



AN TÚDARÁS PÓILÍNEACHTA
POLICING AUTHORITY

**Fifth 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”**

15 June 2018

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1. Executive Summary

Background

The Government decided in July 2016 that the Garda Síochána's Modernisation and Renewal Programme (MRP) was the vehicle to implement the Garda Inspectorate's Report "Changing Policing in Ireland". On foot of that decision, the Government made key commitments in relation to capital funding and the size of the Garda service, with a view to the delivery of a visible, effective and responsive policing. The Government also decided that the Policing Authority should assess progress.

The MRP represented an important and positive intervention by the Garda Síochána. It was the articulation of a clear commitment to change and renewal, and sought to be the means by which this change would be implemented. It sets out some excellent projects that are essential to modern policing.

Policing Authority Assessment

The Authority has monitored and assessed the implementation of the MRP as the vehicle for the implementation of Changing Policing in Ireland. In this report the Authority's assessment is that there is an urgent need to refocus and rework the MRP.

The Authority's previous reports have expressed first disquiet, and then frustration, with the pace and prioritisation of change. Concurrent with the Authority's growing concern has been an evolution in its exposure to the barriers to that change. These barriers are fundamental in nature, they are the underlying requirements for the reform of the Garda Síochána to succeed, and they are not dealt with in the MRP. They have been framed to date as enablers of change, whereas it is the Authority's conclusion that they must now become the focus of the lion's share of the change effort. Otherwise, the benefits of the capital investment and enhanced recruitment risks being lost.

Fundamentals need to be addressed

In engagements with the Authority, Garda and civilian staff have cited fundamental needs that continue unaddressed related to deployment of people, physical working conditions, training, supervision, communication and leadership. In its reporting on the progress made within the MRP, Garda management cite human resources, accommodation, equipment, training and estate as recurring barriers that are significantly impacting on the organisation's ability to operationalise the change envisioned in the MRP. The Authority agrees with that assessment.

The Garda Síochána as an organisation must now take a deliberate, considered and proactive approach to setting out a vision for the Garda service of 21,000 people as determined by Government, and identify how it proposes to use the resources available to it to achieve that vision. Neither the MRP nor any supporting plans made available to the Authority provide a costed plan, nor do they identify the requirements for its success and, by extension, how those requirements will be met. There is a worrying absence of management information, which affects the MRP's ability to engage meaningfully with issues around rostering, structures, training, and overtime, all of which are essential levers of change. It also affects the capacity to identify where savings could be generated to fund the cost of change in the medium term, and to provide a clear evidence base for what the organisation needs.

To be “Visible, Effective and Responsive”

In the absence of integrated strategies for Human Resources, training, ICT and accommodation that support an agreed vision for the Garda organisation and plans for its achievement, the work that is being undertaken in the MRP to meet the Government expectation of a visible, effective and responsive Garda service is being consistently undermined. This includes the Divisional Model and civilianisation. The Authority is aware that work is underway, but the Garda Síochána must urgently present a comprehensive Human Resources Strategy that sets out a vision of what a renewed, modern policing organisation with a diverse, agile and trained workforce of 21,000 staff will look like. Such a strategy would encompass Garda, civilian and reserve members, and would set out a road map as to how that workforce will be recruited, deployed, accommodated, managed, supervised and developed.

There is currently the appearance of progress by virtue of an increase in Garda numbers of 800 each year. There is, however, no clarity as to how the organisation is leveraging this increase in numbers to produce more effective, responsive policing. On the contrary, some evidence has been presented to the Authority that the proportion of probationer Gardaí in some areas may present a risk. This could be mitigated by a concurrent increase of civilian staff numbers and related redeployment of Gardaí.

The training demands of an annual intake of 800 recruits, combined with demands for the MRP and for ongoing workforce training, cannot be met by the organisation’s training capacity. This is exacerbated by the reliance on an internally delivered centralised model of training that is expensive in terms of travel and subsistence costs, and in terms of the abstraction of staff from duty with associated overtime costs. Almost every component of the MRP has a training dimension, yet there was no planning for the delivery of that training; it is repeatedly cited at an individual project level as a barrier to the implementation of change.

The absence of an ICT Strategy risks the continued spend of resources on specific projects without an understanding of the strategic context for their development, how they relate and contribute to the organisation’s overall vision, and how their deployment will be supported in terms of training.

Conclusion

This fifth report sets out the context, rationale and evidence for the Authority’s decision to call now for an urgent refocusing and reworking of the MRP. If the Garda Síochána does not, at this juncture, pause briefly to reconsider in a determined and focused way the end to which its efforts and resources are being directed, as well as what key enablers and levers it needs to achieve that change, then it is the Authority’s view that a continuation of the current activity and effort, however well intentioned, will not deliver the fundamental reform envisaged in the Government’s decision of July 2016. Neither will it deliver an improvement in the quality of working life for those within the Garda Síochána, or an effective, responsive, modern policing service for communities.

The Authority does not make these statements lightly, as it recognises the heavy investment that has been made in the modernisation and renewal of the Garda Síochána, both in direct funding of the MRP and the time and effort invested by very committed people. The need for a short pause and reworking of the MRP is not a call for a cessation of activity. There are projects within the MRP that the organisation must continue with which are business critical. However, the best prospect for a return on the investment made by Government and the Garda Síochána to date is an urgent focus on the fundamental elements required to

leverage the potential for change and benefits from those projects already implemented, or in the course of implementation.

The Authority does not believe that a reworking of the MRP needs to await the impending report of the Commission on the Future of Policing or the appointment of a new Garda Commissioner. Having considered and taken ownership of its own strategies and plans for the fundamentals will serve the Garda organisation well in engaging with the future.

