	1.2.10	Publish clear protocols outlining the responsibilities of all units within this portfolio.	Under Review

Executive Director of Finance

Type	Number	Detail	Recommendation Status
Recommendation	5.3	The Garda Síochána reviews the procurement process to ensure that all possible efficiencies are made. (short term)	In Progress
Sub-Heading	5.3.1	Consider the scope for contract re-negotiation in each service, subject to procurement.	In Progress
Recommendation	5.5	The Garda Síochána, in conjunction with the Department of Justice and Equality and the Department of Public Expenditure and Reform establishes a process to regularly review all cost recovery sources and ensure the fees payable are proportionate to the level of service provided. (short term)	In Progress
Recommendation	5.10	The Garda Síochána ensures effective supervision of fuel purchases and enhanced governance of the fuel programme. (short term)	In Progress
Recommendation	5.12	The Garda Síochána implements an electronic format and processing system to create efficiencies in processing requests for all building maintenance projects. (medium term)	Under Review
Recommendation	5.13	The Garda Síochána develops a transport strategy for the garda fleet. (medium term)	In Progress
Sub-Heading	5.13.5	Increase the allocation of marked vehicles to ensure balance of operational need and visibility.	Under Review

D/C Governance and Strategy

Type	Number	Detail	Recommendation Status
Sub-Heading	3.5.9	Develop an anti-corruption strategy.	In Progress
Sub-Heading	4.3.1	Work with the Department of Justice and Equality, the impending Policing Authority and other appropriate partners to assess the priorities for the functions of the Garda Síochána.	Ongoing
Sub-Heading	5.14.1	Re-invigorate the joint labour/management Uniform Committee and its role in uniform decisions.	Under Review
Sub-Heading	5.14.2	Ensure that operational personnel are provided with the opportunity to have direct input on uniform recommendations.	Under Review
Sub-Heading	5.14.3	Develop an internal communications strategy to keep personnel apprised of items reviewed, why views or suggestions are not being taken on board, items field tested and the outcomes of the reviews and testing.	Under Review
Recommendation	5.15	The Garda Síochána evaluates uniform options for garda staff, particularly for those garda staff serving in positions that would benefit from the public identifying them as a representative of the Garda Síochána. (short term)	Under Review

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Type	Number	Detail	Recommendation Status
Recommendation	5.16	The Garda Síochána issues a standard name badge to be worn by all uniform garda members and by garda staff who meet with the public. (short term)	Under Review

Other Departments

Type	Number	Detail	Business Owner	Recommendation Status
Sub-Heading	1.3.4	Create a National Offender Management Unit.	A/C DMR	Under Review
Sub-Heading	1.3.5	Publish clear protocols outlining the responsibilities of all units within this portfolio.	A/C DMR	Dependency 1.3
Sub-Heading	3.4.9	Review the approach to self-inspections as outlined in the Inspections and Reviews HQ Directive.	Chief Superintendent GPSU	In Progress
Sub-Heading	3.5.9	Develop an anti-corruption strategy.	A/C Gov & Acc	In Progress
Recommendation	3.24	The Garda Síochána provides internal and external email to all staff without the need for application and specific approval. (short term)	Executive Director ICT	Under Review
Sub-Heading	4.21.1	The recommended Training Governance Committee should determine the priorities for the CPD programme.	D/C Policing and Security	Ongoing
Recommendation	5.14	The Garda Síochána reviews the current uniform for practicality, suitability and visibility. (short term)	A/C Gov & Acc	Under Review
Recommendation	5.17	The Garda Síochána establishes an ICT Governance Committee to develop an ICT strategy and ensure alignment with the corporate priorities. (short term)	Executive Director ICT	In Progress

