



AN TÚDARÁS PÓILÍNEACHTA
POLICING AUTHORITY

**Fourth 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”**

December 2017



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1. Executive Summary

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

Governance and Reporting Arrangements

There has been significant change to the governance and reporting arrangements in place within the Modernisation and Renewal Programme (MRP) since the last report. The appointment of the Executive Director of Strategy and Transformation has brought concerted focus to these arrangements. A review of the scope and purpose of the Strategic Transformation Office (STO) has resulted in structural changes designed to improve the consistency of the reporting process and 'introduce a greater degree of rigour'. Key enabler recommendations - *civilianisation, the divisional model and the Garda reserve - are now under the management of the STO*. These changes – in tandem with prioritisation - are designed to narrow the focus of the STO improving the pace of delivery for the most important recommendations and the change programme as a whole.

While welcoming that governance is receiving attention and change is being implemented, it would be premature for the Authority to comment at this point as to the efficacy of these changes.

The Authority remains frustrated at its continued inability to access a unitary monthly report, which presents progress on all the recommendations using the same method of describing that progress. While the Garda Síochána is working towards the production of such reporting, its absence leaves the Authority unconvinced as to the ability of top management to take a holistic, consistent view at this time across the change programme. The Authority is however optimistic that this will be addressed shortly.

Prioritisation

The Authority has highlighted in previous reports the need for dynamic prioritisation that 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. The Authority welcomes that the Garda Síochána has commenced a prioritisation exercise. However, the determination of actual revised priorities and the establishment of a dynamic process is awaited. It is anticipated that a review of the outcomes of the exercise will form a key element of the fifth report.

Managerial Capacity

The Authority has previously highlighted the serious gaps in managerial capacity within the Garda Síochána, which have served as a barrier to achieving the pace of progress on reform required and need to be addressed as a matter of urgency. The Authority has recently approved a number of posts to address these gaps. The Authority has emphasised that the Garda Síochána should now determine the most effective means of urgently filling these positions with appropriately skilled and experienced people. It has recommended that a variety of options be availed of, with a view to sourcing suitably qualified staff.

Human Resources within the Garda Síochána

The Authority continues to be concerned and frustrated with the lack of pace at which civilianisation and redeployment is happening, given its potential benefits for the policing service offered to the public. Targets for civilian recruitment and redeployment have been missed by a substantial degree, and concerns about meeting future targets remain. The Authority's concerns, however, are not confined to the issue of numbers of staff.

The Authority regards it as essential that the organisation now takes time to develop an organisational HR strategy that will clarify for itself, and the public, what the Government's commitment and investment in increased staffing resources will deliver for policing and how it will deliver that outcome. The development of a HR Strategy has now been included as a commitment within the 2018 Policing Plan, to be delivered by the end of the second quarter of 2018.

ICT within the Garda Síochána

The Authority is concerned that there has been an apparent mismatch between the stated objective of prioritising strategic change projects and the actual ability of the ICT function to deliver on that objective, given the demands of maintaining existing systems suffering from a legacy of under-investment.

An ICT Governance Board has been put in place, which is a welcome development. However, it is questionable whether this Board has taken on the full extent of the role envisaged by the Garda Inspectorate's recommendation.

The requirement for a new ICT strategy from 2018 is an opportunity to reflect on the current status of ICT infrastructure and resourcing and its impact on the roadmap for development and the MRP. The approach to the development of this new strategy appears to be comprehensive. However, it will be extremely important that this is not simply a strategy for the ICT department, but is accepted and adopted by the wider management of the Garda Síochána and that there are robust mechanisms for monitoring progress and resisting ad hoc reprioritisation. The coherency of the Garda Síochána Management's response to the strategic issues within ICT will be a critical success factor in the ICT Strategy.

The only funding specifically provided to the Garda Síochána for the MRP was €205m allocated under the Capital Framework 2016-21 that has been earmarked for ICT projects within the MRP. The Authority is concerned that there is relatively little visibility at Senior Management level of this important budget as it is not differentiated from existing ICT budgets. Robust review of the expenditure against this multi-annual allocation would have highlighted the concerns around lack of pace and reprioritisation noted in the report, which should be a concern to Senior Management as well as to the Authority.

Mapping of Recommendations

The mapping exercise conducted for this report has evidenced the work currently underway to restructure the manner in which the STO provides support and the prioritisation of recommendations. Unfortunately, it has not revealed any significant progress or pace in relation to implementation of individual recommendations

Complete Recommendations

The Authority is not in a position to verify the completion of any additional recommendations at this point. Material required to evidence their completion was received too late to be tested and assessed for inclusion in this report. The Authority will assess this material over the coming weeks and will engage with the Garda Síochána and Garda Inspectorate prior to the next report to consider the impact of any agreed modifications to the Inspectorate recommendations and any consequence of these for the assessment of recommendations reported to the Authority as complete.

Progress

The Authority is heartened that key concerns regarding governance, resourcing and prioritisation are now the focus of significant effort and consideration by the Garda Síochána. The Authority will, however, need to examine the outcomes of this effort before giving a view as to whether its key concerns have been adequately addressed. A welcome development is the further integration of the MRP targets into the Policing Plan. The draft 2018 Policing Plan contains a significant number of commitments and targets relating to MRP initiatives and projects. The key priorities are articulated with associated actions and targets. In the previous policing plan the MRP initiatives were, in the main, confined to the Organisational Development and Capacity Improvement chapter of the plan. Locating the MRP initiatives and commitments across the document better contextualises the relevancy of the work being undertaken within the MRP to the performance of the Garda Síochána and the policing service it provides to the public.

2. Introduction

This is the Authority's fourth 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). In the last report to the Minister on the progress of implementation, a number of key issues were highlighted which were to form the basis for this, fourth report.

These issues included:

- A lack of assurance that there are adequate governance and accountability structures in place that facilitate the Garda Síochána reviewing progress, assessing risk or prioritising resources across the full suite of Inspectorate recommendations;
- The pace of implementation, given the fact that a significant proportion (33%) of the recommendations have no visibility as yet within the change programme;
- The unreliability of Garda Síochána reporting and questions regarding the level of coordinated internal oversight of the Modernisation and Renewal Programme, given that recommendations were marked complete by the Garda Síochána that the Authority found to be incomplete;
- No evidence of dynamic prioritisation 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. This is despite a stated contestability for resources within the Garda Síochána; and
- A recurring theme of inadequate HR and ICT capacity and resources as a barrier to implementation, which, as key enablers of so many recommendations, required further examination.

This Report pursues these issues, while also presenting an assessment of the progress made in the period since the last report, with particular emphasis on the areas of the MRP, which have been identified as priorities for the Authority.

3. Background and Approach to the Development of the Report

As with prior Authority reports, this report has been informed by a range of activities undertaken by the Authority and its officials. This has included the review of materials requested from the Garda Síochána, site visits and meetings with particular units within the service. Given the thematic nature of this report, - focusing on ICT and HR - information supplied by Garda ICT, Human Resources and People Development (HR&PD), and the STO has been particularly valuable.

The Authority's Organisation Development Committee is responsible for monitoring and assessing measures taken by the Garda Síochána to implement the recommendations of Changing Policing in Ireland (CPI) based on Government Decision S20193F. The Committee has also been monitoring and assessing progress on the implementation of Chapter 5 of the 2017 Policing Plan, which also relates to organisational change. The Committee conducted four meetings with the Garda Síochána during the preparation of this report. These explored general progress on the MRP and the achievement of organisation development targets contained in the policing plan. These meetings also had thematic elements, specifically focused on HR and ICT, as well as a more recent meeting to understand and discuss the approach being taken to prioritisation within the MRP

This report has also been informed by the meeting outcomes of the Authority's Code of Ethics Committee and Policing Strategy and Performance Committee.

The Authority held a meeting with the Garda Commissioner in public on 23 November, which focused on the MRP and discussions at that meeting drew on the preparatory work for this report and included high level questioning on the overall progress achieved, with particular emphasis on ICT and HR as key enablers of that achievement.

Authority officials have continued to meet with Garda members at divisional level, attend Joint Policing Committees and engage with other stakeholders to assist in forming a holistic view of the impact of the MRP on the Garda Síochána and the service it provides. [Appendix 5](#) sets out a detailed list of engagements for the year to date.

4. Governance and Reporting Arrangements

Introduction

Sound governance and reporting arrangements are critical when dealing with a change programme of the scope, scale and significance of the MRP. The governance arrangements put in place to deliver the MRP are complex, multi-layered and make heavy demands on management time, to which an additional layer of an External Advisory Board has now been added. Despite this, as previous Authority reports have pointed to the deficiencies in the existing governance and reporting arrangements. These are evidenced by the:

- inability of the organisation to provide a unitary view and report on what progress has been made on the full suite of recommendations contained in the Inspectorate Report;
- the lack of even indicative timelines or resourcing requirements for the implementation of a third of the recommendations; and
- the resulting lack of a coherent view as to what recommendations are to be prioritised given the contestability for resources.

This in turn raises the important question as to how Garda Management can make informed decisions with regard to the prioritisation of resources across the change programme, assess the pace and quality of progress made, and hold those responsible for the implementation of recommendations to account for that progress, or lack thereof, or assess risks to the programme as they arise.

Governance

The governance arrangements are now under review by the Garda Síochána, including: the existing Programme Boards; the role of the Project Sponsor; and a Transformation Governance Board, chaired by the Deputy Commissioner. The Garda Executive meets weekly with the STO management and an External Advisory Board has been established to provide an additional level of constructive challenge to the organisation in relation to the pace and direction of the MRP. This Board will provide an additional level of constructive challenge to the organisation in relation to the pace and direction of the MRP and will hold its first meeting in late December 2017.

As of December 12, 2017, a total of 77 recommendations are outside of the formal STO management processes. An Implementation Group chaired by the Deputy Commissioner Governance and Strategy and including the relevant business owners and representatives from the STO, was established to coordinate and drive the implementation of these recommendations. The Garda Síochána has reported that this has helped to ensure that the Commissioner and Executive Team have the appropriate line of sight of progress against these recommendations and the recommendations under the STO, and that the contestability of the organisation's finite resources can be properly managed.

Until recently, three critical projects have been operating outside the STO management namely:

- the Divisional Policing Model;
- Culture Transformation; and
- Civilianisation.

These projects have now been moved into the STO. The Garda Síochána has referenced the transformational nature of these projects, the level of change they will bring for staff, and the significant demands they will place on the organisation's enabling functions, most pointedly HR and the Garda Training College as the rationale for this change. These projects have also been assigned Priority 1 status deeming them the highest priority projects in the MRP with dedicated STO resources assigned to them.

It is envisaged that other recommendations will come under STO management over time. Some recommendations will be aligned to existing projects under MRP, with some being 'packaged up' to create new projects and others will not require projects but a more immediate and tactical action or change to take place. These changes, as envisaged, will strengthen the organisation's ability to coordinate these initiatives and their draw on resources, to make linkages with other projects and to improve the timeliness and accuracy of reporting on these initiatives.

In order to further inform the Authority's assessment of the current Governance Boards, requests were made to the Garda Síochána in May for the terms of reference and minutes of the Programme Boards, which oversee the governance of the MRP projects. The Programme Boards are cited as a key element in the overall governance and oversight of the MRP and the Authority is interested to get a sense of the nature of the work undertaken by these boards. To date only the document relating to the ICT Governance Board have been received. The functioning of this board is considered later in this report, and the functioning of the other Governance Boards will be reviewed as part of the review of the changed governance arrangements.

Reporting

In its last report, the Authority identified the development of a monthly report focused on the progress being made to implement the intent, and achieve the benefits of all the recommendations in CPI as a key action required. The Authority has received a detailed update on the status of each of the recommendations through a *quarterly* reporting mechanism coordinated by the STO. The status of each recommendation is set out in the Appendices to this report.

There is a difference in the way in which recommendations falling under the governance of the STO and those outside the STO are reported on in this document. As a result, it is difficult to ascertain the true picture of the progress being made across the recommendations. For example, it is difficult to weigh up what a recommendation given a status of 'under review' (a status description used by the Implementation Group) means and how it compares with a recommendation given a status of AMBER (status description used by the STO). There are also a number of recommendations in this report that have no progress update. Of most significance is the continued inability of the Garda Síochána to provide a monthly report to itself and to the Authority giving a composite view of progress across the recommendations. The absence of such information calls into question how Garda Management is able to take a view of progress.

The Garda Síochána has accepted the concerns relating to the timeliness and accuracy of information reported to the Authority. A number of structural changes have been made that are designed to improve reporting. These include the amalgamation of the Strategy and Planning Unit, responsible for the creation of the annual Policing Plans and the MRP reporting function, which sits within the STO. This increases the number of resources allocated to reporting, and should ensure better alignment between strategic planning and project progress reporting.

Assessment

The Authority considers that the existing governance arrangements are heavy, cumbersome, somewhat opaque and lacking in coherence. There is a strong probability that many of the governance structures currently in place are more akin to reporting structures. That being the case, the Authority welcomes that the Garda Síochána is reviewing the governance and reporting arrangements. The review, combined with the prioritisation exercise discussed below, has seen all the recommendations within the Inspectorate's report given consideration in terms of how they are being managed, what stage they are at and what is to be prioritised. The Authority's concerns are not mechanistic. There is no particular preferred governance or reporting arrangement being sought. Its concerns are that, irrespective of the arrangements put in place – be that the STO or an Implementation Group – the chosen arrangements deliver good governance and reporting that can inform Garda Management's decision-making and allow for accurate and dynamic timely decision making. While there is regular reporting received from the STO on those recommendations falling under its management, there remains a concern regarding the degree of progress being achieved by those recommendations handled by the Implementation Group. Under the current reporting structures the Authority cannot validate the extent to which any given recommendation has been fulfilled, and what impact fulfilled recommendations are having on the organisation. The Authority expects the Implementation Group to engage with the Authority and develop a more detailed and more frequent reporting mechanism to track progress achieved on projects under its management, as well as any potential barriers and risks to fulfilling outstanding recommendations.

The outcomes of the work to review the governance and reporting will be discussed in the next report. Specifically, the report will seek to assess the degree to which the arrangements have resulted in timely, accurate information being available across the work being undertaken by the STO and the Implementation Group, which enables Garda Management to make informed decisions regarding resources. It will be expected that the review will also allow an assessment to be made by the Garda Síochána as to the likely pace and timeframe for the achievement of the MRP.

5. Prioritisation

The need for dynamic prioritisation within the MRP has been a recurring theme within the Authority's oversight of this aspect of the Garda Síochána's work. Despite contestability for resources being consistently cited as an impediment to progress, there has been no discernible evidence that aspects of the MRP are being prioritised and resources directed accordingly. The Authority placed significant emphasis on this in the Third Report and it is a theme that the Authority has engaged with the Garda Síochána on a number of occasions, most recently in its meeting on the MRP held in public in November.

The Garda Síochána has informed the Authority that with the appointment of the Executive Director for Strategy and Transformation, the STO has engaged in an exercise to prioritise individual projects. The process incorporates all MRP projects, both in progress and not started as well as the recommendations identified as falling outside the STO governance framework. The goal of this exercise is to narrow the focus of the STO, improving the pace of delivery for the most important projects and the programme as a whole. A further benefit is described as the reduction of pressure on the key enabling functions, namely Human Resources, Training, Accommodation and Finance. This will allow the STO to complete an in depth review with these functions to more accurately assess capacity and ensure the MRP is deliverable.