2. Overview and Approach to the Development of the Report

Changing Policing in Ireland (CPI) was commissioned in April 2014 by the Minister for Justice and Equality to address the Haddington Road Agreement's third appendix (Collective Agreement for An Garda Síochána), which required a review of the organisation. CPI was finalised by the Garda Inspectorate in December 2015 and its recommendations were, with minimal exception, adopted in Government Decision S20193F in July 2016. The Government Decision stated that the vehicle for addressing CPI's recommendations would be the Garda Síochána's own Modernisation and Renewal Programme (MRP), and it included a requirement for the newly formed Policing Authority to monitor and assess the measures taken by the Garda Síochána to implement the recommendations in accordance with section 117A(2) of the Garda Síochána Act 2005.

The above recitation of the origin of this report is not simply for information, but to reflect a recognition that modernisation and reform in this context is intended to deliver a result beyond its implicit value. The aim of the Haddington Road Agreement was to drive efficiency, effectiveness and integration across the public sector through a series of workforce reforms. The terms of reference for the review set out in the Haddington Road Agreement was *'to review and make recommendations on the use by An Garda Síochána of the resources available to it, with the objective of achieving and maintaining the highest levels of efficiency and effectiveness in its operation and administration'*. The subsequent government decision refers to the delivery of a visible, effective and responsive policing in every community.

Evolution of Authority Reporting

The Authority's reporting on the progress made in the implementation of the recommendations of Changing Policing in Ireland has evolved as the Authority's exposure to the MRP has grown.

In summary:

- The first Authority report noted that there might be gaps not addressed by the MRP and the possibility that enablers might be scheduled too late to be fully effective.
- The second report identified that a significant proportion of the CPI report's recommendations were not going to be addressed through the MRP and would therefore require additional accountability and governance mechanisms. This report also expressed concerns around the commitment to civilianisation and around the prioritisation of enabling projects.
- By the time of the third report, and the identification that the majority of recommendations identified as 'complete' were not in fact complete, work done had resulted in the conclusion that the Authority did not share the Garda Síochána's confidence that MRP could be completed on time, without a considerable change to the pace and scheduling of implementation.
- Most recently, the fourth report explicitly considered several key enablers for transformational change: Human Resources; Information and Communications Technology; Prioritisation; and, Governance. Although the Authority was able to identify that the Garda Síochána appeared to be focusing significant effort on addressing these key areas it was considered premature at that time to comment upon whether or not the actions being taken would fully allay its concerns.

Process for development of Report

As outlined in previous reports, the Authority has an ongoing programme of work that underpins its review of the MRP including: site visits; stakeholder consultation; meetings with Garda Síochána personnel; review of materials requested from the Garda Síochána; and Committee and Authority meetings, at which Authority

members have the opportunity to engage directly with senior members of Garda Síochána staff. A detailed list of engagements is set out in [Appendix 1](#).

As well as its direct engagement, the Garda Organisation Development Committee of the Authority oversees this programme of work and progress against Chapter 1 of the Policing Plan, which is focused on Organisational Development and Capacity Improvement. This report is also informed by the work of the other Committees of the Authority, and the wider multipartite cross-governmental engagements such as the Workforce Planning Group and the Resources Group.

Report Focus

At the start of 2018, the Garda Organisation Development Committee of the Authority made the decision to focus on 'Impact' in this report. There was a sense that the focus on the project management aspects of the MRP – the RAG status, the 'complete' status – could overwhelm appreciation of the benefits of the MRP and the extent to which those are being realised. The Committee also recognised there would be value in highlighting examples of good practice and positive, tangible developments.

As well as the in-depth review of impact, this report was to include standard items relating to the analysis of progress against CPI recommendations, and follow up on the fourth report. A number of other imminent developments had been identified for review in that report, including the restructuring of the Strategic Transformation Office (STO), the completion of the prioritisation exercise and the re-development of monthly reporting on the MRP.

However, engagements with the Garda Síochána have brought to the fore a number of active, and potential, barriers to the successful implementation of the MRP and have raised a number of questions, in the Authority's view, around the adequacy of the MRP itself to effect the level of reform and change required. With this in mind, the primary focus of this report has shifted to consideration of the challenges to effective organisation development through the vehicle of the MRP.

The Authority is conscious that while the Government Departments responsible for funding of the Garda Síochána are primarily focused on the delivery of a more effective policing service for communities, they are also focused on quantifiable, measurable outputs that (i) illustrate the efficiency and effectiveness improvements ultimately intended; and (ii) ideally quantify the benefits realised to date. In other circumstances, the chapter of this progress report dealing with impact would have been a relatively analytical exercise reviewing the efficiencies achieved against the plan. However, it is clear that even the systems and tools that would enable this kind of measurement and analysis are not yet in place within the Garda Síochána.

The impacts linked to specific MRP projects have been reviewed as part of the Authority's work programme, and are considered in the ['Benefits Realisation' chapter](#) of this report. However, these should be read with the challenges in mind. The level of benefits realised to date and the difficulties in quantifying those benefits in a way provides measurable evidence of some of the challenges explored in this report. Furthermore, although not in the way originally envisaged, this report does focus on impact in the sense that it is concerned with the MRP's ability to have the intended impact on the organisation within the allocated timeframe.

This report also responds to the areas of concern listed in the fourth report and provides an update on significant developments that have taken place since that report, particularly in the area of prioritisation. The results of the most recent progress reporting against the CPI recommendations have also been included.

3. Challenges to Effective Development of the Organisation

The creation of the MRP was a positive development for the Garda Síochána, being the first time it had published a five-year reform plan following a ‘sustained period of self-examination and self-reflection’. It incorporated the recommendations from CPI, as well as findings from other reviews and stakeholder inputs. It is an ambitious and wide-ranging plan; however, it appears to have been largely reactive instead of proactive. This is not entirely surprising, given the political context in which the MRP was developed, and given the Garda Síochána’s sense of itself at the time: as an organisation under siege that had to regain public trust through demonstrable cooperation with reform.