Recommendations outside of the Garda Síochána

Type	Number	Detail	Business Owner
Recommendation	3.2	The Department of Justice and Equality establishes formal, structured processes that co-ordinate all justice sector governance of the Garda Síochána and related oversight body activities to reduce any duplication in work, to clarify areas of responsibility, to share good practice and to seek opportunities for joint working. (short term)	DJOE
Recommendation	4.1	The Department of Justice and Equality convenes a key stakeholder group to develop divestiture and outsourcing plans for functions which a body other than the Garda Síochána could perform. (long term)	DJOE
Recommendation	4.2	The Department of Justice and Equality convenes a Working Group comprising the Garda Síochána, the Department of Public Expenditure and Reform and the impending Police Authority to work together to develop a new employment framework that provides flexibility to achieve the optimum composition of the workforce. (medium term)	DJOE
Sub-Heading	4.2.1	Assess the range of options available to the Garda Síochána to adjust the workforce mix.	DJOE
Sub-Heading	4.2.2	Assess the range of options available to the Garda Síochána to adjust the workforce mix.	DJOE
Recommendation	4.18	The Department of Justice and Equality in conjunction with AGS provides for annual sequenced recruitment of new Gardai to allow sufficient time between recruit groups	DJOE
Recommendation	5.4	The Department of Justice and Equality brings forward legislation to provide that promoters of private events pay full cost recovery for the policing of events. (medium term)	DJOE

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Type	Number	Detail	Business Owner
Recommendation	5.2	The Department of Public Expenditure and Reform provides a multi-annual indication of the proposed garda budget to facilitate improved strategic planning. (short term)	DPER
Recommendation	5.7	The Department of Public Expenditure and Reform reviews the budget process for financing of garda pensions and considers the feasibility of transferring the Garda Pension Scheme to Vote 12 - Superannuation and Retired Allowances in line with other government bodies. (short term)	DPER

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Appendix 5: Recommendations under the Governance of the STO by RAG Status

Red Status

Type	Number	Detail
Recommendation	1.2	The Garda Síochána implements the structure and operating model for Operational Support Services as displayed in Figure 1.3. (medium term)
Sub-Heading	1.2.6	Take the national lead for command and control and for the development of national call handling practices.
Recommendation	2.1	The Garda Síochána implements the model for regional deployment of national resources as displayed in Figure 2.2. (medium term)
Sub-Heading	2.1.1	Ensure that Regional Assistant Commissioners are not required to perform dual functions and are not abstracted from their role for extended periods.
Sub-Heading	2.1.2	Seek all opportunities to regionalise national unit resources to improve service delivery.
Sub-Heading	2.1.3	Seek all opportunities to reduce management and administrative overheads.
Sub-Heading	2.1.4	Publish clear protocols outlining national and regional unit responsibilities.
Recommendation	2.5	The Garda Síochána conducts a full assessment of the policing needs of the amalgamated divisions to establish the required staffing levels and deploys appropriate resources to meet those needs. (short term)
Sub-Heading	2.6.1	Develop national call handling and call deployment practices that use resources, buildings and technology more effectively.
Sub-Heading	2.6.2	Develop standardised call signs for all operational units, including supervisors.
Recommendation	3.3	The Garda Síochána develops a Standard Operating Procedure for the creation, implementation and monitoring of all garda policies and directives. (short term)
Sub-Heading	3.3.4	Develop data sources and key performance indicators to assist supervisors to monitor compliance.
Sub-Heading	3.3.5	Include a formal review date for all policies.
Sub-Heading	3.4.1	Create a governance unit to support the work of the Deputy Commissioner.
Sub-Heading	3.4.3	The Governance Board to take the lead on the forthcoming performance agreement between the Garda Síochána and the Department of Justice and Equality.
Sub-Heading	3.4.7	Develop and establish a framework for measuring organisational performance.
Recommendation	3.9	The Garda Síochána develops a structured approach to engagement at all levels between senior managers and all staff and develops processes that encourage all staff to contribute to improving organisational performance. (short term)
Recommendation	3.27	The Garda Síochána implements an electronic document policy that supports the use of email for official internal administrative communications. (short term)
Sub-Heading	3.27.1	Identify appropriate standards for use and retention of emails and other electronic documents.
Sub-Heading	3.27.2	Identify user groups for email messages to limit duplication and unnecessary volume.