A number of criteria or factors have been identified by the Garda Síochána, primarily based on their strategic impact to the organisation as well as their imperative based on recommendations and findings from external reports and the risk register. These are:

- The strategic impact that a project will have within the organisation;
- The number of Inspectorate recommendations and/or corporate risks addressed by the project;
- The number and impact of dependent MRP projects;
- The level of investment and progress to date on the project; and
- The planning consideration including capacity to deliver and lead times.

Arising from this exercise, it is envisaged that all the MRP projects will be grouped into three distinct categories, reflecting the level of support to be provided by the STO. The three categories are broadly described as:

Tier 1 – Top Organisational Priorities, which are building block projects that are strategically important to achieving the overall aims of the MRP. These projects will be staffed with dedicated, full time project teams, sourced from the STO working side by side with dedicated staff from the relevant business area and responsible for project delivery.

Tier 2 – Flagship projects with significant investment, contracts in place and/or significant benefits. These projects are viewed as critical to achieving key individual objectives under the MRP. They will receive direct support from the STO to assist the business owner and take responsibility for all Business Readiness tasks.

Tier 3 – All other active and not commenced projects within MRP. These projects will not have STO resources assigned to them. Some limited guidance will be available to project teams. Projects will move into Tier 2 on a one in one out basis or if additional resources become available.

The Authority welcomes that prioritisation is now being undertaken. The Authority is not in a position at this time to comment on the efficacy of the criteria or the outcomes of the process. The Garda Síochána has already identified a number of priorities within the draft Policing Plan 2018. These priorities mirror those identified by the Authority in its second report and the Authority would anticipate that the prioritisation exercise will confirm these as priority areas for the Garda Síochána and that the direction of resources into these areas will inject a level of pace currently absent.

It will also be important that there is clarity emerging from the prioritisation exercise as to the impact on projects deemed Tier 3, and how in the absence of support from the STO they might progress until capacity within the STO becomes available. Garda Síochána management will need to communicate to the organisation that the prioritisation exercise does not necessarily reflect the importance of a recommendation, but rather the level of resourcing to be allocated to its implementation by the STO. There will be some recommendations that will be 'Tier 3' because they have sufficient resources – perhaps through contracted external resources.

The prioritisation exercise and the criteria need to allow the Garda Síochána to be responsive and agile and have regard to corporate risk on an ongoing basis. Good governance and reporting will be essential in providing the information to assist in that ongoing assessment.

In tandem with the prioritisation exercise, the Garda Síochána has sought approval from the Authority for a number of additional civilian posts specifically directed towards augmenting the capacity of the STO and the areas of HR and Finance. The Authority has previously highlighted the serious gaps in managerial capacity within the Garda Síochána, which are a barrier to achieving the pace of progress on reform required. The Authority has pushed for this to be addressed as a matter of urgency in order to mitigate the risk of failure to deliver the reform programme and given the necessity of protecting the very significant investment of public funding in excess of €200 million. Without properly resourcing these projects, with senior managers experienced in managing and delivery of projects and change management in addition to the specific functional skills required, there is a serious risk to a successful reform.

In considering the proposed increase in civilian posts, the Authority had some concerns about the number of senior level positions sought and their positioning in the organisation. In particular, it would appear that the proposal was duplicating certain functions in the STO and in the relevant enabling function and this was specifically taken into account in the approval given. The Authority approved the proposal earlier this month subject to a number of conditions, including the requirement for the:

- redeployment of a number of Gardaí from the areas receiving additional resources to operational duties by end Q1 2018; and
- recruitment of external candidates for all these positions;

The critical nature of the capacity gap points to a need for these positions to be filled urgently. Consequently it is imperative that, pending the Ministerial consent required by the Act, immediate preparations should be put in place by the Garda Síochána to include the determination of the most effective means of filling these positions with appropriately skilled and experienced people. It is recommended that a variety of options be explored with a view to sourcing suitably qualified staff. This should include: consideration of availability from PAS panels and calling candidates off panels; options for secondment of experienced staff from other Departments; and direct recruitment for skills and experience, which cannot be sourced elsewhere.

Assessment

The prioritisation of recommendations is a sensible response. It acknowledges that there are capacity issues and contestability for resources and that there are key recommendations that, if implemented, will leverage significant needed change within the organisation. There are some risks, including the risk that some of the non-resourced Tier 3 projects may stall indefinitely or go off course, but this can be managed if a solid governance process is in place.

An assessment of the outcomes of the prioritisation exercise will form a key element of the fifth report to the Minister.

6. Human Resources

Introduction

Within the Government Decision in July 2016, objectives were set to increase the size of the Garda Síochána to 21,000 personnel, consisting of 15,000 sworn members, 4,000 civilians and 2,000 Garda Reserves. In order to achieve this, annual milestones were set. The targets for sworn members mean that Templemore is at full capacity and the annual target for the recruitment of Gardaí is being met.

However, core to the Government Decision was the process of civilianisation. Approximately 20% of personnel within the Garda Síochána are to be civilian. This is to be achieved through the adoption of a “civilian by default” recruitment policy for new roles that do not require sworn powers. The second mechanism is through the redeployment of sworn members currently in non-operational policing roles with these positions being backfilled with civilian staff. The Garda Inspectorate identified that, potentially, 1,500 Gardaí could be returned to operational policing via civilianisation. A Garda Deployment Survey carried out in 2017 by the Garda Síochána identified just over 2,000 Garda positions that could be considered for civilianisation allowing the release of sworn Garda members for redeployment.

The final element of the Government Decision is the role of the Garda Reserve and a recognised potential for an augmented role for the Reserve.

These changes to the Garda workforce are not just numeric and the increased size of the workforce is only one aspect. A number of key questions present themselves for the Garda Síochána arising from the Government decision.

- Will the Garda Síochána reimagine the way it works and by necessity reconsider the respective value a Garda and a civilian can bring to the organisation?
- How will the organisation frame the accelerated intake of Gardaí over a short number of years – opportunity or threat?
- What is the impact on supervisory capacity at the front line given that within five years 50% of the workforce will have five years or less service?
- What are the opportunities in terms of culture change?
- What are the risks in terms of organisational memory and experience?
- Is there sufficient training and supervisory capacity being put in place to support the numbers of new recruits and what impact will that have on the remaining training capacity that exists for existing Gardaí?
- Are there strategic issues to consider in terms of the expectations that a significant cohort of a new generation bring with it to a traditional, hierarchical organisation?
- Does the organisational culture support these changes? For example is civilianisation supported and accepted within the Garda Síochána, not just in terms of having civilians to provide administrative support, but having professional civilians working with Gardaí side by side with parity of esteem, both contributing equally but in different ways to the provision of a policing service for the public?
- Does strategic HR planning give sufficient consideration to the financial resources needed to support the augmentation of the workforce, including pressured areas such as training and accommodation.

These changes are also happening at a time that sees the Garda Síochána moving to a divisional model of policing and considering a new community policing framework. These are both significant changes in the way the Garda Síochána provides a policing service.

Current Context

The Garda Síochána acknowledges that it currently has inadequate HR systems in place. This was evident earlier in 2017 when the organisation undertook a Garda Deployment Survey, or census. It became apparent during the census that the process involved in ascertaining the numbers working on that particular day and their deployment was onerous and time consuming. The organisation's lack of a basic ability to access timely data and information as to how many people are working at any time, and what they are doing, impacts on its ability to plan and to deploy staff resources effectively. It also has an impact on the ability to examine and track changes in the workforce over time and plot this data against other sources of information. For example, issues such as the relationship between Garda numbers in a particular area and their effectiveness in reducing crime, easy access to the supervisory ratios and how they compare across regions, diversity in the workforce or tracking how deployment impacts on career progression.

There has been insufficient investment in the IT systems within the Garda Síochána and the significant commitment by Government to invest in this area over the five years to 2021 reflects the need for the Garda Síochána to effectively 'catch up' to where an organisation of its size and geographic spread should be in IT terms. The MRP contains significant commitments to develop HR related IT systems, for example the development and roll out of a Roster Management System, which would allow for easy, fast access to management information.

Not all of the HR issues within the Garda Síochána are IT related. In considering Human Resources in this report as an enabler of change, it is important to not limit the term HR to transactional HR, focusing only on the ability to 'number crunch'. While those systems are undoubtedly important to develop, the Authority would argue that it is precisely a strategic view of HR that moves beyond 'numbers' that is most urgently required. That strategic view is about how the Garda Síochána recruits, deploys and utilises its human resources to provide a visible, effective and responsive policing service. That depends not just on numbers but culture, supervision, rosters, training, and a knowledge of the workforce, the changes in that workforce over time and the likely impact of those changes. IT will support that, but on its own will not deliver it.

Supervision of staff and the management of performance is a recurring theme in third party reports, most notably the O'Higgins Report and again most recently in the Crowe Horwath Report on the issues surrounding breath tests. Supervision is sometimes characterised as an issue to do with insufficient numbers of sergeants, inspectors and superintendents within the Garda Síochána. The total number of supervisors is only one aspect. The manner in which supervisors are deployed is critical - how many are available to frontline policing and what ratio of supervisor to Garda exists within a particular area. As critical however is the effectiveness of that supervision, and whether there is a culture that supports the supervision and management of performance. The Crowe Horwath report found, for example, that there was no expectation within the organisation that performance would be reviewed. The roll out of the Performance and Learning Framework (PALF) within the MRP is a very significant step in developing a culture that sets clear expectations regarding performance and provides a structured process by which that performance can be assessed at an individual level. The Authority is anxious to see the performance management system for civilian staff implemented, with ultimately an aim that one unitary system would be used for all staff.

The Westmanstown roster system currently in place within the Garda Síochána is something the Garda Inspectorate has highlighted as negatively affecting supervision. This is a view that has also been expressed to the Authority by individual Gardaí. The Inspectorate found that many regular units do not always have a dedicated supervisor and there is often an absence of supervision at incidents. The Inspectorate received reports of operational deployment problems with the Garda roster for all ranks during their site visits. The work schedule does not work well for crime investigation or for court appearances, and the reduced availability of detectives has impacted on the continuity of investigations.

A number of victims' organisations have also expressed views as to the difficulty in contacting investigating Gardaí as a significant issue.

The Garda Síochána organisation is undergoing a period of accelerated recruitment and training at the same time as it is implementing a significant change programme, which has enormous training needs. The capacity of the organisation to train recruits, provide continuous professional development for existing staff, and to provide training across the many projects within the MRP is now stretched and has become, in itself, a barrier to the implementation of some areas of the change programme. There is no organisational training strategy and the need to urgently address this is something the Authority has highlighted.

The culture of the organisation is a critical component of the changes that are happening in the size, composition and deployment of the workforce. Civilianisation will require a change in attitudes and practices within the Garda Síochána that increasingly articulate the respective value those sworn and unsworn members of the workforce bring to the delivery of policing.

The diversity of the workforce is something that has significance for a police service in terms of the need to be, and be seen to be, representative of the community it serves. There is evident under-representation of women, and of ethnic groups, relative to their presence in the community and an under representation of serving women in all but the base grades. There is both opportunity, and challenge, represented by the accelerated recruitment of Garda and civilian members over the next 4 to 5 years. In order to capitalise on this opportunity there is a need to have a clear and urgent strategy to take account of responsibilities in recruitment - and at the earliest opportunity.

This is the Human Resources context within which the Authority has sought to assess HR within the Garda Síochána. While the report is concerned with the MRP, it would be unrealistic to consider HR absent of a consideration of the many HR related issues that exist and the potential implications of the significant changes occurring in the composition and size of the Garda Síochána workforce over the five-year lifetime of the change programme.

In this section, the Authority will analyse:

- The current strategy and planning surrounding HR;
- An overview on progress of recruitment and redeployment; and
- An assessment of risks and barriers to achieving progress in this area.

Strategic Workforce Planning

HR Strategy

In 2017, the Garda Síochána developed what they termed a HR Strategy marking the completion of an MRP project. However, rather than this being a strategy to inform the shape and direction of the organisation as a whole, this document developed the direction of the HR function within the Garda Síochána. It was based on five pillars which included:

- delivering a more efficient and effective HR service;
- supporting organisational effectiveness through enhanced workforce planning;
- strengthening organisational and individual employee performance;
- enhancing the learning and development experience of all staff; and
- supporting organisational reporting through improved HR metrics and reporting.

To achieve the first objective of the strategy a HR Operating Model is being developed, following a competitive tender process. The model will explore the implementation of an integrated Human Resources management system (HRMS), a HR policy review and the development of HR reporting capabilities & metrics. The overarching aim of the model is to move away from fragmented systems, processes and policies, to provide a standardised system across the organisation. The external service provider will work with an internal team from the Garda Síochána to develop this model. Project management, communications and business readiness support will be provided by the STO.

The improvement of the HR function, through the implementation of this strategy, has significant potential to facilitate more effective planning within the organisation. However, the strategy for the HR function will not, in and of itself, be able to provide a strategic view of the how the organisation will be structured, or provide a view of the staffing requirement for the organisation and its constituent departments, now or in the future.

A HR Strategy for the Garda Síochána that articulates a clear vision of the organisation is needed. In terms of the human resources, it will need to meet the strategic goals and operational plans of the organisation and how they will be recruited, trained and utilised. The strategy should be based on an understanding of the current human resources environment - taking into account the issues discussed earlier and the challenges and opportunities that currently present themselves. It would provide direction for the approach taken to recruitment, training, and the management of performance, ongoing staff development, diversity and culture.

The lack of a HR strategy for the organisation greatly increases the risk that major modernisation initiatives such as Civilianisation, the Divisional Model, Cultural Reform and the Garda Reserve Strategy are not being considered in a coherent fashion that acknowledges the interplay between them.

In the absence of a HR strategy, it is also unclear how resources are being prioritised in the Workforce Plan, or how the strategic impact of key drivers is being taken account of. Furthermore, the lack of a documented strategy inhibits oversight of this crucial area.

The Authority believes that it is essential that the Garda Síochána develop a comprehensive HR Strategy for the organisation as a priority in 2018, including key pillars such as:

- A vision for the future of the organisation that clearly articulates how current and future staff resources should be deployed, how civilianisation and redeployment will be leveraged and how the organisation will incorporate the additional staffing over the next few years;
- Consideration of key strategic imperatives such as the move to a divisionalised model of policing, the need to address supervision and performance management and any changes brought about by the development of the Community Policing Model;

- Consideration of the strategic impact of changing workforce demographics in the short and long term;
- A training strategy for the organisation, which includes the extensive training needs resulting for MRP; and
- Strategic plans for diversity and equality across the workforce.

The Authority does not regard the production of a HR Strategy as a burdensome task. An outline statement or articulation that is based on the known parameters of the Government decision of July 2016 should be capable of early production.

Workforce Plan and Civilianisation

The Government decision of July 2016 envisaged the development of a workforce plan, which would identify posts suitable for redeployment having regard to the indicative figures of 1,500 identified by the Garda Inspectorate. The workforce planning exercise would also examine roles, functions and responsibilities and identify the professional skills, competencies and experience needed in each role to deliver and support policing and security services in an evolving and dynamic policing environment.