That there are challenges to the effective implementation of the MRP – the modernisation and renewal of the policing service – appears to be well understood across the Garda Síochána and by many of its stakeholders. The Authority does not believe that the challenges discussed below will come as a shock to the Garda Síochána; indeed the Garda Síochána, in its engagement at Committee and Authority level, has articulated many of these challenges although not perhaps framed in the same manner. It is equally important to understand that the Authority calling out these challenges is intended to support the ultimate objectives of the MRP – the delivery of a better policing service to the public. The Authority recognises that there has been considerable activity and work undertaken, and it is precisely that recognition that significant resources and effort are being expended that prompts the Authority to articulate its concerns that this continuing work and effort will not achieve its intent until a number of fundamental issues are addressed. The Authority is not confident that the MRP as currently constructed will address these issues.

This section sets out the Authority’s view – that the key barriers to modernisation and reform concern:

- Content i.e. what projects are included in the MRP;
- Resourcing;
- Dependencies;
- Focus; and
- Agility.

It is not that these are just barriers to achievement of the MRP: to look at them in that way is to diminish their importance and it misses the point somewhat. Some of these barriers are, the Authority would now argue, what the MRP itself should be focused on in the first instance as prerequisites to the modernisation and reform of the Garda Síochána organisation.

Content of the MRP

The MRP contains projects intended to address the recommendations in CPI, as well as other projects. The publication of the MRP precedes the Government Decision of July 2016 and there was a subsequent process of aligning the recommendations retrospectively with the MRP projects. It is not clear that these were, in every case, the projects that would have delivered the best value for the Garda Síochána, or that the Garda Síochána would itself, in the absence of recommendations from external reports, have prioritised against other necessary and fundamental reforms of infrastructure and working practice. This is somewhat borne out in interactions with Gardaí on the front line who cite very fundamental needs, namely:

- better supervision of staff;

- driver training;
- increased staffing especially at key times;
- access to appropriate vehicles;
- better working accommodation;
- timely access to information; and
- an organisational culture that listens and is responsive to these needs.

At a very basic level, Gardaí have been expressing concerns about the quality and suitability of their uniform for years. However, despite the fact that these concerns are perennial and, from the cultural audit, continue to be an emotive topic, they were not addressed in the MRP. The feedback on the ground appears to suggest that, for frontline Gardaí, the MRP is divorced from the reality of their working lives, has promised a lot, delivered little and as a result is regarded with some scepticism.

Engagement with Garda management points to another set of issues. These include:

- the level of influence Garda Management has on the estimates and budgetary process;
- the position of the Commissioner in the industrial relations context and the implications of this position for his/her ability to leverage reform;
- the impact of the Westmanstown Roster on the deployment of staff;
- supervision; and
- the arrangements by which the organisation accesses accommodation.

In a situation where supervisory resources were already stretched and there are reportedly not enough Sergeants allocated to stations to adequately supervise existing Gardaí, the move from a four-shift to a five-shift pattern under the Westmanstown Roster immediately created a slew of additional vacancies at Sergeant level (with one Sergeant being required per shift). A consideration of the impact of the roster as a key determinant of how the organisation can flexibly deploy its resources is not included in the MRP.

Travel and Subsistence (T&S), as well as the wider question of the reform of Garda terms and conditions are also not considered in the MRP. The Authority is aware that existing T&S arrangements are a challenge for the Divisional Model. The Divisional Model is based on a county-wide vision of policing, and yet Gardaí continue to be assigned to Stations rather than divisions, and any assignment further than 3.22 kilometres (2 miles) incurs travel and subsistence allowances. Not only does this embed an unnecessary cost into the Divisional Model, it is also impractical for managers to deploy their resources efficiently across stations. A Superintendent that is short staffed in one of the stations in their jurisdiction should not be obliged to incur additional costs to fill that gap, either through overtime or travel and subsistence payments when the reassignment is simply from – for example – Tullow to Carlow a mere 15km away. Similarly, the Authority was surprised to hear that the number of reassignments that can take place in the year (where a reassignment might simply be to require a member to perform a shift in a neighbouring location) is limited to 10 reassignments before a permanent transfer is triggered or overtime is incurred. The pilot Rosters and Duty Management system does not address these structural inflexibilities, but instead is being built as a more complicated system than it needs to be, simply in order to facilitate current inefficient working arrangements.

The existence of allowances that appear to carry little benefit to the organisation also embeds inefficiency into the salary budget. The additional payment of overtime from 2017 for previously unpaid ‘parading time’

each day as a standard element of the salary package also appears to directly contradict what the Authority has been advised is an organisational priority to reduce overtime costs. This is particularly counterintuitive when the ‘parading time’ payment is paid even when some Gardaí, due to their assignments, may not actually be required to parade. All of these have clear implications for cost-effectiveness.

As a series of responses to address external criticisms, combined with various ‘wish list’ items from throughout the organisation, it is not clear that there was ever a sense of the MRP as a single, coherent plan. This is not to say that there was no organisational will behind the MRP, as the progress made to date would not exist without commitment from senior management. Instead, the MRP does not manifest itself to the Authority as something that was planned effectively.

The plan proceeded without sufficient consideration of the context in which it was to be achieved. Specifically, the plan does not address the fundamental arrangements like those listed above which are key levers and enablers in a change environment and significantly impact on an organisation’s ability to deliver change. The MRP’s effectiveness is undermined by the lack of attention given in its early stages to these fundamental arrangements. Continuing to put effort and resources into its achievement in the absence of addressing these issues is to the Authority’s mind foolhardy.