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Amber Status

Type	Number	Detail
Recommendation	3.7	The Garda Síochána extends the provision for acting duties to include gardaí and sergeants to cover absences in patrol supervision and explores opportunities to cover long-term vacancies with temporary promotions. (short term)
Recommendation	3.8	The Garda Síochána develops and publishes specific roles and responsibilities that clearly define the roles of supervisors, to support the new functionality model. (short term)
Recommendation	3.12	The Garda Síochána develops key performance indicators to measure the effectiveness of leadership and supervision initiatives. (medium term)
Recommendation	3.14	The Garda Síochána reviews the approach to community policing and community engagement in urban and rural divisions and in particular, the deployment and tasking of resources to enforcement, prevention and community engagement. (short term)
Sub-Heading	3.14.1	Develop a programme for community engagement.
Sub-Heading	3.14.2	Ensure consistency in approach across all urban or rural
Sub-Heading	3.14.3	Develop a structured process for conducting garda clinics and meetings with local communities.
Sub-Heading	3.14.4	Develop divisional stakeholder and contact databases.
Sub-Heading	3.14.5	Develop a process for identifying and addressing Community priorities
Recommendation	4.5	The Garda Síochána creates a single HRM Directorate. (short term)
Sub-Heading	4.5.2	Amalgamate the garda staff and garda member HRM functions.
Sub-Heading	4.5.3	Co-locate HRM personnel where possible.
Sub-Heading	4.5.4	Release the Chief Superintendent HRM to operational duties.
Sub-Heading	4.5.5	Devolve HR decision-making to the lowest appropriate level.
Sub-Heading	4.5.6	Establish clear policies delineating the specific roles and responsibilities of devolved HRM units.
Sub-Heading	4.5.7	Provide HR business support at the most appropriate level.
Recommendation	4.6	The Garda Síochána finalises the integration of member and garda staff reporting structures as required under the terms of the Public Service Pay and Reform (Croke Park) Agreement 2010-2014 and the Garda Transformation Agenda, as a matter of priority. (short term)
Sub-Heading	4.7.2	Develop a more efficient member application process, including rolling applications.
Sub-Heading	4.9.5	Institute pre-interview filtering to ensure that interviewees are skilled, talented personnel suitable to the position.
Sub-Heading	4.9.6	Assessment boards should be comprised of members who are no more than two grades or ranks above the competition level.
Sub-Heading	4.9.7	Introduce a declaration process for both candidates and members of selection boards to identify personal associations or any conflicts with those being assessed.
Sub-Heading	4.9.9	Ensure that the default position for promotion assignment is an operational post.
Sub-Heading	4.10.1	Engage in proactive outreach programmes and CPD training to support members in maintaining healthy practices.

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Green Status

Type	Number	Detail
Sub-Heading	1.3.3	Create Public Protection Units at national and divisional levels.
Recommendation	3.1	The Garda Síochána assigns to the recommended Deputy Commissioner Governance and Strategy the responsibility to ensure alignment of the Garda Síochána organisational culture with the policing plan and the reform programme. (short term)
Sub-Heading	3.1.1	Conduct, on a regular basis, a cultural audit of the real working culture within the organisation informed by both internal and external stakeholders.
Sub-Heading	3.1.2	Develop and implement a cultural reform programme, to be adjusted as necessary in the light of the findings of the regular cultural audits.
Sub-Heading	3.4.8	Develop and manage performance review processes for garda divisions and national units.
Sub-Heading	3.5.11	Conduct an evaluation of the new risk management programme.
Recommendation	3.11	The Garda Síochána develops a Talent Management Strategy to identify and develop leaders for the future. (short term)
Sub-Heading	3.12.1	Develop a regular process of staff surveys at corporate, national and divisional levels and publish them.
Recommendation	3.13	The Garda Síochána reviews the current activities of the Community Relations Unit to focus the unit on the key priorities of creating safer communities and improving customer service. (short term)
Recommendation	3.18	The Garda Síochána develops and utilises alternative forms of access for customers to obtain information on policing and policing services, including the development of divisional websites. (medium term)
Recommendation	3.22	The Garda Síochána assigns to the Office for Corporate Communications an appropriate number of staff with the knowledge, skills and abilities necessary for that function. (short term)
Recommendation	3.23	The Garda Síochána assigns staff to regionalise the Office for Corporate Communication’s local functions with clear guidelines, training and support from the Office for Corporate Communications. (medium term)
Recommendation	3.25	The Garda Síochána develops and communicates clear protocols and guidelines, as necessary, to support information sharing with other government agencies. (medium term)
Recommendation	3.26	The Garda Síochána provides essential technology in the Office for Corporate Communications, following the completion of a full technological needs assessment, using suitably qualified external professional assistance if necessary. (short term)
Sub-Heading	4.7.3	Review the current process for recruitment of garda staff.
Sub-Heading	4.7.4	Develop a retention strategy for those selected and awaiting a start date, in order to reduce the attrition rate.
Recommendation	4.9	The Garda Síochána establishes new promotion and selection processes that are perceived as fair and transparent. (medium term)