The Garda Síochána Policing Plan 2017 contains targets for the numbers of Gardaí, civilians and Garda Reserve to be recruited throughout the year. Recruitment of Gardaí is proceeding in line with the targets set down in the Government decision. Targets for civilian recruitment and redeployment have been missed by a substantial degree, and concerns about meeting future targets remain. Fulfilling these recruitment objectives are not only a key recommendation in *Changing Policing in Ireland (2015)*, but also a key enabler to achieving other recommendations and projects and achieving greater efficiency and better service to the public.

In July 2017, the Garda Síochána completed a draft workforce plan, which was welcomed by the Authority. The plan contained an overview of drivers influencing recruitment, an analysis of the structure of the existing workforce, forecasting based on expected future losses from employees leaving the organisation, a brief overview of some of the immediate areas of demand for staff and an outline plan for civilian positions that were to be filled throughout the year.

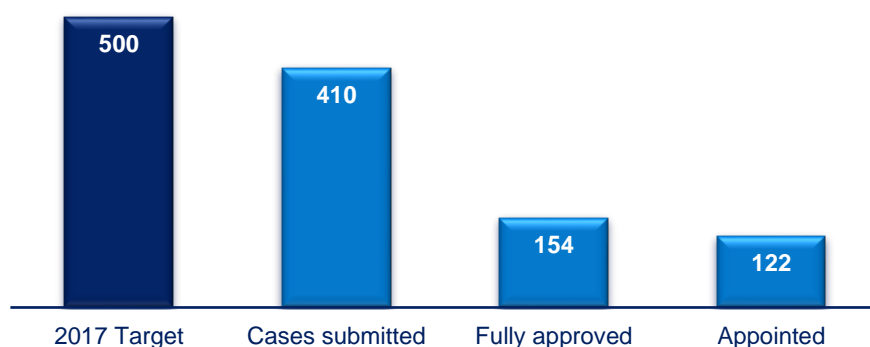
The draft was reviewed by the Authority, who had a significant number of concerns regarding the level of detail and quality of the plan. Key elements that were absent from the plan, particularly for the increase in civilian staff included succession planning, people development, lack of specificity on civilian roles required, and lack of a longer term view of staff requirements for the period up to 2021. Of considerable concern was also the lack of reference to redeployment of sworn members to operational duties, some specificity as to where these redeployments would occur and a plan to address any industrial relations issues, which may occur as a result of the process. Key opportunities to explore other workforce planning issues have also been missed, such as reducing overtime.

The plan has since been revised and was sent to the Authority in October 2017, adding additional figures and an update on progress. However, within the latest iteration of the plan, the criticisms made by the Authority of the first plan have not been addressed.

Progress on Civilian Recruitment and Redeployment

The initial draft of the workforce plan stated that 500 new civilians would be recruited in 2017, in line with the Government Decision of July 2016. This would be on the basis of business cases being created for each group or post, submitted to the Authority for approval and, subsequently to the Department of Justice and Department of Public Expenditure and Reform for consent. A summary of the business cases received by the Authority to date is displayed in [Appendix 1](#).

Figure 1: Progress of recruitment against sanctioned business cases



As of 13 December 2017, business cases have been submitted to the Authority for 410 positions of which 232 have been approved by the Authority. Of those approved by the Authority, 154 have received sanction from DPER.

The business cases cover a wide range of areas and functions within the organisation. However, there have been persistent issues, which have resulted in the slow progress of civilian recruitment. Firstly, a large proportion of these business cases were not received until quite late into 2017. Secondly, a large number of the business cases have lacked sufficient detail and not been of sufficient quality for the Authority to approve. This has resulted in the Authority having to seek clarification or further information on these cases from the Garda Síochána, and responses to these queries have been slow to arrive. The chart above shows that only 154 of the 410 submitted business cases have been approved. The Authority's insistence that business cases meet a standard is not about placing a bureaucratic hurdle as an obstacle; rather it ensures that the Authority meets its own obligations under statute

Of the 256 not yet approved, 17 are under active consideration by the Authority and 78 are awaiting approval for DJE / DPER. Further information has been requested from the Garda Síochána on the remaining 161 – nearly two thirds of the unapproved cases. Although this proportion appears to still be very high there has been a recent surge in information that has allowed a number of cases on hold for a number of months to be approved during November and early December. Furthermore, the number of posts currently in the 'submitted but not approved' category does not necessarily reflect that there are only six outstanding cases in this category; these range from cases for one post to cases for 60 or more posts. Those cases include cases where the Authority is waiting for a formal resubmission of the case following the clarification process, as well as cases where there are valid operational reasons for a pause in the process. However, regardless of the validity of these reasons the fact remains that the Authority has not been in a position to approve cases at the rate necessitated by the target.

Similarly, for business cases that have been approved, there have been some valid reasons for the delays in recruitment as a result of challenges outside of the control of the Garda Síochána. The length of the recruitment process, particularly when combined with the length of the vetting process, has resulted in a significant number of candidates dropping out of the process. In the wider context, the Garda Síochána is facing competition from other areas of public service in recruitment.

It is clear at this point that the number of civilian staff will not increase by 500 for 2017 despite earlier commitments and reassurances made by Garda Síochána representatives during the Authority Public Meeting on 29 June 2017. It must also be considered that the 500 increase is a net figure. When the impact of resignations and retirements is considered this would mean that approximately 700 civilian staff would have had to have been recruited in 2017 to achieve the targeted increase.

In terms of redeployment, there has also been extremely limited progress. As at the time of writing this report, the Garda Síochána have not been able to definitively identify any Garda member who has been redeployed as a result of civilianisation. As per the last update, there are currently 17 civilian staff members appointed to positions which will result in redeployment after a hand over period and a further 31 civilians at various stages of the recruitment process. However, this falls far short of the 163 positions that were identified in the Organisational Deployment Survey as being suitable for redeployment in the short term, and makes no significant progress on the 2,055 posts which have been deemed as potentially suitable for civilianisation.

Table 1: Update on Garda Redeployments as at the 15th of December, 2017

Status update on recruitment of civilian staff to facilitate Garda Reassignments as of 20.10.2017	Higher Executive Officers	Executive Officers	Clerical Officers
Waiting on names from PAS		2	7
Currently in vetting		7	11
Start date TBC / Waiting on assignment papers		3	3
Start date agreed		2	1
Assigned and started	2	7	16
Total	2	21	38
Planned redeployments	61		
Confirmed redeployments*	14		

*In order to ensure that redeployments have taken place, HR&PD have put a process in place whereby the redeployment must be confirmed by Chief Superintendent, and the registration numbers of the Gardaí must be provided. According to HR&PD, there are additional Gardaí that have been redeployed but not yet verified, and some redeployments have taken place without necessitating replacement by a civilian. These are not captured in the table above.

It is obvious to state that an improvement is required in the pace of recruitment and redeployment. However, this is not simply an operational matter of improving a process to meet an agreed performance target. It is crucial for the leadership of the Garda Síochána that some traction is gained with redeployment. During their careers, many currently serving staff of the Garda Síochána have been through exercises previously that were aimed at redeployment and those exercises are spoken of with some cynicism. In order not just to promote but also to effect a sea-change in the attitudes towards civilianisation, Gardaí will need to see that there is real progress and genuine will behind the process. Unfortunately, the current numbers fall short of providing that demonstrable evidence of a change in direction.

In order to bring sustained focus to the area of recruitment and redeployment a working group has been convened by the Authority that is aimed at bringing together all of the actors involved in these processes. This group first met in May 2017 and meets at least monthly to review progress with recruitment and civilianisation. The group includes senior representatives from Garda Síochána HR and leadership, the Authority, PAS, DJE and DPER. The group is still relatively new but there is a sense that it is a useful forum to ensure that issues are properly communicated and resolved through the presence of all relevant parties. For example, it has been helpful for all parties in understanding some of the genuine barriers to expeditious recruitment, such as the high drop off rates caused by the length of the vetting process. To some extent, it is unfortunate that the group is still dealing with issues that might have been seen as 'teething problems' such as business case quality. However, the important part is that these problems are being addressed and resolved now, so that the group can focus on more strategic areas such as the Workforce Plan.

Garda Reserve

Since the third report, there has been some progress responding to concerns raised by the Authority, particularly around the development of a comprehensive, multi-year Garda Reserve Strategy and the validation of Reserve numbers.

Reserve Numbers

The Garda Reserve office has now validated the Reserve figures, including removing any Reserves who had been out of contact for longer than 13 weeks. The Reserve figure has been revised downwards from 675 to 600, and the Executive Director of Human Resources and People Development (HRPD) has stated confidence in this figure. The Garda Síochána had reported a figure of 689 as at the end of 2016 with a target of 877 to be achieved by the end of 2017.

Although the current figure has been revised downward to 600, the recruitment plan had assumed that there would be a drop-off of 112 during the year. At the current drop-off rate of 16 per month it would be reasonable to assume that there will be around 570 Reserve veterans remaining by the end of the year. The Garda Síochána has indicated that 392 applicants from the current campaign had passed interview and were in the vetting process.

It is therefore possible that the Reserve will meet the target of 877 by year-end, although if the current drop-out rate in vetting continues (9 out of 10) it is not probable. Similarly, it does not seem probable that even if the applicants are successful that they will have been appointed and active by the end of the year.

Reserve Strategy

A steering committee made up of the Chief Superintendent (HRPD), the Executive Director HRPD and the Assistant Commissioner for Community Engagement and Public Safety is overseeing the development of the new Garda Reserve Strategy and external assistance with this project has been commissioned. Authority staff met with the steering committee and were briefed on the current position with the draft Strategy which, it is hoped, will be considered by Senior Management within the organisation and potentially approved before year end.

At this time it would be premature to comment on the content of the Strategy – an assessment of which will be included in the next report to the Minister - except to note that it needs to be comprehensive and it will be important for the team to develop an implementation and resourcing plan to ensure that the Strategy can be delivered. Senior-level engagement with the development of the Strategy and the resourcing of the Garda Reserve Office are positive indicators of commitment and engagement, supporting a strong vision of the Garda Reserve as an integral strand of Community Policing.

The Garda Reserve Strategy will be reviewed by the Authority in a future report once approved.

Resourcing of HR & PD

A lack of resourcing in terms of specialised HR skills has repeatedly been cited as an impediment to the advancement of work in this area. The Authority has, in the past, encouraged the Garda Síochána to prioritise recruitment of skilled civilians in this area, not least given that sanction for such posts has existed for some time.

The recent resourcing request considered and approved in part by the Authority envisages the recruitment of additional senior civilian HR staff. The Authority will expect to see a resulting increase in pace and improvement in the quality of the material being provided to it seeking approval for civilian posts.

Assessment

There is no doubt that the level and scope of change in terms of the numbers of Gardaí and civilian staff coming into the Garda Síochána organisation, in an accelerated fashion, creates great opportunity and great challenge. The Authority is both concerned and frustrated as the lack of pace at which civilianisation and redeployment is happening, given its potential benefits for the policing service offered to the public. The Authority's concerns, however, are not confined to the issue of numbers of staff.

There are issues concerning the HR infrastructure within the organisation, the paucity of IT systems and the difficulties in obtaining basic HR information regarding the workforce. Work is being undertaken within the MRP to address these issues from an IT perspective and that is to be welcomed. Significant investment is being made in accessing outside contract support to develop the HR operating model and look at organisational design. These projects will take time. In the interim, a significant intake of staff is happening, and while it may be regarded as optimum to wait until there is certainty with regard to the future look and feel of the organisation, or until the IT systems are developed, there is a risk that critical opportunities to influence the future of the organisation are being missed.

The Authority regards it as essential that the organisation now takes time to develop an organisational HR strategy that will clarify for itself and the public what the Government's commitment and investment in increased staffing resources will deliver for policing and how it will deliver that outcome. The development of a HR Strategy has now been included as a commitment within the 2018 Policing Plan, to be delivered by the end of Q2, 2018.

7. ICT

Introduction

In 2015, the Garda Síochána's ICT department (Garda ICT) were requested to provide their strategy as an input for the development of the MRP. In response, Garda ICT produced a draft ICT strategy – the *ICT Vision and Roadmap* – which identified, prioritised and set out indicative timelines and costs for developments to be undertaken and highlighted the needs of the ongoing support service. In tandem with this, Garda ICT produced a draft human resource strategy setting out a proposed staffing and structure for Garda ICT. The draft human resource strategy proposed a staff quota of 239 but implicitly acknowledged that this level of staffing would be insufficient to deliver against the draft ICT strategy as it noted that *'these numbers do not include capacity for any major projects or significant work programmes'*.

Garda ICT have been reporting internally on progress against the draft ICT strategy and MRP since 2015 and, while some good progress has been made – such as the implementation of PEMS, the Property Exhibit Management System – other projects that had been scheduled for completion before the end of 2017 have not yet started – such as the Human Resource Information Management system and the Enterprise Search system.

ICT is a significant enabler of the MRP with nearly 10% (24 out of 244) of the recommendations explicitly requiring an ICT solution and many other projects dependent on a strong ICT infrastructure. ICT is also the only area of the MRP that has benefited from the explicit assignment of funds: €205m under the Capital Framework 2016-21. It would be reasonable to expect, therefore, that the high profile within the MRP of ICT and the funds assigned would have resulted in prioritisation of MRP projects and swift implementation. However, a number of significant underlying barriers has inhibited the prioritisation and pace of MRP ICT projects.

Current Context

The concerns around the pace of progress with the strategic projects has been raised by the Authority on a number of occasions with Garda ICT and the response is that in the context of limited resources the MRP projects are not the top priority for Garda ICT. Instead, the first priority is the support and maintenance of existing systems, which would result in critical failures if not maintained; the second priority is Security, particularly where participation in projects is required at EU level.

Garda ICT management have also described a situation in which there is an expectation that lower priority or additional, unscheduled projects must be given highest priority in response to direction from individual members of senior management or political imperatives. While the revisions to priorities may be entirely reasonable, it is not clear to the Authority that there is sufficient consideration of their impact on the existing work programme in order to make that judgement. It is also not clear that there is a robust process for being able to challenge these requests. These types of senior management interventions are by no means unique to the Garda Síochána, however, they are potentially far harder to manage in the current situation where there are already atypically high demands due to the MRP and Garda ICT is simultaneously reporting significant understaffing.

In the process of creating the new ICT Strategy for 2018-21 Garda ICT management have identified a number of significant risks based on their assessment of current working practices. They describe the current department structure as a pyramid with missing layers as employment of junior grades has stalled in some areas where there are no managers in place yet to allow for adequate supervision. This is leading to an inability to delegate essential but not necessarily management-level tasks. At the same time, managers are described as 'double-jobbing' as there are insufficient numbers to allocate to MRP projects – either for internal delivery or for project management of external contractors.

The slow pace of recruitment and high potential for turnover of permanent staff members has been categorised by Garda ICT management as a significant factor in the over-reliance on contractors. Garda ICT management have explicitly stated that there are areas that they are uncomfortable having assigned to external contractors. It is clear that the financial burden of supporting external contractors is high, but there is no financial incentive for skilled resources to convert from contract to permanent positions. Anecdotally, it has been suggested that – although the risk may appear to be that contract resources would depart with a wealth of Garda ICT knowledge – the turnover is higher with permanent staff that are trained in the Garda Síochána and then move into the wider civil service, whereas contractors have a strong financial incentive to remain.