Resourcing

There is no evidence that the resourcing needs, dependencies and organisational impact of MRP were considered as a whole. The Authority has been provided with no evidence that the MRP was costed, and there was no implementation planning concurrent with the MRP’s development that would have allowed the Garda Síochána to conclude reasonably, that the MRP was actually achievable in a specified timeframe, with limited resources. The Government Decision that codified the adoption of the MRP as the vehicle for CPI noted: *“full implementation of the Reform and Workforce Plan was dependent on the availability of resources, which would form part of the discussion in the Estimates process”*. The MRP, however, does not recognise the limits that this could impose on its development, and there does not appear to have been a recognition that MRP projects were to be prioritised and managed out according to the available budget. This may reflect a historical reliance on the part of the Garda Síochána on supplementary estimates, and a perhaps optimistic view that the Government’s commitment to MRP could, or would result in the release of significant, additional resources.

At this point in time, the Authority is not able to substantiate the adequacy of the funding made available to MRP, as the Authority has not yet formed a view on the adequacy of the existing resources available to the Garda Síochána. It is, for example, entirely probable that the Government’s view was that the need to dedicate resources to MRP would prompt increased efficiency and effectiveness of financial management that would allow the release of existing funds to MRP projects. It is also possible that there was a broad understanding that the MRP was aspirational, and would be achievable only within its funding constraints. Overall funding of the MRP aside, it is possible to note that the ICT funding provided in the Capital Investment Plan 2016-21 was lower than requested but was substantial at €205m. This Capital Investment Plan 2016-21 was finalised before the MRP was created, and therefore had little scope to respond to any additional capital needs arising from MRP or from the Government Decision.

There is an increasingly vocalised concern within the Garda Síochána, however, that the funding made available over this period has not been, and will not be, sufficient to facilitate reform. In particular, the pressures on the pay budgets (particularly overtime), accommodation and training have been highlighted as critical to the Authority and to the Department of Justice and Equality, and requests for additional funding have been submitted. Some of these areas of expenditure do not directly arise out of MRP however, financial pressures across the organisation naturally limit funding for projects.

What is clear however is that the Garda Síochána is not engaging with priority-based budgeting to the extent the Authority would expect, which is a recommendation of CPI (5.11). An effective prioritisation process for MRP projects would be inextricably linked to the financial implications, so that the full cost of a project would inform the prioritisation exercise and conversely the budget would be allocated based on a project's level of priority.

Of greater concern is the observation that the managerial environment may not support effective cross-functional decision-making around resources. Budgeting appears to be a relatively devolved exercise with little opportunity for the senior levels of the organisation to have a meaningful role in challenging and compromising on how resources are allocated. Without constructive, informed exchange, it is not clear how the organisation can ensure that its resources are directed to best effect. Recent work done at senior management level on the prioritisation of STO projects could perhaps provide a model for how to engage more effectively on resource allocation although this will need to be based a better organisational understanding of the resources available to the Garda Síochána than currently exists.

Without a clear understanding of the cost of individual MRP projects, or the MRP as a whole, and without some quantification of the measurable cost savings that might arise from those projects the Authority does not believe that the Garda Síochána is in the best position to achieve the additional funding that it is seeking from Government. Achieving additional funding, either through the Estimates process or through efficiency savings within the organisation, will take time to materialise and will be dependent on the implementation of a well-evidenced, priority-based funding programme. Until this occurs, progress on MRP projects that require the allocation of additional funding not currently available will be inhibited.

Dependencies

As well as the challenges associated with the direct costs of MRP, there are wider resourcing challenges throughout the organisation that underpin the effective implementation of MRP, and ultimately these resource challenges have unavoidable financial implications. The Authority has not been provided with any evidence that an exercise to quantify the resource implications of the dependencies and infrastructural improvements required to facilitate effective organisation development was undertaken. Examples of such dependencies include:

- Training;
- ICT; and
- Accommodation.

Training

The area of training has become a critical concern of the Garda Síochána as the full cost associated with training has become apparent. It may have been expected that the costs of training associated with the MRP would have been absorbed into its already substantial T&S budget of €15m, but it does not appear that adequate consideration was given to capacity or abstraction. The majority of training is still delivered through the divisional training centres or at the Training College in Templemore, which is struggling with its capacity to find space for all the required training. The Authority would prefer to see a greater use of more efficient modes of training delivering, such as e-learning. However, the Garda Síochána have indicated that this would require a significant additional investment in ICT infrastructure. Other options include outsourcing of specific training. As well as the capacity and technical challenges, it does not appear that the costs of abstraction (abstraction being the absence of a garda member from normal duties) and the overtime and T&S incurred to ensure that shifts are manned under the Westmanstown Roster, were considered.

The resources required to train 800 new recruits per year significantly affect the training capacity of the organisation. This includes areas of training that would bring significant and immediate benefits to the organisation. It continues to frustrate the Authority that the training of drivers has not been included as an organisational priority. Out of 26 sworn members in one Garda unit the Authority visited, only one had sufficient training to drive in emergency situations. A further two had the very basic level of CPD driver training which would allow them to drive a service vehicle, but not respond to emergencies or engage in high speed pursuits, leaving 23 sworn members unqualified to drive the vehicle. New recruits are still not receiving driver training as part of their basic training, so that 800 recruits are attesting each year without the ability to operate Garda vehicles. The lack of driver training has been attributed to a lack of capacity at the Garda Training College, however it would appear to be a core skill for a Garda and it has an impact on the policing service provided to communities. A lack of drivers can tie up vehicles for the entirety of a shift, which not only reduces response times to incidents; it also affects Garda visibility among the public. The Authority is aware that that driver training is conducted by civilians in other jurisdictions. Some initial work has been undertaken by the Garda Síochána to explore options for outsourcing this work, but until this happens, the backlog of Gardaí without driver training will continue to grow with each cohort of new recruits leaving Templemore.