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Actions Not-Commenced

Type	Number	Detail
Recommendation	2.6	The Garda Síochána develops a Standard Operating Procedure to improve operational deployment of garda resources. (short term)
Sub-Heading	2.6.4	Review the operational deployment of all specialist units.
Sub-Heading	2.6.5	Enhance garda visibility by increasing the time spent out of garda stations.
Sub-Heading	2.6.6	Develop a range of indicators to measure the effectiveness of deployment practices.
Recommendation	2.7	The Garda Síochána conducts an audit every four months to review deployment practices, in order to ensure that sufficient numbers of staff with appropriate skills are on duty at all times. (short term)
Recommendation	2.8	The Garda Síochána develops multiple rosters that optimise the deployment of all garda resources and specifically includes: (short term)
Sub-Heading	2.8.1	A response policing roster that ensures the most effective and efficient response to calls for service
Sub-Heading	2.8.2	Rosters that optimise the operational deployment of national, regional and divisional units involved in proactive operations and criminal investigations.
Sub-Heading	2.8.3	Rosters that optimise the operational deployment of local and specialist units such as traffic and community policing.
Sub-Heading	2.8.4	Non-operational rosters for those units at all levels that do not need to work extended hours.
Sub-Heading	2.8.5	Adhering to the principles highlighted in Chapter 2, Part III.
Sub-Heading	3.3.1	Move towards a single, digital repository system of information that is upto-date with current policies and procedures.
Sub-Heading	3.3.2	Conduct a formal impact assessment for all medium to high-risk policies and directives that require action to be taken.
Sub-Heading	3.3.3	Develop a process to ensure that supervisors have the knowledge, skills and training to ensure effective policy and directive implementation.
Recommendation	3.6	The Garda Síochána develops a strategy to improve decision-making skills of leaders and supervisors and to become a learning organisation. (short term)
Sub-Heading	3.6.1	Ensure that decision-making and recording of decisions are part of all training courses.
Recommendation	3.10	The Garda Síochána develops a Standard Operating Procedure for recognising and rewarding good work and outstanding performance by all garda personnel. (short term)
Sub-Heading	3.10.1	Create a process to provide early identification and acknowledgement of good work and committed service.
Sub-Heading	3.10.2	Develop a divisional level commendation process and formal ceremony.
Sub-Heading	3.10.3	Develop long service awards for garda staff and reserves.
Sub-Heading	3.10.4	Introduce a long service award ceremony.
Sub-Heading	3.10.5	Include the importance of and process for recognition of good work in all promotion training courses.
Sub-Heading	3.17.1	Develop, in consultation with customers, alternative forms of access for members of the public.
Sub-Heading	3.17.2	Consider options for obtaining customer feedback such as customer comment cards, on-line systems or mystery shoppers.
Sub-Heading	4.3.2	Assess each staff position for functionality, criticality and sufficiency.
Sub-Heading	4.9.4	Provide training and skills development for potential candidates in key competencies as well as in test preparation and study practices.
Sub-Heading	4.9.8	Introduce an organisational review of the testing outcomes to ensure that performance development and training are addressed.
Recommendation	4.13	The Garda Síochána establishes and implements one performance management system for all members and garda staff.
Sub-Heading	4.13.1	Central monitoring to ensure consistency and fairness of evaluation and in the application of sanction.
Sub-Heading	4.13.2	Ensure that clear sanctions are in place to address all levels of underperformance, up to and including dismissal.

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Type	Number	Detail
Sub-Heading	4.13.3	Consider an external evaluation of the new process.
Recommendation	4.16	The Garda Síochána conducts a training needs analysis annually and uses this process when new legislation or significant changes in policy or procedures are introduced. (short term)
Recommendation	4.19	The Garda Síochána establishes a garda staff induction training programme. (medium term)
Recommendation	4.20	The Garda Síochána provides pre-promotional training to all personnel prior to placement in their new roles.
Recommendation	4.21	The Garda Síochána establishes a programme of ongoing CPD for all garda personnel. (medium term)
Sub-Heading	4.21.2	Consider new ways to deliver CPD, including through distance-based learning and regional training facilities.
Sub-Heading	4.21.3	HRM should hold all training records.
Recommendation	5.8	The Garda Síochána analyses data from recently finalised compensation claims and the implementation of the AVLS system and body cameras to identify areas of risk with the aim of reducing injury claims. (short term)