The Garda ICT management analysis also notes that the burden of support and maintenance is increasing rather than decreasing and the implementation of upgrades or replacements can have a substantial effect on operations (as with PULSE). Implementation is then compromised by a lack of resources for planning, backups and testing, such that there is an increased level of effort in later, necessary patches and updates.

Underlying these difficulties the Garda ICT management note that key structures within Garda ICT have not been put in place or have not been adequately resourced. In particular, the PMO that would, among other things, manage the MRP projects has not yet been resourced as set out in the *ICT Vision and Roadmap*. Similarly, although an ICT Governance Board has been established it does not appear that it is yet fully exercising the envisioned role.

This section considers the above, stated context in which Garda ICT is operating in terms of its staffing, service catalogue and infrastructure, governance and funding. It also considers the approach now being adopted in the development of the new ICT Strategy for 2018-21. This section also includes brief descriptions of a number of ICT projects currently in train, giving a sense of the importance of these technological advances to the work of the Garda Síochána and the positive impact that these developments will have on the policing service offered to the public.

PEMS Property & Exhibits Management System

The Garda Síochána is responsible for managing and tracking many different types of property and equipment ranging from lost and found property to physical evidence for court. Previous systems were not integrated and divisional offices were running their own standalone systems. The Inspectorate report and the Morris Tribunal emphasised the need for improvement in chain of custody, as not tracking and managing property and exhibits in a consistent and comprehensive way could lead to the mishandling of key evidence.

PEMS is a three-part project; the first (creating a database and procedures) was completed in 2016. The second part (PEMS 2) will track property & exhibits through scanning and barcoding, ensuring that a detailed chain of custody is maintained. PEMS 2 will ensure integration with PULSE and the new ECM system and accessibility from any Garda desktop. PEMS 3 will improve policies and procedures in Stations for the storage of property and exhibits.

Current status: The new PEMS application has been developed and rolled out to the regions and training is ongoing. By December 2017, 420 personnel had been given system access and nearly 75,000 objects have been recorded. PEMS 3 is in the initiation phase.

CAD Computer Aided Dispatch

There is currently a mix of regional and divisional control room strategies within the Garda Síochána, which has resulted in inconsistent processes, including some calls not being accurately logged and available Gardaí not being identified.

The Computer Aided Dispatch project aims to establish national centres of excellence for Command and Control modernised with the latest hardware and software technologies to support accurate and effective call taking and dispatching to incidents. All calls from the public to the Garda Síochána will be accurately tracked and managed and supported by new Regional Control Room model.

Ultimately, completion of this project will result in improved service to the public, improved resource allocation, improved incident data capture, improved accountability, and increased interoperability with existing and future Garda IT systems.

Current Status: CAD was initially rolled out in the DMR and Southern regions – completing with Kerry going live in September 2017. Requests for civilian staff for regional control rooms in DMR, Galway, Wexford and Cork are now being finalised, and national rollout is in the early stages of planning.

ECM Enterprise Content Management

The Enterprise Content Management System aims to provide a single, centralised repository for the Garda Síochána to collaboratively store and manage electronic content, replacing its current file share and local storage solutions.

The expected benefits of this project include enhanced search capabilities, improved traceability and version control of documents, increased efficiency through ability to share and disseminate information, and improved knowledge sharing at district, divisional, regional and national level. Specifically, it will support investigation management through ensuring that all documents and content (including video, audio and images) relating to investigations can be easily stored and accessed by relevant investigators from one location.

Current Status: The first project phase went live in Athlone, Mullingar and Naas Districts in July 2017. There were a considerable amount of lessons learned in this phase, which resulted in solutions being developed and implemented in October. The next phase is in planning and is due to start in early 2018.

IMS Investigations Management System

During investigations, information and intelligence is gathered, decisions are made, and actions and investigative activities are undertaken. Making sure that all of this is recorded is critical for the accountability, review and audit of investigations. Currently Garda Síochána case files are stored in paper format, there is no automated record of who has done what, and information is not centralised. The Inspectorate and Morris Tribunal recommended implementation of a centralised system as the current system could lead to inconsistencies in investigations, mismanagement of evidence and confusion.

The new IMS system will bring the Garda Síochána into line with best practice and will standardise, digitise and support the management of all investigations. It will support the allocation and management of all jobs, allocation of roles and documentation relating to the running and completion of an investigation. The system will integrate with PULSE, will build on the new ECM and will maintain a full history of the chain of events for an investigation.

Current Status: This project is currently in planning and development, including consideration of how the new system will integrate with PULSE and what the training approach will be. The system is scheduled to go live in Q4 2018.

Mobility

Gardaí working outside the station have very little ability to access IT systems. This often means that in order to find out information, such as vehicle details, or to record information relating to an incident, they have to telephone the Garda Information Services Centre in Mayo.

There are many ways in which modern mobile technology could be used to assist efficient and effective policing. The long term vision for the Mobility Project is that eventually, using a combination of a smartphone and a connected car, every car could become a mini mobile Garda Station. In the short term, the projects under this initiative will reduce the time spent on administrative tasks and allow Gardaí to act more quickly on the scene. In the longer term, it will allow greater deployment in the community as Gardaí would not need spend as much time in the station, which could be of great benefit in areas such as rural policing.

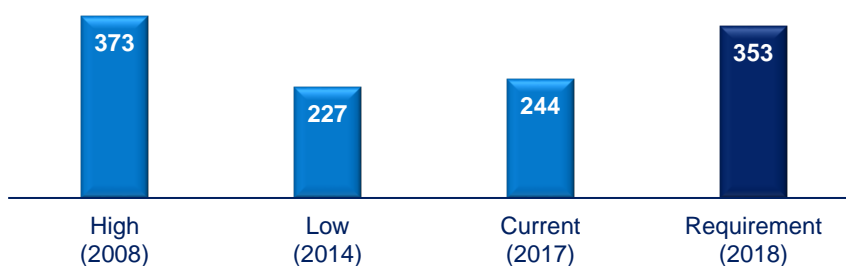
Current status: An app has been developed that runs on a secure environment on a normal mobile phone, which will allow Gardaí to access vehicle data including tax history simply by entering the licence plate number. This app pulls the data directly from PULSE. A live pilot for the vehicle app started in December in the Limerick Division.

Recruitment and Retention

In common with the wider public and private sectors, Garda ICT have been finding it difficult to recruit and retain skilled staff at appropriate levels. As at September 2017, resource levels had only minimally increased to 244 from the post-recession and moratorium low in 2014 of 227. During that period, there has been an increased workload due to expansion of Garda ICT's service catalogue (systems supported by Garda ICT throughout the organisation), the MRP, Security and other reprioritisation as described above.

Garda ICT are now stating that their requirement to support ongoing service is 353 skilled resources, with an appropriate balance of contractors and staff, but that even this does not include the additional resources required to scale up for MRP projects. This means that 109 skilled resources are currently required when only 17 additional skilled resources have materialised over the preceding 3 years.

Figure 2: Garda ICT Skilled Resources



The primary roadblocks to recruitment highlighted by Garda ICT management have highlighted two significant roadblocks to recruitment, however, it is not clear to the Authority that these are issues that should have prevented recruitment to the extent that they appear to have.

Firstly, there are ongoing issues around the treatment of sworn members being promoted into positions that would now be expected to be civilianised. This is a legitimate concern for those Gardaí that were recruited under Regulation 14, where their career path was always expected to be in a specialist area that would not involve the normal duties of a sworn member (IT specialists and members of the Band have been recruited under this regulation). However, the amount of time and effort that has been required to come close to resolving this issue amongst the relevant bodies (those involved in the Workforce Plan and Civilianisation meetings discussed in [section 4](#)) has been disproportionate to the number of staff affected and wider applicability of any agreed arrangements.

Secondly, Garda ICT management have indicated that recruiting from the Public Appointment Service's general IT panel does not allow selection for the specific skills that would match current vacancies and needs. While this is understandable, it does not appear that the options of a more targeted PAS campaign or, indeed, a Garda Síochána campaign under the organisation's recruitment license have been fully explored.

The delay in resolution of these issues has meant that there are sanctioned positions that have been vacant since 2015 and as at September 2017, only 10 positions out of 52 ICT positions in the draft Workforce Plan for the year had been filled. This lack of pace as well as the discrepancy between the Workforce Plan and the current vacancies identified by Garda ICT (52 versus 109) raises questions about the consistency of the existing organisational view of the level of need within Garda ICT, which have not yet been answered adequately.

Assuming that the assessment by Garda ICT is accurate, the current understaffing level of 31% would represent a significant potential risk that raises concerns about the ability of Garda ICT to generate or sustain momentum concerning the current or future ICT Strategy.

Legacy Systems and Infrastructure

The pre-eminence of support and maintenance in Garda ICT's approach results from the existence of a number of critical, large legacy systems that are expensive and labour intensive to maintain, including PULSE. These systems have been categorised by Garda ICT as having a 'high risk of failure' which, upon discussion with the Authority's Organisation Development Committee, reflects the potential impact of any failure of these important systems rather than a high probability of its occurrence.

Some modernisation of PULSE was included as an objective of the MRP. However, it has become increasingly apparent to the organisation that a fresh approach will be required to PULSE in order to ensure that it is fit for purpose into the future. While the MRP contains the requirement to modernise Information Systems, the organisational position now being communicated to the Authority is that an overhaul or replacement of the front-end of PULSE is mandated. This project has commenced with some workshops having taken place to define the requirements of the system into the future therefore it is clear that there is some impetus behind this project.

The Authority welcomes the approach demonstrated with this project as a positive example of a process of reflection, redefinition and reprioritisation of a project that has a high level of support from internal stakeholders. Garda ICT management recognise the consequence that this will be a far more disruptive project than originally envisioned, which is certain to have a significant, organisation-wide impact in terms of resources required, system downtime and – eventually – training. A concern for the Authority, however, is that the corresponding impact on resources available to the MRP has the potential to stall other necessary development.

Throughout discussions with Garda ICT there has been a constant theme that the department is struggling to make do with existing resources, systems and infrastructure and 'just about managing' has been a regularly repeated phrase. As well as the concerns around the resource investment in legacy systems there is critical infrastructure that is either near or at end of life, or non-existent.

Network access for all Garda Stations was a commitment under the MRP and is being addressed, but here are a significant number of stations that will probably not ever be networked. Over time, the stations without network access will be covered through the Mobility strategy but it is not clear to the Authority that it is optimal to leave those stations without network access in the interim. Neither is it clear that the decision not to address all of the stations is a result of a deliberate evaluation of costs and benefits, rather than simply a casualty of imposed reprioritisation.

Garda ICT have communicated that the case is clear for the replacement of the telephony network with a VoIP solution and it seems that it would help to facilitate more cost-efficient, effective and reliable communications throughout the organisation. In relation to the MRP, the broadband and VoIP solution could allow delivery of remote training or webinars that would be cost and resource efficient as compared against the current solution of travelling to HQ or Templemore. However, although the case for VoIP has been submitted there has been no progress in over a year. This appears to be as a result of the approval line for the case being through the STO but since it is not a named, priority project within the MRP it has not yet been approved.

Finally, the concerns around the Network Core are particularly concerning given that the utility of any online systems will be reduced in the event of a network failure. This is of particular concern as it has been relayed that the current Network Core has extremely low levels of support (one individual). Discussions with Garda ICT have also raised the spectre of other 'single points of failure' within the ICT environment, although without further specificity.

ICT Governance

Chapter 5, part III of the CPI report deals with Information Technology and only contains one explicit recommendation (Recommendation 5.17):

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

This single recommendation emphasises that a strong governance regime must be put in place in order to ensure that ICT can operate most effectively as a vital component of the organisational infrastructure and in developing and delivering systems fundamental to effective modern policing. The high cost, both in terms of expenditure and manpower, of maintaining legacy systems has traditionally meant that ICT resource has been focused on activities that would 'keep the lights on'. However, the advent of the CPI report and the MRP has provided an opportunity to focus on strategic development, and the allocation of €205m to the Garda Síochána for ICT under the capital framework 2016-21 has provided necessary related funding.

The Inspectorate's sense of the governance required for the management of IT within a large enterprise such as the Garda Síochána was that it required a whole of organisation approach that matches technology development with corporate goals and priorities. The Governance Committee recommended by the Inspectorate would provide a single decision source for a structured and transparent review of IT requests and implementation plans. The establishment of the STO coincided with the completion of the Inspectorate's work in this area. The Inspectorate comments in its report that it envisages that there would be a 'connected role' for the STO and the Governance Committee.

The Garda Síochána established an ICT Governance Board in 2016. The Board's terms of reference are attached in [Appendix 6](#). The stated objectives of the Board is to provide strategic direction and oversight of the ICT Programme in the context of the overall reform strategy and to ensure that the portfolio of projects is aligned with the MRP and is delivering the intended value.

A range of stakeholders are represented on the board including the Chairs of the various Governance Boards overseeing particular thematic areas within the MRP, the Director of Communications from the Garda Síochána, the STO, Garda ICT, Garda Finance and Services as well as senior representation from the Departments of Justice and Department of Public Expenditure and Reform. A representative of the Authority has attended three meetings of the Board in an observer capacity.

The minutes of the Governance Board meetings show an emphasis at meetings of the Board of 'reporting in' on projects. Each Governance Board Chair reports on progress within their particular area. In the event that key themes were identified across the various thematic areas – such as the need for training capacity - the ICT Governance Board did not discuss this in detail with a view to determining or recommending potential solutions nor was the Governance Board empowered to make decisions with regard to how best the impact of inadequate training capacity might be addressed. The Inspectorate identified a number of challenges for the Garda oversight of IT projects. This related to the fact that the chairpersons of the individual governance boards all had full time responsibilities in other areas and would not necessarily have a background in technology or project management. It also identified that Garda IT management process focused on individual projects rather than organisational goals. It could be argued that all of these challenges remain within the current ICT governance structure. Reporting at the meetings is project based rather than recommendation focused and progress was not sense checked as against the organisation's corporate priorities. While the STO attends the meeting and gives a composite report of the projects under its structure, this is again project based reporting.

As highlighted by a number of the non-Garda members of the Board, such reporting does not give a sense as to the progress being made in ICT in terms of its impact for the service and Members, nor the value being leveraged and delivered for the public.

As the current ICT Strategy is expiring, Garda ICT is developing a new Strategy to match the remaining term of the MRP. From discussions with the Authority, it appears that Garda ICT see this Strategy as a crucial opportunity to address the issues outlined above in order to develop a realistic roadmap for the next four years. At this point in time, Garda ICT is engaging actively with Senior Management in order to developing a common understanding of as the 'As-Is' situation. The Strategy is then expected to be complete by the end of Q1, 2018. The Inspectorate's recommendation was that the Board should provide strategic direction for ICT and while it is clear that the draft Strategy is being reviewed by the Board, with input sought from the wider management group, the Authority believes that 'strategic direction' requires a stronger ownership of the Strategy by the Board. The Board has an opportunity to ensure that the ICT Strategy is at its most successful by not simply recommending the Strategy to senior leadership but by advocating for it and ensuring that its goals are internalised and committed to by the highest levels of the organisation.