Once training has been completed, there are substantial limitations on where probationers can be placed, as the supervision challenges for the organisation also extend to its inability to provide sufficient Sergeants in all appropriate locations to oversee probationers. This means that divisions, such as the DMR, which urgently require additional sworn members to replenish ranks reduced because of the downturn, and the assignment of experienced members to national units based in Dublin, cannot take on probationers in some areas because there are not enough Sergeants to supervise them. Although the new Gardaí can then be assigned from their training stations to where they are needed after probation is completed, this situation exacerbates the delay in sending new Gardaí to the stations where they are needed most.

As a key enabler of a coherent change programme, an assessment of the training infrastructure (policy, practice, resourcing, and capacity) and its fitness for purpose is an important precursor to the roll out of change. There is no evidence that such an assessment was done either as part of the development of the MRP or subsequently. The Authority believes that this is now urgently required, not as an enabler of the change programme, but as a focus of the change programme itself.

The Authority is awaiting receipt of a costed Training & Development Strategy for the Garda Síochána organisation. It is imperative that the strategy meaningfully engages with the issue of training delivery and moves away from a reliance on a centralised model wherein the T&S and abstraction costs associated with training become prohibitive to its delivery.

ICT

The Authority's fourth report to the Minister highlighted a number of significant challenges for ICT including the need to support legacy systems and aging infrastructure, recruitment and staff capacity, and the increasing equipment costs associated with an expansion of the workforce. At that time, Garda ICT had committed to the development of a new strategy for Garda ICT that would address these issues and in doing so might require a refocus, or adjustment to its work programme, much of which is either directly linked to, or supports, MRP. At the time of writing this report, this strategy has not yet been received by the Authority, however the fact that a refocus was required on such a significant enabler supports the Authority's conclusion that a wider refocus will be required for the MRP.

ICT plays a crucial role in the MRP, but it appears that there was inadequate planning with regard to the capacity of the ICT resource within the organisation to support the MRP, as well as supporting other operational improvements. At a recent visit to a PAF in DMR, staff of the Authority reviewed a system that had been developed in-house by a garda member for use in monitoring overtime in the DMR region. Traditionally this has been difficult to do, as the overtime request and approval system is entirely paper-based. The new Excel system developed appeared to address comprehensively a number of key metrics around overtime that Superintendents and Chief Superintendents responded to very positively, such as the ability to identify: who the top earners were; who approved the most (and the least) overtime; who was consistently volunteering for overtime; and so on. There appeared to be a genuine appetite for this kind of information, which would allow a robust conversation with members about their overtime as well as providing useful dashboard information regarding how overtime is being spent. However, when the question of national rollout was raised it was confirmed that, while Senior Leadership saw the value in this tool, ICT did not have capacity to support it. Even though the sanctioned MRP project – the Rosters and Duty Management System – is expected to provide similar functionality, it is not expected to be nationally available in the near future and possibly not for a couple of years.

Accommodation

Finally, since the start of 2018 the Authority has become aware that the scale of the impact of accommodation constraints on the organisation is more severe, and more urgent, than originally anticipated. The concerns over the capacity and condition of the Estate are such that the Garda Síochána has now engaged directly with the Department of Justice and Equality, and with the Office of Public Works (OPW,) and it is understood that a working group has been formed to prioritise capital projects and works.

The condition of buildings has become a risk to the organisation, as demonstrated by the recent industrial relations dispute in Sligo. The Estate itself has been described to the Authority as 'archaic'; with the most recent survey (2010) indicated that the average age of a Garda Station was 74 years. The fact that the Garda Síochána has been recently engaging in asbestos and radon removal and fire safety programmes is reassuring

in the sense that the work is being done, and somewhat concerning in the sense that essential preventative maintenance has only commenced this century. Health and Safety issues and industrial relations disputes aside, it has been communicated to the Authority that it can be difficult to engage staff with high level organisational change projects when their working environment is less than adequate.

A comprehensive Accommodation Strategy had been prepared in 2010, with technical input from the OPW, which set out the requirements of the Garda Síochána for an investment package of over €800m over 10 years. This strategy led to a number of station closures on the basis that they were no longer maintainable, but the economic conditions ensured that the funding package could not be delivered. In the meantime, there has been very little change to the composition of the Estate, while building inflation has continued to increase prices. Station visits by the Authority have highlighted accommodation standards as repeated concerns. They included one station that had barely passed a recent Fire Safety inspection. Despite passing, its electrical system was ‘condemned’, the consequence of which was that no additional appliances can be plugged in, and it is not possible to upgrade the size of screens in order to view CCTV effectively without overburdening the electrical system.

According to the Strategy the capacity of the Estate was already over-stretched in 2010, and with continuing increases due to recruitment, the numbers in the organisation will significantly exceed 2010 levels by 2021. The Garda Síochána reports critical pressures in Harcourt Square and Garda HQ. In particular, it is noted that the new development planned for Military Road to replace Harcourt Square will not accommodate all the staff currently in Harcourt Square, leaving two national units without a location. The original plan for Military Road would have accommodated a significant proportion of the staff in these units; however, a cap was placed on the funding for the project that meant that the building would be one storey lower than originally planned. It was noted that when the cap was placed there was a lower number of staff in Harcourt Square, but since that time, Harcourt Square itself has been squeezed to maximum capacity. A concern was reported that, even if an additional floor could be added to Military Road, this could not accommodate the additional staff expected to be added to those units between now and the moving in date. However, despite these pressures, there is little time to establish if the plans can be changed to create a more fit-for-purpose building. Of all the planned developments, this one is particularly intolerant to slippage in dates, as the lease on Harcourt Square will trigger multi-million euro penalty clauses if the premises is not vacated on time.

MRP reporting also increasingly cites accommodation as a barrier to project progress, and the Authority is aware of specific instances affecting the establishment of Divisional Protective Services Units (DPSUs) in Louth and Cork. The DPSU model is one that has been widely welcomed by the Garda Síochána and stakeholders representing vulnerable victims have stressed their importance to the Authority. Many stations outside of the DPSU pilot have been running, or are in the process of setting up, DPSUs because of the value that they see from this model. In some cases, these can be run out of existing stations but in others, some refurbishment or additional space is required. It was brought to the Authority’s attention that, in one case, a suitable location was identified by the local Superintendent but could not be acquired despite the fact that the property owner was in favour of the lease. The Garda Síochána itself is, by its legislation, barred from entering into leases, therefore the property had to be contracted through the OPW. The OPW had no available funding for the lease, while the Garda Síochána could make funding available, as the lease is small, there seems to be no mechanism for routing that funding into the OPW. In the meantime, many months passed without any progress on securing funding for an available space for a much needed service. It is understood that there has been some recent progress with this particular situation, however necessary procurement processes will still

ensure that the roll out of this service is delayed. It is clear that the financial, legislative and regulatory environments are interacting in a way that inhibits the development of agile, practical services that the Garda Síochána wants to provide, and the public badly needs.

The Authority has observed consensus among the Departments involved in Garda Síochána accommodation, and the shared understanding that there is not currently sufficient funding available to address these concerns. However, this new consensus about the scale of the problem has not been reflected yet in shared understanding of the priorities for development. The Garda Síochána has one set of priorities in relation to its increased workforce and the demands of the MRP, whereas the OPW has been working to an older set of priorities agreed in the 2016-21 Plan. The Garda Síochána has raised, for example, that the planned station development in Athlone – while desirable – may not represent the best use of the limited funds available to the OPW for Garda Síochána development. It seems, however, that the Garda Síochána itself is not clear how it can affect the decision to go ahead with that development. The working group referred to above is apparently tasked with reprioritisation to make best use of funding; however, there are a number of limiting factors including: sunk costs and commitments to projects and planning processes that are already in train, such as the Athlone project. Most significantly for the organisation, is the fact that even if funding was made immediately available the restrictions around capital projects, and the procurement processes that the OPW is required to adhere to, mean that quick solutions cannot be delivered. Even the leasing of a property can take up to two years to arrange, and capital developments will take three to five years, if not longer.

It is understood that the Garda Síochána have committed to revisiting the 2010 Accommodation Strategy, a move which the Authority strongly welcomes. It is hoped that the revised strategy will produce a strong evidentiary basis for prioritisation and for funding applications for the 2022-28 capital planning process. However, at this point it is clear that it is not reasonable to expect that the current prioritisation exercise, or the imminent strategy, will be able to resolve the accommodation challenges in the short term and will therefore continue to be a barrier to the full achievement of the MRP.

It appears to the Authority that many of these challenges have been understood for some time, not least by the Garda Síochána staff working in these areas. Although with hindsight it is easy to question why these issues were not raised and addressed at the start of the MRP process, it is important that they are being raised now. It would also be natural for a large-scale transformational project to expose weaknesses in current systems and infrastructural challenges.

Focus

As discussed above, there is an extent to which the MRP – as an aspirational, reactive programme – does not promote a focus on the drivers of efficiency and effectiveness. There are several way in which this has manifested. As described above, the MRP did not consider the adequacy of resources required for its effective implementation and has omitted enabling projects that would have benefited from completion before MRP commenced. It can be difficult to know how to prioritise projects when the tools do not exist in order to measure a baseline state and therefore provide a target that would define a successful outcome. Without human resource management systems that can tell you what your staff are doing, where they are doing it, and how much time they are spending doing it, you cannot provide any clarity around how many hours you might save, or how many posts you can redeploy if you do ‘x’ project versus ‘y’ project. It is unfortunate that putting systems in place – such as a Human Resource Information System (HRIS) or the Rosters and Duty

Management System (RDMS) currently being piloted – was not required as a pre-condition for understanding where to focus the MRP. Additionally, there are areas of fundamental concern that are not included within the MRP that have the potential to generate significant returns or to cause a significant barrier to successful implementation of MRP projects.

Both the STO in monitoring these projects, and the Authority itself, are at risk of considering these projects a success because of their delivery rather than because of the successful achievement of the objectives. The work done by the Authority for this report on reviewing benefits realisation tends to support this view. In some cases the benefits to be realised from a project appear to be little more than ‘objective achieved’ rather than a measurable output that reflects an improvement in efficiency or effectiveness. By implication, the aim behind the project will necessarily be achieved simply because the project is complete. It is of great concern to the Authority that, in theory, it would be possible to complete objectives within the MRP without achieving genuine modernisation and reform.

Regardless of whether or not all of the projects that could have reasonably been included in MRP are included in it, or whether or not there are things included in the MRP that more reasonably form part of normal operational activities, the Garda Síochána needs to have effective prioritisation mechanisms in place. Many of the challenges explored above would have been greatly reduced had there been effective prioritisation and corresponding allocation of resources to the projects that would generate the greatest impact.

The need for dynamic prioritisation has been a recurring theme in the Authority’s preceding reports to the Minister, as essential to guide the allocation of resources. The fourth report discussed the prioritisation exercise being initiated by the STO, which is followed up in [Chapter 5](#) of this report. The outcomes of this exercise, and the criteria used, are not the key concern for the Authority at this juncture. Insofar as it focused on the MRP as currently constituted, the Authority does not believe that it afforded the Garda Síochána the opportunity to consider whether the MRP itself needed to be reimagined and restated. The Authority believes that this should be considered, given the challenges presented and the organisation’s own ‘felt need’ as articulated by frontline staff and management itself. Dynamic prioritisation is an ongoing process, informed by a changing environment, needs and challenges.