ICT Finance

There has been no specific budget assigned to the MRP and it is of great concern to the Authority that the lack of a detailed costing of the MRP may mean that current resources are insufficient to deliver the MRP, or are not being allocated in a way that fully reflect an agreed understanding of the prioritisation both within the MRP and against other, pre-existing or structural needs. This area will be explored in depth in 2018. However, the area in which it would seem possible to comment on financial inputs is the ICT programme given the allocation of €205m under the capital framework 2016-21 to the Garda Síochána for ICT has been associated with MRP projects.

At this point, the Authority believes that the public would have a reasonable expectation that the Garda Síochána, having received this €205m, would be able to track how much of it has been spent to date. However, in reality the €205m figure per the capital plan is being provided annually as a non-differentiated part of the capital budget. The way in which these funds are provided does not assist the visibility of the expenditure and raises a number of concerns.

In terms of the budget for MRP ICT projects, there is there is a concern that if the funds are not fully drawn down, i.e. not requested and paid over by 2021, their availability may expire at the end of the capital programme. Drifting timelines are an issue throughout the MRP projects, and ICT is particularly affected by workforce constraints that affect project initiation and completion. If, as seems probable, there are at substantial number of projects that will be in progress at the end of 2021, it is not clear that any balance remaining on the €205m would continue to be available beyond the end of the capital framework's term.

It also appears that there is limited visibility of this budget at senior management levels, as the MRP project cost line within ICT only appears as part of a larger budget for IT External Services. According to Garda ICT, however, this year's budget for ICT MRP projects is €7.5m, of which only €2.8m was spent at the end of September. Although the Authority has received some assurances that the apparent underspend is simply a result of the timing of payments (the Garda Síochána account on a cash basis) it is concerning that the budget itself is so low. The Authority has not yet obtained the equivalent budget for 2016 or 2018, but if the 2017 budget is indicative of the level and/or pace of spend it reinforces the concern that there could be a significant underspend against the €205m by 2021.

A further concern in the ICT budget is that costs associated with the STO are included within the ICT budgets. While Garda ICT management believe that these costs are for the external service provider supporting the STO, they could give no greater clarity since they have no line of sight or responsibility for this budget despite it appearing within their budget lines. It also appears that these costs are being assigned against a capital budget, which is concerning if the costs are indeed for the external service provider.

The existence and purpose of this budget was raised during a meeting with members of STO management; their understanding was that this was part of the ICT budget and therefore not the responsibility of the STO. This lack of clarity is not helpful in ensuring that there is an individual with responsibility for managing and therefore controlling the cost against this important budget, which was already 32% overspent against the full year budget by the end of September and is expected to be nearly 100% overspent by the end of the year (the forecast for 2017 is approximately €4m against a budget of €2.1m).

Assessment

That the Strategy is being developed is welcome, as is the forthright way in which Garda ICT have laid out an unvarnished picture of the current situation in their interactions with the Authority. However, the success of the new Strategy 2018-21 will be dependent on ensuring that this approach is carried through its development and implementation.

It will be vital for the Garda Síochána to take a critical view of its ability to respond to the barriers outlined in this document. The challenges around staffing, systems, infrastructure and governance were not new even to the previous strategy and yet have proven difficult to overcome. Without a fresh approach supported by a realistic, resourced implementation plan there is a risk that organisational inertia could again delay the work programme.

In the current assessment of the 'As-Is' situation it will be important to reflect critically on the relative risks and prioritisation of areas to be addressed. As it stands, the vast majority of areas in the initial view of the 'As-Is' are classified as red and, while this may reflect the lived experience of members of Garda ICT, this can make it difficult for Senior Management to take a nuanced view of relative priorities; particularly when it is inevitable that not everything will be able to be addressed in the period of this strategy. It would also be helpful for Garda ICT to ensure that it has clearly defined its most significant risks and 'asks' so that these can be consistently presented. It was notable, for example, that despite the significant challenges outlined, the ICT Risk Register itself only contains 5 risks that are scored between 5 and 12 out of 25, which does not necessarily convey urgency to the Senior Management level.

In terms of financial resources, although capital funding was provided for the capital element of MRP projects there does not seem to have been an increase to the current ICT budgets sufficient to meet the needs communicated to the Authority. Particular pressures that will arise in the period of the new Strategy that have been identified to date include:

- Training of staff in new ICT systems;
- Smartphones to support the rollout of the Mobility Strategy;
- Costs of outfitting all of the additional staff to be recruited across the organisation; and,
- Project increased costs in OGCIO contracts, including Tetra.

This does not include the non-financial resources that do not appear in the Garda ICT budget but will be required in the period, such as accommodation. It will be crucial to capture all of these resource requirements for the four years and identify how these will be funded from existing organisational budgets, or – if necessary – what will be needed to support a case to the Department for additional resources from 2019 onwards.

As well as the resource inputs, it will be important for the new Strategy to be very clear about the outputs and outcomes to be generated by the individual projects and to ensure that these can be measured and reported against. This will facilitate effective prioritisation and will also be vital in articulating any case for additional resources.

An assessment of the approach to governance within this area echoes the Authority's concerns regarding governance across the MRP more generally. The letter of the Inspectorate recommendation has been fulfilled – a Governance Board for ICT has been established with a broad membership, but it has not resulted in a whole of organisation approach to ICT and in turn it's questionable as to whether it is a 'governance' board, and how much direction it can provide to Senior Management.

The points put forward to the Authority in meetings with the Garda ICT as set out in this section, at times come across as if Garda ICT was a separate organisation, which has struggled to get its points across to its own organisation. One would imagine that if the Governance Board were functioning as envisaged the key concerns as expressed by Garda ICT would have been dealt with given their potential to impact on and derail the ICT elements of the MRP. Reporting into the Governance Board has been project focused with little evidence of strategic discussion as to prioritisation, the balance between the achievement of strategic project and keeping the lights on and the value being leveraged from the work being undertaken. As with the governance concerns expressed in the opening sections of this report, the Authority is not assured that there is a coherent view available across ICT in terms of the quantum of the challenges, available resources and risks associated with the day-to-day ICT and the MRP. The development of the new ICT strategy and the prioritisation exercise currently being undertaken are key opportunities to rectify that situation.

The coherency of the response by senior management to the development of the strategy will be a critical success factor, specifically, that a whole of organisation approach is taken that balances 'keeping the lights on' with the demands of the modernisation programme.

8. Current Mapping of Inspectorate Recommendations

Introduction

The process for mapping the Inspectorate recommendations was set out in the Authority's Second Report to the Minister in April 2017. The purpose of this mapping exercise was twofold. Firstly, it aimed to highlight the amount of recommendations in CPI, which were being addressed, and the progress made on these recommendations. Secondly, it was aimed at evidencing the degree to which the MRP was acting as a vehicle for implementing these recommendations. Changes in the status of the various recommendations since the last report are set out below.

As per the commitment made in the last report in July 2017, the Authority requested an updated version of the mapping document to reflect changes in the fulfilment of CPI recommendations. This effort was coordinated by the STO, and has seen further progress made in re-aligning and re-assignment of the recommendations to business owners, particularly for those recommendations falling outside of the STO's remit. As such, there has been considerable change as to where ownership of individual recommendations sits. This alters the shape of the mapping exercise but does not necessarily reflect progress in fulfilling the recommendations themselves.

Completed Recommendations

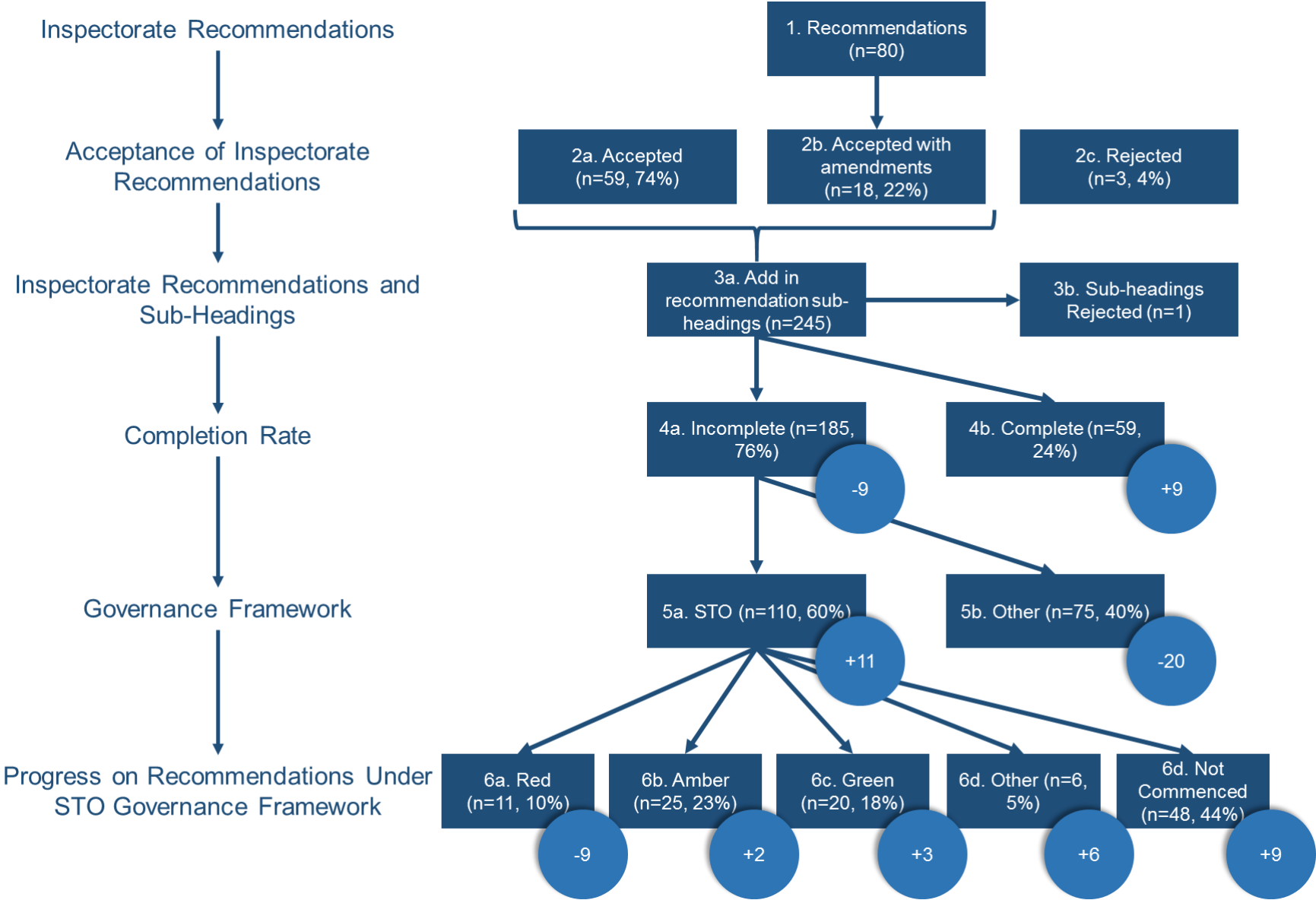
As of 7 November 2017, 59 recommendations (just under one quarter) were categorised by the Garda Síochána as complete, an increase of nine since the last report in July 2017. As outlined in previous sections of this report, requests for supporting information to evidence the completion of the recommendations were submitted to the Garda Síochána at the beginning of August. At the time of writing a handful of documents pertaining to a small number of the recommendations have been received. These will be reviewed and an assessment provided in the fifth report. The list of recommendations marked as complete by the Garda Síochána and their current, verified status is given at [Appendix 2](#).

The STO has raised an issue with respect to those recommendations within CPI that were accepted by the Garda Síochána with amendments in the Government Decision of July 2016. The Garda Síochána has proposed that the amendments that were accepted resulted in a change in the intent of these recommendations changing. As a result, in some cases where recommendations marked as complete were assessed as partially complete by the Authority in the third Report to the Minister, the Garda Síochána contends that work done to date fully completes the amended requirement and therefore no further work is intended.

The Authority has visibility of the 18 recommendations, which were accepted with amendments, but no clarification of what these amendments entailed was ever received. Furthermore, within these recommendations are further sub-headings and actions for which amendments were not specified within the Government Decision, and the Authority has not received any supporting documentation to express how the amendments would influence these sub-headings. Without this information, it is not yet possible to conclude whether or not the work undertaken by the Garda Síochána has achieved the intent of the amended recommendations.

In order to bring clarity as to the intent of this subset of recommendations, and establish the degree to which these recommendations are completed, the Authority will further consult with the Garda Síochána and the Garda Inspectorate and continue to pursue outstanding requests for information. As a result, the Authority expects to be in a position to validate the reported degree of progress made by the Garda Síochána in the fifth Report to the Minister.

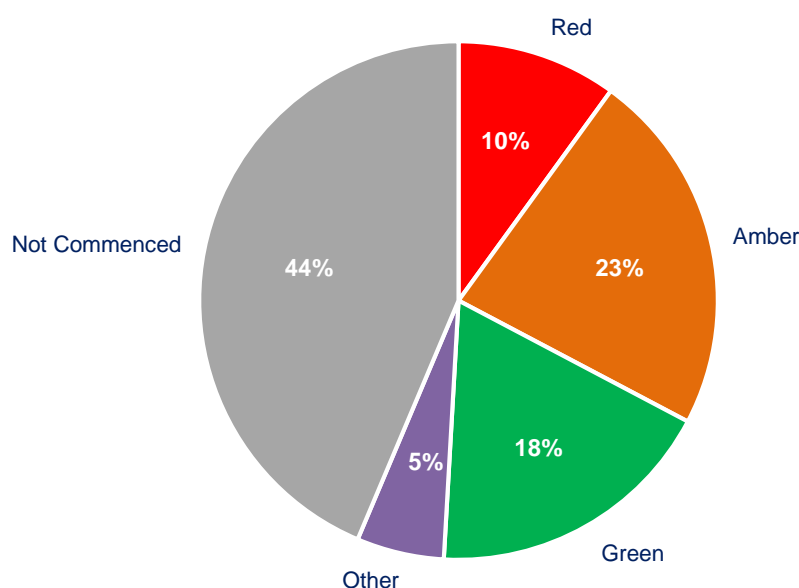
Figure 3: Status of recommendations versus 3rd Report



Recommendations falling under the Strategic Transformation Office (STO)

The STO is now playing a larger role in the implementation of the CPI recommendations and now has governance over 60% (110) of outstanding recommendations and sub-headings. Key priority projects including civilianisation, the divisional model (formerly referred to as the functional model) and the Code of Ethics all now sit under the STO governance framework. The chart below sets out the RAG status for these recommendations and a full list of these recommendations is set out in [Appendix 4](#).