These priorities cannot come solely from the STO or any individual unit, but need to be driven by the senior leadership with buy-in from across the organisation. There has to be a drive to gain the necessary resources and support from external stakeholders and manage expectations if this is not forthcoming. In order to achieve external support, prioritisation should incorporate as much evidence as possible, particularly when it is to be relied upon to make a case for funding. However, incorporating greater input and output measurements and others that may satisfy DPER’s requirements will depend on systems that do not yet exist with the Garda Síochána.

The effectiveness of prioritisation will therefore be limited until the Garda Síochána have put in place certain key systems and processes. The Workforce Plan for example, is critical to DPER’s funding of pay; however, it is also critical to the OPW’s understanding of the accommodation needs to the Garda Síochána. The Workforce Plan itself will be more effective when underpinned by a comprehensive HR strategy and a modern HR information system. Currently HR information is stored in a combination of paper based records and an outdated information system, with no comprehensive or reliable, single source of information to inform decisions. As noted above, a modern HRIS and the RDMS will allow measurement and analysis that can support and evidence the effectiveness of MRP initiatives, and so on.

Finally, the Garda Síochána must also conduct an exercise that validates the results of prioritisation, and the plan that is produced because of that prioritisation. It is possible that a plan based solely on relative priority, without consideration for the impact on the organisation as a whole, could result in a wildly imbalanced plan under which all the expensive projects are grouped in one year, or the majority of projects are allocated to one team or in one particular quarter. Once complete, regular and clear communication of priorities, plans and progress to the organisation will be important to ensure support.

Agility

From the point that MRP was conceived, it was subject to significant challenges. The MRP was approved in the same Government Decision that set out the vision for a significant increase in the Garda Síochána's workforce. Although this decision was strongly welcomed, it did not come without serious implications for the organisation and for MRP. The civilianisation agenda supports the effective implementation of MRP through the employment of professional civilians but at the same time it will result in a very different workforce, which existing staff could understandably find challenging. Absorption of this number of additional personnel into an organisation will have challenges for the culture, but also practical challenges in terms of the need to house, clothe, train, and induct additional staff, who will require a certain amount of time before they can fully inhabit their new roles. All of this strain on the organisation and its resources meant that the MRP was competing for resources internally, in a way that might not have been envisaged when it was developed.

Since 2016, the Garda Síochána has been subject to a considerable number of developments within the organisation. Internal developments have been explored in this chapter; however, there have also been a number of external developments that exposed weaknesses relating to areas such as: procedures, culture and data quality, particularly in the context of MAT/MIT breath test recording and homicide recording irregularities. There is always a risk that these types of scandals will divert senior managers, the business owners and sponsors for projects. However, in addition to the senior management time required, these types of weakness will require an operational response, such as the homicide review, that may well take precedence over longer term programmes like the MRP.

The recent industrial relations dispute that has arisen with Superintendents and Chief Superintendents has also been significantly detrimental to the progress of the MRP, as explored in the mapping of progress against Inspectorate recommendations in [Chapter 6](#), as it has resulted in the disengagement of the cohort that leads MRP projects. This action has only served to reinforce the Authority's concern that the Garda Síochána not having the responsibility for resolving its own industrial relations affairs continues to be a barrier to effective staff management.

At the same time as these high-level challenges to MRP, the MRP is also subject to the simple fact that time has moved on. Some recommendations in CPI may be no longer relevant and some may have been superseded. The Garda Síochána appears to have taken the approach that the only acceptable option for MRP is to deliver it fully by the end of 2021. This inflexibility in its implementation has meant that the MRP has effectively become a hostage to fortune.

Assessment

Given all of the challenges, systemic and arising, the Authority believes it is now time for a rigorous review of the MRP. The Garda Síochána has already recognised the need to review its fundamentals – to produce HR, ICT and Accommodation Strategies, and to undertake a prioritisation exercise – in order to support the remainder of the MRP.

The Authority does not consider it reasonable to assume that these Strategies will be concluded in sufficient time to an acceptable standard to allow the MRP to continue to progress as is. Being cognisant of the extent of the challenges, the Authority also considers it unlikely that robust strategic review of the organisation's enabling functions will result in the conclusion that the MRP should continue exactly as is, even though large elements of it may well be maintained.

The Authority believes that the Garda Síochána should review its organisational fitness to deliver the MRP, with a view to reviewing and revising the MRP. This refocused and restated MRP should include implementation and contingency plans, which are clearly linked to available and desired resources.

The Authority recognises that there are inherent risks in calling for a review and restatement of the MRP, and that it is vital that the programme not lose the momentum that it has achieved. However, the Authority believes that revision at this time represents an invaluable opportunity for the new Commissioner to reflect on the MRP and to take ownership of it, which will be crucial to its success.

4. Benefits Realisation

Introduction

The Modernisation and Renewal Programme is now over one third of the way through the period with a significant number of projects active. As reflected by the recent prioritisation exercise, the body of work commenced was potentially overambitious, and in the context of competing resources much work has been done but little has been completed in its entirety. Thus, benefits or impacts are yet to be realised. While this slow rate of progress has raised concern, the potential for impact and benefits has been recognised.

To further evidence the impact of these projects, the Authority requested Project Initiation Plans and Benefits Realisation Plans for all active projects from the Garda Síochána. These are standard project documents that provide key information about what a project involves, including how it will be completed and what the expected benefits are from completing the project. In most project management methodologies (for example PRINCE2), these would be delivered at the very early stages of a project. However, a large number of these documents were not available. This in itself is perhaps indicative of the degree of progress.