Figure 4: RAG Status for recommendations under the STO governance framework

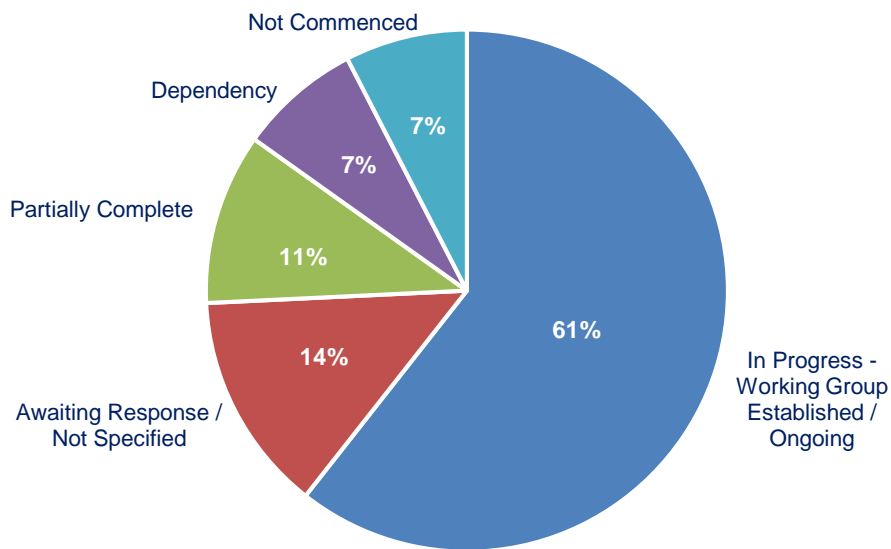


- 56 (51%) of outstanding recommendations under the STO have been given a RAG status, of which;
 - 20 (18%) are classified as Green, On Track – an increase of 3 on the previous report
 - 25 (23%) are classified as Amber, Under Control – an increase of 2 on the previous report, and
 - 11 (10%) are classified as Red, Critical – a decrease of 10 on the previous report.
- 6 (5%) of recommendations have not been assigned a RAG status, but are in progress. These recommendations are all being addressed by civilianisation, and due to this only recently being brought under the STO, require further assessment. However, based on earlier commentary in this report, the Authority would assess the lack of progress in this area as being critical.
- 48 (44%) of recommendations are being addressed by projects which have yet to commence. There are six key projects which will address the majority of these recommendations when completed and include:
 - Organisation Structure & Design
 - Workforce Planning
 - Policy Framework: Central Repository
 - Policy Framework: Governance Document Audit
 - Learning & Development Strategy
 - HRPD Transformational Strategy

Recommendations falling under the Implementation Group

There are 75 recommendations that fall outside the governance structure of the STO. There are currently eight of these assigned to government departments (seven to DoJE and one to DPER) and one remains unassigned. The remaining 66 fall under the governance framework of the “Implementation Group”, led by the Deputy Commissioner for Policing and Security. The status of these 66 recommendations is set out below in Figure 5 and are set out in detail in [Appendix 3](#).

Figure 5: Status of Recommendations under the governance of the Implementation group



- 40 (61%) are currently in progress, have a working group established or are ongoing;
- 9 (14%) have not been assigned any status;
- 7 (11%) of recommendations have been classified as partially complete. These primarily relate to recommendations, which were accepted with amendments, and as previously stated the Authority will need further consultation with the Garda Síochána and Garda Inspectorate to make a final assessment on these recommendations;
- 5 (7%) have not been commenced; and
- a further 5 (7%) have not been commenced due to being dependent on the completion of other recommendations contained in CPI.

There has been a shift in responsibilities for recommendations falling outside of the STO, since the last Authority report. The Executive Director for HRPD was assigned 20 recommendations but this has since been reduced to 14. Similarly, the Chief Administrative Officer had been assigned 10 recommendations but now has three. The majority of those involved in the Implementation Group have had the number of recommendations assigned to them reduced. The most notable exception is the Assistant Commissioner for Community Engagement and Public Safety, and Dublin Metropolitan Region, who had 10 recommendations in the previous report, but now has 15.

Table 2: Assignment of recommendations within the Implementation Group.

Department/Unit/Individual	No. Recommendations Assigned
CAO, Joseph Nugent	3
D/C Governance and Strategy, <i>currently vacant</i>	4
A/C Community Engagement & Public Safety and DMR, Patrick Leahy	15
A/C Governance & Accountability, Eugene Corcoran	3
A/C Roads Policing & Major Event Management , Michael Finn	2
A/C Security and Intelligence, Michael O'Sullivan	3
A/C Special Crime Operations, John O'Driscoll	2
A/C Western Region, Orla McPartlin	3
Executive Director Finance, Michael Culhane	4
Executive Director, HRPD, John Barrett	14
Executive Director ICT, Liam Kidd	2
Joint Responsibility	7
Other/Not Specified	4
Total	66

Assessment

Notwithstanding the aforementioned challenges in evidencing the recommendations that have been marked as completed, the mapping exercise has proven useful in giving a sense of the activity happening within the restructuring and prioritisation exercises.

Based on the information reported, the progress in this Report is less concerned with individual recommendations and more to do with the Garda Síochána making some key changes to the governance and accountability arrangements and prioritisation. The STO is focusing on getting priority projects that were not performing back on track. Within the Implementation Group, the greater divesture of recommendations may allow for a more focused effort on fulfilling fewer recommendations, faster. However, the impact of this remains to be seen. Furthermore, the degree of flux within the Garda Síochána with regard to ownership of individual recommendations may mask progress made as to which recommendations have been progressed and which have simply been reassigned.

The Authority will continue to pursue the Garda Síochána, and particularly the Implementation Group, to develop a more consistent level of reporting across all recommendations and for greater depth of evidence on completed recommendations. Furthermore, the Authority will also consult with key stakeholders within and outside of the Garda Síochána to develop a concise view of the impact of any amendments on the relevant recommendations, so that those, which are complete, and those that still require development can be more clearly identified.

9. Policing Authority Priorities

Introduction

As outlined in previous reports, the Authority had expressed concern as to the level of appetite within the organisation for reform, as evidenced by the lack of prioritisation within the MRP. The Authority identified a number of priorities for its oversight work, any progress in these areas is examined in each report, and these are:

- Composition and Structure of the Garda Workforce
- Garda Resource Deployment
- Supervision
- Data Quality
- Victims
- Culture

In the most recent draft of the Policing Plan for 2018, the Garda Síochána has adopted the six priorities identified by the Authority and developed key targets around them. While there was some initial concern that the Garda Síochána may have simply adopted these priorities as an appeasement of sorts, in the Authority's meeting in Public on 23 November 2017, the Garda Commissioner assured the Authority that these priorities were adopted as they were a sensible approach to developing the organisation.

Their incorporation into the Policing Plan will deliver regular and consistent reporting on targets related to these priority areas, which will better facilitate the oversight process, and will result in a higher level of scrutiny on the Garda Síochána's performance in these areas. The Authority also welcomes that the draft 2018 Policing Plan now repositions the chapter covering Organisation Development and Capacity Improvement, giving the modernisation and reform agenda greater prominence and emphasis.

Progress against Priorities

The thematic areas selected for review within this report address a number of the projects that fall within the priorities identified by the Authority, and have been considered in depth in the relevant chapters.

In order to provide an overview with progress against all the projects under the priorities, a table has been prepared ([Table 3](#), overleaf) that summarises their current status as at November 2017 reported by either the STO or the Implementation Group, as appropriate. It is interesting to note that the completion of this table contains a practical reflection of the difficulties (considered in [Section 3](#)) in understanding the extent of progress made. The current reporting is more illuminating in terms of the risk associated with any given project but somewhat more opaque when it comes to measuring progress.

In some cases there may be little to report from quarter to quarter, particularly where significant progress has already been made. However, there are a number of projects where significant progress has been made since the last report; this is reported by project below.

Table 3: RAG or other Status assigned to Priority Projects

Priority Area	Associated Initiatives and Projects	Governance	RAG or other status
Composition and Structure of the Garda Workforce	Civilianisation	STO	No status available
	Divisional/Functional Model of Policing	STO	Under Control
	Garda Reserve	A/C Community Engagement & Public Safety	In Progress
Garda Resource Deployment	HR Operating Model	STO	On Track
	HR Strategy	STO	Complete*
	Roster and Duty Management	STO	Under Control
Supervision	PAF Processes and Procedures	STO	On Track
	PALF	STO	On Track
	Performance Accountability Framework Technology Support	STO	On Track
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	Competition commenced
	Investigations Management	STO	Under Control
	Contact Management System	STO	Critical
	CAD 1	STO	On Track
	CAD 2	STO	Under Control
	Protective Services Units Phase 1	STO	Under Control
Victims	Culture Audit	STO	On Track
Culture	Code of Ethics	STO	On Track
	National Operating Framework	STO	Critical

*As discussed in [section 6](#), this is not the HR Strategy for the Garda Síochána organisation.

Divisional Model

As per the third Report, the functional model had been progressing in the four pilot divisions, each in isolation. Rather than strict functional models, hybrid models (combining both a functional and geographic focus) were being developed according to the specific needs of each division. While considerable work was completed and learning was achieved, it resulted in disparate structures and models, which may not necessarily be replicable beyond the pilot areas.

In order to bring more consistency to the development of the new model, in October the STO assumed governance of the project; the project was renamed the Divisional Policing Model; and a Design Authority group was established to formulate the structure of the new model. Throughout October and November a series of workshops were held under the leadership of Assistant Commissioner Michael Finn, with management from each of the four pilot divisions and other stakeholders in attendance.

These workshops were aimed at reaching a consensus on the design of the model to be employed across the four pilot areas.

Representatives of the Authority Executive attended two of these workshops in an observational capacity. It is apparent that considerable progress was made in formalising the design of the model, and that there was positive and constructive discourse emerging from the meetings. As had been envisaged in the “functional model” concept there is a greater emphasis on the segmentation of policing roles and responsibilities into hubs within a division, rather than a segmentation of a division into districts.

The provisional design for the new Divisional Model will see Superintendents moving away from solely being responsible for a geographic area to being responsible for a functional hubs. Core to the model are community engagement and public safety hubs. There will be two of these per division focused on day-to-day uniform policing, engaging with the public and lower level crime. A Crime Hub will have responsibility for serious crime investigations and intelligence while a Governance Hub will have responsibility for performance, strategy, discipline, professional standards and criminal justice. The final hub will be civilian led and will be responsible for administration and support services. This final hub will remove administrative burdens from superintendents allowing them to dedicate more time to supervision, operational policing and engagement. Furthermore, this will be the source of redeployment to ensure a greater policing presence in communities.

Progress in this area has been encouraging, there are still elements to be finalised by the Design Authority including the allocation of responsibility for roads policing, and major event management, the point at which crimes are escalated from community engagement and public safety hubs to the crime hubs and the number of community engagement hubs within a division.

Progress had been ongoing within the various pilot areas with each one developing a functional model particular to its own context. The work being undertaken currently to ensure sufficient commonality in the model used across the various areas will delay the roll out of the project but is to be welcomed if it ensures the success of the model into the future. The divisional model is a key change in how policing is organised and how civilians can take on roles currently being undertaken by sworn members, release them to frontline policing. The Authority welcomes the fact that Garda Síochána is putting more resources into the management of this key project as evidenced by the review of progress to date and the work being undertaken to standardise the approach across the pilot areas. This is an initiative that the Authority expects to see move with pace given its importance as an enabler for other aspects of the MRP.

As elements of the design are still being finalised, it would be premature to make an assessment of the proposed changes. The Authority will be seeking clarification on a number of issues including, but not limited to, supervision arrangements within hubs, reassurances on the scale of redeployment that can be achieved through civilianisation and a final view of allocation of responsibilities within divisions. The Authority would also welcome a presentation of the model when the design and associated responsibilities have been finalised but before its implementation has fully commenced.

Supervision

There are two key projects within the area of supervision; the Performance and Learning Framework (PALF) and the Performance and Accountability Framework (PAF).

The last report to the Minister reported that the PALF system had been developed but that training had been delayed due to a bug in the system. This has since been addressed and training has been ongoing

since October. There have been reports of low attendance at some training centres. Communication materials have been distributed across all Garda Regions for further distribution and a HQ Directive, guidelines and a brief guide had been uploaded to the Garda Portal. A training plan was also being developed by the Garda College.

Supervision was a significant factor arising from the Crowe Horwath examination into issues arising with MIT breath tests and the Fixed Charged Penalty System. The Garda Síochána's response to the Report positions the implementation of it and the PALF as a key tool in addressing the recommendations arising from the Report. The draft Policing Plan 2018 contains a commitment that all Gardaí will have had a performance conversation under PALF prior to year-end. Noticeably training on the Performance Management and Development System for civilian staff will only commence in Q4. In the Authority's view, this is not a satisfactory situation and the Authority has urged the Garda Síochána to expedite the roll out of PMDS and ultimately consider a unitary performance process across all sworn and civilian staff.

The Performance and Accountability Framework currently has two elements which are active. The processes and procedures element details the processes that should be included at daily/monthly/weekly PAF meetings at regional, divisional, district and unit level. The second element is the supporting IT system. While both of these have maintained a Green status each month since the last report, the processes and procedures project has had its "Go live" date pushed from Q3 to Q4 2017, as further progress on this project is contingent on the relevant IT systems being implemented.

Ethics

There have been a number of developments in embedding the Code of ethics, which represent progress in its embedding in the organisation. 20,000 print copies of the code of ethics were distributed throughout the organisation in Q4 2017. On 22 September, for the first time, newly sworn members of the Garda Síochána signed a document at their attestation confirming that they had read and will follow the code. This will be an integral part of all subsequent attestations. Following the completion of a procurement process to get the services of an external firm with relevant expertise, the rollout of training has commenced. On 7 November, the Senior Management Team underwent ethics training, and the first of the regional launches to Assistant Principals, Superintendents, Principal Officers and Chief Superintendents took place on 11 and 15 December 2017. Finally, the 2018 Policing Plan is prefaced with the code of ethics and contains a commitment to embedding the Code.

Since the Code was launched in January 2017, the Code of Ethics Committee of the Authority has continued its work in 2017 to drive and oversee the work in the Garda Síochána of rolling out and embedding the Code, which is the responsibility of the Garda Commissioner. On a number of occasions in 2017, the Committee expressed frustration with the slow pace in developing and finalising the plan to roll out the Code. In June 2017, the Authority wrote to the Garda Commissioner expressing concerns at the absence of a satisfactory plan for the roll out of the Code.

A project team is now in place in the Garda Síochána to roll out the Code and the Authority is satisfied that progress is now being made in this regard. However, this project will need consistent and sustained support from senior management in 2018 if it is to have the cultural impact on the organisation that is urgently needed. In order to maintain a high level of oversight of this project, the Authority decided at its meeting in November 2017 to extend to terms of reference of the Ethics Committee to continue its work in 2018.

10. Conclusions and Next Steps

This fourth report gives some assurance that key concerns expressed by the Authority consistently in previous reports – regarding governance, reporting, pace, resourcing and prioritisation – are now the focus of attention of Garda Management. The Authority welcomes this development. This work is at an early stage, the Authority will review the outcomes of this work to gauge whether, and to what extent they give assurance to the Authority that the issues have been resolved. This will be reported on in detail in the next report to the Minister.

This report has looked at Human Resources within the Garda Síochána, at a time of significant change in terms of the number and composition of the workforce. The work to develop processes, systems and infrastructure that will allow for a modern HR function within the organisation must continue with pace. So too must the implementation of the commitments given to redeployment and civilianisation. The Authority reiterates again in this report the importance of the Garda Síochána articulating a vision for the organisation that can guide this work. There is significant opportunity and challenge in the accelerated recruitment currently being undertaken, and in this context, a HR Strategy for the organisation is urgently required.

There has been significant underinvestment in ICT in the Garda Síochána and the MRP contains a range of measures designed to address this legacy. The Authority welcomes the development of a new ICT Strategy and the sense that it will include and balance the needs of existing, legacy infrastructure as well as the development of new systems necessary for a modern policing organisation. In terms of the approach to the development of the strategy, it will be important that this is developed and owned by Senior Management across the organisation to ensure that there is clarity with regard to the priority areas. The ICT Governance Board could develop a richer role in terms of the direction it provides to the organisation. This would require moving beyond a focus on 'reporting in'. Given the level of investment required and import of the ICT development for the organisation, greater visibility and a more tangible link with the funding and resources being expended is something that must be developed

Next Steps

In addition to the ongoing assessment of progress, there are a number of actions that the Authority will undertake to inform the next report. These include:

- A review of the impact of the restructuring of the STO and the additional resourcing approved to assess its efficacy in terms of improved pace, delivery, governance and reporting;
- A review of the outcomes of the prioritisation exercise;
- The development of monthly reporting by the Garda Síochána that affords the Authority sufficient information to determine the progress being made across all the recommendations;
- An assessment of recommendations marked as complete and an agreed understanding of the modification of recommendations and their impact on the achievement of the intent and benefits envisaged by the Inspectorate; and
- An initial assessment of the impact and benefits of the work completed within the MRP to date.

Appendices

11. Appendices

Throughout the Appendices, recommendations from *Changing Policing in Ireland* are shown by the CPI recommendation number (i.e. chapter, recommendation number) and sub-recommendations are numbered sequentially by the recommendation they derive from, e.g. 1.1.1, 1.1.2, 1.1.3.

Appendix 1: Status of Business Cases submitted, as at 13 December 2017

Details of Request	No. of positions	Key dates			Current Status
		Received from GS	Approved By PA	DPER Sanction to GS	
Priority posts					
Posts CO-AP & professional grades	86	13-Oct-16	24-Nov-16	24-Jan-17	137 positions in total 3 Ex. Dir posts and 2 PO filled from GS internal panel. Posts approved directly by DJE: recruitment ongoing
8 senior posts	8	13-Oct-16	24-Nov-16	3-Feb-17	
Posts to facilitate redeployment	43	n/a	n/a	3-Feb-17	
Cleaning Staff in Garda College	11	9-Feb-17	8-Mar-17	20-Apr-17	This was to regularise the position of existing staff under a WRC agreement.
Principal Administrator in Garda College (PO)	1	23-Jun-17	29-Jun-17	14-Jul-17	Appointment from GS internal promotion panel.
Garda College Administration staff	12	23-Nov-17	12-Dec-17		The initial business case in June sought 36 positions but a revised request was received in November and 12 posts have now been approved by the Authority
Garda College Training function	64	23-Jun-17			Clarifications sought – awaiting response from GS
Divisional Model APs	4	23-Jun-17	4-Aug-17	11-Sep-17	4 positions at AP level have been approved and sanctioned.
Divisional Model	60	23-Jun-17			Clarifications sought – awaiting response from GS
Internal Audit	8	23-Jun-17	30-Nov-17		Clarifications now received and number of positions revised; now submitted for Ministerial consent
Fleet Management (including 1 PO)	11	3-Jul-17			Clarifications sought – awaiting response from GS
Professional Standards	1	3-Jul-17			The business case specifies one position, with a potential further seven positions being sought in another business case yet to be received. Clarifications sought – awaiting response from GS
Tipperary Division	1	19-Jul-17			Under consideration
Cyber Crime Bureau	7	19-Jul-17			Under consideration

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Details of Request	No. of positions	Key dates			Current Status
		Received from GS	Approved By PA	DPER Sanction to GS	
National Crime Bureau	8	30-Nov-17			Original case submitted for one HEO in July now replaced with a revised case for 8 staff
Chief Data Officer	1	21-Jul-17	27-Jul-17	10-Aug-17	Advertised by PAS on behalf of TLAC 17-Nov-17
Corporate Communications	10	21-Jul-17	7-Nov-17		DPER queries sent to GS on 30-Nov-17
Resources to support MRP	22	21-Nov-17	29-Nov-17		24 posts sought; 22 approved; submitted for Ministerial consent
Community Engagement (PO)	1	24-Oct-17			Clarifications sought; now awaiting formal resubmission
Data Protection Officer (PO)	1	7-Nov-17	27-Nov-17		Submitted for Ministerial consent
GISC	24	7-Nov-17			Clarifications sought – awaiting response from GS
Garda Analysis Service	25	7-Nov-17	5-Dec-17		Submitted for Ministerial consent
Facilities Manager DMR South Central	1	7-Nov-17			Under consideration
Total requests	410				

This is represented by:

Grades	Submitted	Approved by PA	Fully sanctioned
Executive Directors	4	4	4
Principal Officers	15	13	6
Assistant Principal Officers	32	31	20
Higher Executive Officers	36	19	14
Executive Officers	160	87	42
Clerical Officers	142	63	54
Professional Grades	7	4	3
Other	14	11	11
	410	232	154

Appendix 2: Recommendations marked as Complete

No.	Description	Verified Status
Chapter 1 – Developing a More Effective Structure for the Garda Síochána		
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)	Not verified
1.2.2	Remove the DMR armed response function from the SDU.	Information received, not yet reviewed
1.3.1	Establish a National Major Investigation Team.	Not verified
1.4.1	Develop a single point of entry for all forensic exhibits. (Short term)	Partially complete
1.5.1	Merge the current functions of Crime Policy and Administration Bureau with other relevant Garda units as set out in this chapter.	Not verified
1.5.3	Review the allocation of resources assigned to the SDU	Not verified
1.5.4	Publish clear protocols outlining the responsibilities of all units within this portfolio.	Not verified
Chapter 2 – Enhancing Operational Deployment Practices		
2.6.3	Focus on reducing and effectively managing planned and unplanned abstractions.	Partially complete
Chapter 3 – Enabling Organisational Change		
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)	Not verified
3.4.1	Create a governance unit to support the work of the Deputy Commissioner.	Not verified
3.4.2	Membership of the board should include the chairs of the three governance committees and high-level decision-makers.	Not verified
3.4.4	The GIAS to report directly to the Deputy Commissioner Governance and Strategy.	Not verified
3.4.5	Amalgamate the governance roles of the Change Management Section and the STO.	Not verified
3.4.6	Develop a Standard Operating Procedure for identifying and managing all critical incidents.	Not verified
3.4.9	Review the approach to self-inspections as outlined in the Inspections and Reviews HQ Directive.	Not verified
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)	Complete
3.5.1	Recruit a fully trained, professional Risk Management Officer (RMO) as a senior member of Garda staff.	Not complete
3.5.2	Create a full-time Risk Management Office to support the work of the RMO.	Complete

No.	Description	Verified Status
3.5.3	The Risk Management Governance Committee to meet at least quarterly.	Complete
3.5.4	With the change in divisional structure, create divisional risk registers.	Commenced
3.5.5	All risk registers must be quality assured by the Risk Management Office.	Commenced
3.5.7	Implement operational risk management strategies across the organisation.	Not verified
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.	Partially complete
3.5.10	Review the training requirements for all supervisory staff on identification, assessment and mitigation of risk.	Complete
3.6.2	Develop processes to test the knowledge and understanding of critical incident management principles.	Not verified
3.6.4	Ensure that supervisors are trained, confident and capable of enforcing standards of performance, dress and behaviour.	Not verified
3.12.2	Develop 360-degree reporting as part of all senior management promotion and development programmes.	Complete
3.17.3	Focus on reducing the number of discourtesy and customer service complaints.	Not verified
3.21	The Garda Síochána establishes and convenes the Communications Advisory Council without further delay. (Short term)	Partially complete
3.25.4	Train all operational Garda personnel on data protection legislation, their obligations under it and their rights to information authorised by it.	Not verified
Chapter 4 – Making the Most Effective use of Human Resources		
4.3.3	Establish a competencies catalogue identifying all positions, the required skills and their role in supporting organisational goals.	Not verified
4.5.1	Empower the Executive Director with the authority to drive the change programme to deliver modern HR practices.	Not verified
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.	Not verified
4.7.5	Develop a proactive recruitment process for Reserve members, particularly those from diverse communities.	Not verified
4.9.2	Establish specific knowledge, skills and abilities criteria for positions.	Not verified
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.	Not verified
4.10	The Garda Síochána develops a modern, supportive employee assistance strategy and service with access to professionally trained counsellors. (Medium term)	Complete
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.	Not verified

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No.	Description	Verified Status
4.10.3	Provide for a mandatory debrief following traumatic incidents, as defined by policy.	Not verified
4.11	The Garda Síochána develops a clear, comprehensive attendance management policy to reduce the number of working days lost. (Short term)	Partially complete
4.11.1	Engage with key stakeholders including staff associations, unions, management and the Chief Medical Officer.	Complete
4.11.2	Develop a system to provide accurate attendance management data for both members and Garda staff.	Not complete
4.11.3	Develop a health and well-being programme for all employees.	Not verified
4.11.4	Establish clear responsibilities and local support for supervisors for ensuring the well-being of members and Garda staff.	Complete
4.11.5	Establish routine audits of absence records, particularly for uncertified absences.	Partially complete
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)	Not verified
4.14.1	Allocate a ring-fenced budget to the Garda College for training.	Not verified
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)	Not verified
Chapter 5 - Improving the Efficiency of Financial, Information Technology and other Resource Practices		
5.3	The Garda Síochána reviews the procurement process to ensure that all possible efficiencies are made. (Short term)	Not verified
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)	Information received, not yet reviewed
5.10	The Garda Síochána ensures effective supervision of fuel purchases and enhanced governance of the fuel programme. (Short term)	Not verified
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)	Not verified
5.13	The Garda Síochána develops a transport strategy for the Garda fleet. (Medium term)	Information received, not yet reviewed
5.13.1	Procurement processes should provide for expenditure limits rather than single procurements tied to the current sanction.	As 5.13
5.13.2	Sanction should be sought from the Department of Public Expenditure and Reform for a multi-year budget forecast for vehicles.	As 5.13
5.13.3	Improve management of vehicles.	As 5.13
5.13.4	Ongoing review across the organisation for efficiency in vehicle rotation.	As 5.13

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No.	Description	Verified Status
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)	Not verified
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)	Not verified

Appendices

Appendix 3: Active and Inactive Recommendations managed outside of the STO

Recommendations are grouped by owner.

No.	Description	Status
Chief Administrative Officer, Joseph Nugent		
3.19	The Garda Síochána develops additional volunteering in policing initiatives. (Short term)	Not Commenced
3.25.1	Identify inter-organisational relationships where protocols or memoranda of understanding are required, and develop such protocols as necessary.	Awaiting Response
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.	Awaiting Response
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.	Awaiting Responses
Deputy Commissioner Governance And Strategy, <i>currently vacant</i>		
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
5.14.1	Re-invigorate the joint labour/management Uniform Committee and its role in uniform decisions.	In Progress
5.14.2	Ensure that operational personnel are provided with the opportunity to have direct input on uniform recommendations.	In Progress
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.	In Progress
Assistant Commissioner Community Engagement & Public Safety and DMR, Patrick Leahy		
1.3.5	Publish clear protocols outlining the responsibilities of all units within this portfolio.	Not Commenced
3.16	The Garda Síochána produces a single Customer Service Charter and develops national Customer Service Guidelines for all employees. (Short term)	In Progress
3.16.1	Ensure that the customer service charter has targets that are specific, measurable, achievable, realistic and timely.	In Progress
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.	In Progress
3.16.3	Include details in the charter on how the public can help the Garda Síochána.	In Progress

No.	Description	Status
3.16.4	Publish charter results on the Garda website and in the annual report.	In Progress
3.16.5	Focus on resolving customer enquiries at the first point of contact.	In Progress
3.16.6	Develop customer service/customer care as a key competency for all assessment processes.	In Progress
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.	In Progress
4.4	The Garda Síochána develops a strategic plan for maximising the operational effectiveness and contribution of the Garda Reserves. (Short term)	In Progress
4.4.1	Re-establish the Reserve Management Unit to provide a central point of contact and coordination.	In Progress
4.4.2	Provide training for all staff on the role, responsibility and use of the Reserve.	In Progress
4.4.3	Establish a reserve command structure with consistent reporting and assignment frameworks for all Reserve members.	In Progress
4.4.4	Create a skills inventory for all Reserves.	In Progress
4.4.5	Provide PALF performance reviews for reserves and opportunities for development through the same programmes provided to full-time members.	In Progress
Assistant Commissioner Governance and Accountability, Eugene Corcoran		
3.5.9	Develop an anti-corruption strategy.	In Progress
3.6.3	Review the enquiries (formal and informal) that are currently received in Crime Policy and Administration and other policy units to identify knowledge gaps and reduce that demand.	Status not given
5.14	The Garda Síochána reviews the current uniform for practicality, suitability and visibility. (Short term)	In Progress
Assistant Commissioner Roads Policing & Major Event Management, Michael Finn		
1.2.5	Merge the GNTB and the DMR Traffic Division and explore opportunities to create a central DMR traffic unit.	Awaiting Response
1.2.9	Lead on major event planning and resourcing.	Partially Complete
Assistant Commissioner Security and Intelligence, Michael O'Sullivan		
1.2.1	Create a National Firearms Command Unit.	Partially Complete
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.	Ongoing
1.2.4	Develop Standard Operating Procedures for the deployment of armed units, including those on close protection duties.	In Progress

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No.	Description	Status
Assistant Commissioner Special Crime Operations, John O'Driscoll		
1.2.7	Review the deployment and resources of Operational Support Units to maximise their efficiency.	In Progress
1.3	The Garda Síochána implements the structure and operating model for Serious Crime Services as displayed in Figure 1.3. (Medium term)	Partially Complete
The following recommendations are jointly owned by the Assistant Secretary John O'Callaghan, Department of Justice and Equality		
1.4	The Forensic Functions of the Garda Technical Bureau be divested to the Forensic Science Laboratory.	In Progress
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)	Dependent on 1.4
1.4.4	In the interim, second Technical Bureau experts to the Forensic Science Laboratory. (Short term)	Dependent on 1.4
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)	Dependent on 1.4
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)	Dependent on 1.4
Assistant Commissioner Western Region, Orla McPartlin		
3.27	The Garda Síochána implements an electronic document policy that supports the use of email for official internal administrative communications. (Short term)	In Progress
3.27.1	Identify appropriate standards for use and retention of emails and other electronic documents.	In Progress
3.27.2	Identify user groups for email messages to limit duplication and unnecessary volume.	In Progress
Owned by multiple Assistant Commissioners		
1.2.8	Take the national lead for major emergency planning. A/C Security and Intelligence, A/C Special Crime Ops, A/C Roads Policing and Major Event Management	Partially Complete
1.2.10	Publish clear protocols outlining the responsibilities of all units within this portfolio. A/C Sec & Intel and A/C Special Crime Ops and A/C Roads Policing and Major Event Management	Partially Complete
Executive Director Finance, Michael Culhane		
5.3.1	Consider the scope for contract re-negotiation in each service, subject to procurement.	In Progress
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

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No.	Description	Status
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)	In Progress
5.13.5	Increase the allocation of marked vehicles to ensure balance of operational need and visibility.	Ongoing
Executive Director Human Resource and People Development, John Barrett		
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.	In Progress
3.5.6	Develop a policy on substance misuse and testing.	Awaiting Response
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)	Ongoing
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)	Not Commenced
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.	Not Commenced
4.8.2	Develop a suitable, abridged training course to take into account the skills of successful candidates.	Not Commenced
4.9.1	Implement a tenure policy to encourage rotation and development of staff.	Awaiting Response
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
4.12.1	Define the full range of duties and capabilities needed to perform as a member.	In Progress
4.12.2	Establish guidelines regarding length of duration for limited duty functions.	In Progress
4.12.3	Review whether members in the reduced hour's category should be classified as full duty.	In Progress
4.12.4	Develop centralised management and oversight of members on limited or reduced duties.	In Progress
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
5.6	The Garda Síochána explores opportunities to develop income generation from the external use of the Garda College. (Medium term)	In Progress

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No.	Description	Status
Executive Director ICT, Liam Kidd		
3.24	The Garda Síochána provides internal and external email to all staff without the need for application and specific approval. (Short term)	Awaiting Response
5.17	The Garda Síochána establishes an ICT Governance Committee to develop an ICT strategy and ensure alignment with the corporate priorities. (Short term)	In Progress
Chief Superintendent Gerry Russell		
1.2	The Garda Síochána implements the structure and operating model for Operational Support Services as displayed in Figure 1.3. (Medium term)	Partially Complete
Inspector Community Relations, <i>not named</i>		
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)	Dependent on 3.16
Department of Justice and Equality		
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)	Not in scope
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)	Not in scope
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)	Not in scope
4.18	The Department of Justice and Equality in conjunction with AGS provides for annual sequenced recruitment of new Gardaí to allow sufficient time between recruit groups	Not in scope
5.1	The Department of Justice and Equality convenes a group comprising the Garda Síochána and the Department of Public Expenditure and Reform and the impending Policing Authority to review the Garda budget negotiation and allocation process, to enable a more comprehensive explanation and appropriate detailed negotiation of the financial strategy and resource needs of the organisation. (Short term)	Not in scope
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)	Not in scope
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)	Not in scope

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No.	Description	Status
Department of Public Expenditure and Reform		
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)	Not in scope
No Owner Assigned		
1.3.2	Establish a Serious and Organised Crime Unit, which includes cybercrime, human trafficking and serious fraud investigations.	Partially Complete
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.	Status not given

Appendix 4: Active and Inactive Recommendations managed through the STO

No.	Description
In progress, 'Critical'	
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)
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)
3.14.1	Develop a programme for community engagement.
3.14.2	Ensure consistency in approach across all urban or rural
3.14.3	Develop a structured process for conducting Garda clinics and meetings with local communities.
3.14.4	Develop divisional stakeholder and contact databases.
3.14.5	Develop a process for identifying and addressing Community priorities
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)
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)
3.17.1	Develop, in consultation with customers, alternative forms of access for members of the public.
3.17.2	Consider options for obtaining customer feedback such as customer comment cards, on-line systems or mystery shoppers.
In progress, 'Under Control'	
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)
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)
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)
3.25	The Garda Síochána develops and communicates clear protocols and guidelines, as necessary, to support information sharing with other government agencies. (Medium term)
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)

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No.	Description
4.10.1	Engage in proactive outreach programmes and CPD training to support members in maintaining healthy practices.
4.13	The Garda Síochána establishes and implements one performance management system for all members and Garda staff.
4.13.1	Central monitoring to ensure consistency and fairness of evaluation and in the application of sanction.
4.13.2	Ensure that clear sanctions are in place to address all levels of underperformance, up to and including dismissal.
4.13.3	Consider an external evaluation of the new process.
In progress, 'On track'	
4.5	The Garda Síochána creates a single HRM Directorate. (Short term)
4.5.2	Amalgamate the Garda staff and Garda member HRM functions.
4.5.3	Co-locate HRM personnel where possible.
4.5.4	Release the Chief Superintendent HRM to operational duties.
4.5.5	Devolve HR decision-making to the lowest appropriate level.
4.5.6	Establish clear policies delineating the specific roles and responsibilities of devolved HRM units.
4.5.7	Provide HR business support at the most appropriate level.
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)
4.7.2	Develop a more efficient member application process, including rolling applications.
4.21.3	HRM should hold all training records.
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)
In Progress, no RAG Status provided	
2.6.5	Enhance Garda visibility by increasing the time spent out of Garda stations.
4.2.1	Assess the range of options available to the Garda Síochána to adjust the workforce mix.
4.2.2	Identify any legislative or procedural challenges causing rigidity in workforce composition.
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)
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.

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No.	Description
4.3.7	Prepare a business case report as justification for any rejection of Garda staffing of administrative positions.
Not Commenced	
1.2.6	Take the national lead for command and control and for the development of national call handling practices.
1.5	The Garda Síochána implements the structure and operating model for Security and Intelligence Services as displayed in Figure 1.3 (Medium term)
1.5.2	Establish a Border Security Unit.
2.1	The Garda Síochána implements the model for regional deployment of national resources as displayed in Figure 2.2. (Medium term)
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.
2.1.2	Seek all opportunities to regionalise national unit resources to improve service delivery.
2.1.3	Seek all opportunities to reduce management and administrative overheads.
2.1.4	Publish clear protocols outlining national and regional unit responsibilities.
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)
2.6	The Garda Síochána develops a Standard Operating Procedure to improve operational deployment of Garda resources. (Short term)
2.6.4	Review the operational deployment of all specialist units.
2.6.6	Develop a range of indicators to measure the effectiveness of deployment practices.
2.8	The Garda Síochána develops multiple rosters that optimise the deployment of all Garda resources and specifically includes: (Short term)
2.8.2	Rosters that optimise the operational deployment of national, regional and divisional units involved in proactive operations and criminal investigations.
2.8.3	Rosters that optimise the operational deployment of local and specialist units such as traffic and community policing.
2.8.4	Non-operational rosters for those units at all levels that do not need to work extended hours.
3.3.1	Move towards a single, digital repository system of information that is up-to-date with current policies and procedures.
3.3.2	Conduct a formal impact assessment for all medium to high-risk policies and directives that require action to be taken.
3.3.3	Develop a process to ensure that supervisors have the knowledge, skills and training to ensure effective policy and directive implementation.
3.3.4	Develop data sources and key performance indicators to assist supervisors to monitor compliance.
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)
3.6.1	Ensure that decision-making and recording of decisions are part of all training courses.

Appendices

No.	Description
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)
3.10.1	Create a process to provide early identification and acknowledgement of good work and committed service.
3.10.2	Develop a divisional level commendation process and formal ceremony.
3.10.3	Develop long service awards for Garda staff and reserves.
3.10.4	Introduce a long service award ceremony.
3.10.5	Include the importance of and process for recognition of good work in all promotion-training courses.
3.11	The Garda Síochána develops a Talent Management Strategy to identify and develop leaders for the future. (Short term)
3.12	The Garda Síochána develops key performance indicators to measure the effectiveness of leadership and supervision initiatives. (Medium term)
4.3.2	Assess each staff position for functionality, criticality and sufficiency.
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.
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.
4.7.3	Review the current process for recruitment of Garda staff.
4.7.4	Develop a retention strategy for those selected and awaiting a start date, in order to reduce the attrition rate.
4.9	The Garda Síochána establishes new promotion and selection processes that are perceived as fair and transparent. (Medium term)
4.9.4	Provide training and skills development for potential candidates in key competencies as well as in test preparation and study practices.
4.9.5	Institute pre-interview filtering to ensure that interviewees are skilled, talented personnel suitable to the position.
4.9.6	Assessment boards should be comprised of members who are no more than two grades or ranks above the competition level.
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.
4.9.8	Introduce an organisational review of the testing outcomes to ensure that performance development and training are addressed.
4.9.9	Ensure that the default position for promotion assignment is an operational post.
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)
4.19	The Garda Síochána establishes a Garda staff induction-training programme. (Medium term)

Appendices

No.	Description
4.20	The Garda Síochána provides pre-promotional training to all personnel prior to placement in their new roles. (Short term)
4.21	The Garda Síochána establishes a programme of ongoing CPD for all Garda personnel. (Medium term)
4.21.1	The recommended Training Governance Committee should determine the priorities for the CPD programme.
4.21.2	Consider new ways to deliver CPD, including through distance-based learning and regional training facilities.

Appendix 5: Schedule of Meetings and Engagements

In addition to those listed in the third report to the Minister, the following meetings and engagements informed this report and the wider work of the Authority.

Description
Meeting in public of the Policing Authority, attended by representatives from the Garda Síochána Senior Management including Acting Commissioner Dónall O’Cualáinn
Meetings of the Authority’s Garda Organisation Development Committee attended by representatives from the Garda Síochána, including Senior Management, the STO, HR&PD and ICT
Meetings of the Authority’s Policing Strategy and Performance Committee attended by representatives from the Garda Síochána, including Senior Management and the STO
Various meetings and engagements with the Executive Director of Strategy and Transformation and the staff of the STO
Various engagements with the Policing Authority Liaison Office to obtain relevant documentation and information to support this report
Meetings of the Authority’s Code of Ethics Committee, attended by representatives from the Garda Síochána, including Senior Management.
Workforce Plan and Civilianisation multi-partite meetings convened by the Authority and attended by representatives from Garda Síochána HR&PD and the STO, DJE Policing Division, DPER, PAS
Attendance at Joint Policing Committees including Carlow, Clare, Dublin City, Dún Laoghaire-Rathdown, Kildare, Kilkenny, Meath, Mayo, South Dublin, Wicklow
Visits undertaken to the following Garda Stations: Ballinrobe (Mayo) Store Street (Dublin), Ballincollig (Cork), Castlebar (Mayo), Ballymun (Dublin), Monaghan (Monaghan), Dundalk (Louth), including review of progress on relevant projects such as PEMS and the Divisional Model
Meeting with the Garda ICT senior management team
Meeting to discuss the Garda Reserve Strategy with senior representatives from the Garda Síochána leading on the Reserve Strategy and the external consultant for this project
Meeting with the Executive Director, Finance
Attendance at two workshops on the Divisional Model held in Garda HQ
Attendance at meetings of the ICT Governance Board

Appendix 6: ICT Governance Board – Terms of Reference

DRAFT Terms of Reference

An Garda Síochána

Information and Communications Technology Governance Board

Objective

The Information and Communications Technology Governance and Oversight Board has been established to provide strategic direction and oversight for the ICT Programme in the context of the Garda overall reform strategy and to ensure that the portfolio of projects is aligned with the organisations Modernisation and Renewal Programme and is delivering the intended value.

It comprises senior representatives from relevant stakeholders, including those with responsibility for advising the Commissioner on the efficient and effective use of Information and Communications Technology in the achievement of organisational objectives as set out in An Garda Síochána's Strategy Statement 2016-2018, Modernisation and Renewal Programme 2016-2021 and any relevant Government Strategies such as the Public Sector ICT Strategy. The Board will discharge its functions in line with the governance principles and arrangements outlined in An Garda Síochána's Corporate Governance Framework.

Membership

The Chief Administrative Officer will chair this board.

Membership shall consist of the following senior managers:

- Executive Director Information and Communications Technology (ICT)
- Executive Director Finance & Services
- Chair from the National Policing Programme Board
- Chair from the National Security Programme Board
- Chair from the Community Safety Programme Board
- Chair from the Cross Organisation Service Programme Board
- Director of Communications
- Senior representatives from DOJE
- Senior representatives from DPER/OGCIO
- Representative from STO
- Senior representatives from ICT Branch as may be required from time to time
- Other senior managers as may be required from time to time

Role and Responsibilities of the Chairperson

- schedule, facilitate and chair Board Meetings;
- approve the agenda;
- ensure that procedures are in place to provide the Board members with relevant and timely information in order for the members to be in a position to deliberate and consider properly all agenda items;
- ensure that the views of the Board are communicated as necessary to the Executive Board

Role and Responsibilities of the Board

- To ensure that ICT project proposals are suitably aligned with An Garda Síochána's Modernisation and Renewal Programme, Government priorities and the Policing Plan.
- To provide overall strategic guidance and advice to An Garda Síochána in relation to ICT initiatives in progress or under consideration, including the appropriate consideration of emerging technologies
- To provide overall direction to the portfolio of ICT projects to ensure the implementations are consistent with the organisations goals
- To ensure that decisions on the commencement of projects are informed by defined business cases and consistent with the requirements of the Public Spending Code and Circulars relating to ICT expenditure and consistent with agreed resource allocations.
- To monitor progress of key projects and the overall investment programme with regard to An Garda Síochána's objective to deliver, on time and within budget.
- Ensure that reviews are carried out of the outcome of projects, lessons learned, value for money etc. Review annual budget for ICT and ensure alignment with overall Garda budget and MRP. Monitor this budget to ensure strategic priorities are adhered to.

Secretariat to the Board

ICT Co-Ordination Office will provide administrative support to the Board.

Procedures

- The Board will meet on a quarterly basis or more frequently from time to time as determined by the board.
- Meeting agendas, working papers and minutes will be retained by ICT Co-Ordination Office.
- Members are expected to attend all meetings and contribute to discussions.
- Decisions of the Board shall be made by consensus. Where a consensus cannot be reached, the Chairperson will recommend a course of action.
- The views of the Board will be made known to the Executive Board in the context of decisions it will make to authorise projects.

Reporting

The ICT Co-Ordination Office will provide progress reports to the Board members and to other stakeholders as required.

Review

The Board will review these Terms of Reference on at least one occasion per year and amend them, as it considers appropriate.

Programme Board Alignment

Transformation Initiatives

ICT Governance Board	
<p>National Policing</p> <ul style="list-style-type: none"> ✓ Property Management ✓ Interim PEMS ✓ Investigations Mgmt ✓ Enterprise Content Mgmt ✓ ANPR Strategy & Upgrade ✓ PAF ✓ RC1 Online ✓ Policing Authority ✓ PULSE 6.8 ✓ Mobility ✓ Custody Mgmt ✓ Offender Mgmt ✓ Modernisation – including PULSE, AFIS, GNIB, FCPS 	<p>Community Safety</p> <ul style="list-style-type: none"> ✓ Interim CAD ✓ Control Room Strategy ✓ National Operating Framework ✓ Community Policing Framework ✓ Internal Communications ✓ External Communications
<p>National Security</p> <ul style="list-style-type: none"> ✓ Intelligence Management ✓ Security Model & Infrastructure 	<p>Cross Org. Service</p> <ul style="list-style-type: none"> ✓ FOI ✓ PALF ✓ Lean Processing ✓ Corporate Service ✓ Target Operating Model including Governance ✓ HR Strategy & Op Model ✓ HRIS ✓ Workforce Management ✓ Roster & Duty Mgmt System ✓ Training Initiatives