The Authority had sought to focus on 'impact' in this report. The MRP contains a large number of projects and as such, providing a detailed analysis of the anticipated benefits of all projects would be a cumbersome task. As an alternative, the Authority has examined a selection of projects that were cited by the Garda Síochána as having been implemented effectively to, and/or which are being anticipated will yield the greatest benefit over time. This chapter describes these selected projects briefly and lists the expected benefits and impacts of these. However, it also demonstrates how the challenges to progress, outlined earlier in this report, are affecting the implementation of these projects in very tangible terms at an individual level.

The examples below have been grouped using the Garda Síochána's prioritisation framework ([Figure 5.1](#)), under the Programme Board responsible for governing the project. At this point, the Group 1 projects have not been assigned to a Programme Board for their governance and instead progress is reported directly to the Garda Executive. Although it is planned that these will be assigned to a Programme Board in time, the fact that the Executive is currently overseeing them is indicative of the level of their importance to the organisation.

Direct Reporting to the Executive

Divisional Model

STO Resourcing Group: 1

Project Description

One of the most significant recommendations in *Changing Policing in Ireland* was the move away from a district model to a functional model of policing. This involved restructuring divisions to move away from geographic districts and introduce pan-division functions in their place. In essence, superintendents would cease to run geographic districts and instead take responsibility for a specific area of policing, such as operations, partnership, crime or criminal justice. Administration, HR and financial tasks, which are currently being conducted by superintendents in each district, would be centralised in the division and conducted by civilian staff. The removal of these tasks, and the focus on specific policing function would release much of

the superintendent's time. The Inspectorate's vision was for a maximum of four superintendents per division, reduced to two or three for smaller, less complex divisions.

The model would eliminate duplication of a considerable number of functions across 96 districts and instead focus on 28 divisions. This would result in greater numbers of Garda members allocated to front-line policing.

The implementation of the Functional Model was a significant element in Government Decision S20193F. However, some concession was provided to allow a limited degree of flexibility with the implementation of the model being "subject to appropriate modifications to meet the needs of large rural Divisions and ensure that the close relationship with communities is maintained."

In 2017, the model was being piloted in four divisions (DMR South, Cork City, Galway and Mayo), and each were acting independently and pursuing different structures. This was halted, and in late 2017, a series of workshops were held to develop a coherent model to be piloted across all four divisions. The outcome of those workshops presented a model which had notable differences to that envisaged by the Inspectorate.

The current model to be piloted involves dividing functions in each division among a series of hubs, each headed up by a superintendent or civilian assistant principal. Similar to the Inspectorate proposal, there are hubs for crime, governance (similar to the Inspectorate's criminal justice function), and an administration hub. The latter hub is overseen by an assistant principal and primarily made up by civilian staff. The model then varies from the Inspectorate to include community engagement hubs, rather than "operations" and "partnership" functions. The difference between the original recommendation and the pilot is less about function and more about number. Under the proposed pilot, DMR South and Cork City will have three community engagement hubs, while Galway will have five. This means that Galway will require seven superintendents and the others five superintendents, by comparison to the Inspectorate's recommendation of four or less.

The Authority has expressed a number of other concerns with the model, that it may simply be a rebranding of the district model given the number and location of community engagement hubs, to satisfy local and internal interests, rather than effect actual change. However, the Garda Síochána has responded that there is considerable change beyond the geographic spread and number of hubs, and that functions such as budget and resources allocation will be centralised to divisional level thus moving away from the district model. The Divisional Model is expected to be the central theme of the Policing Authority's next report to the Minister, which will afford considerable more time to explore the workings of this model, prior to the planned six-month pilot commencing.

Expected Benefits

- A consolidation of administrative, HR and financial activities from being replicated across 96 districts to 28 divisions will deliver a resource saving, allowing the Superintendent to focus on operational policing.
- Greater consistency of service is expected across former districts and measurement of performance will be more comparable for national performance evaluation.
- The centralisation of administrative functions and allocation of these to civilian staff is expected to result in the freeing up of sworn members, and result in the redeployment of these members to operational duties. A minimum of 250 redeployments is anticipated from the national rollout.

Challenges

- The pilot project alone will require at least one additional superintendent and 17 additional inspectors. Given the shortages of those in supervisory grades across the organisation, this may be problematic for the national roll out of such a model.
- Rostering and agreements with the representative bodies may present challenges to the functioning of the model. For example, to roster a member to a neighbouring station (or any location 2 miles outside of their home station) requires the member to be paid travel and subsistence payments. Such inflexible work practices challenge a divisional approach.
- There is no indication yet of how this will be rolled out in divisions which currently have two districts and two superintendents. The introduction of the model to these divisions may create an additional demand for supervisory ranks.
- There is currently a lack of knowledge among key stakeholders about the project. While Representative Associations have been consulted throughout the process, there appears to be a lack of awareness and/or lack of confidence among some members in the pilot areas. There is also requirement to reassure the public. There will be undoubtedly concern among some segments of the population about the change from the district model. The practical benefits that the new model brings will need to be adequately communicated to the public and local stakeholders in the affected areas.
- The Authority has been told that accommodation is not currently an issue for the four pilot divisions; however it is likely to be an issue for the national rollout particularly when combined with the other MRP projects being rolled out on a divisional basis.

Civilianisation

STO Resourcing Group: 1

Project Description

The civilian workforce in the Garda Síochána is to increase by a net figure of 2,000 by 2021, to be more in line with international norms. Of these, 500 are new positions to cover existing identified skills gaps as well as to deliver on projects within the MRP, while approximately 1,500 are to fulfil administrative and non-operational roles, which are currently being completed by sworn members. These sworn members are then to be redeployed to operational duties.

Expected Benefits

- Increased civilian participation in the workforce is expected to relieve sworn members from non-operational roles, and increase Garda visibility and numbers available for operational deployment, while reducing overtime.
- Civilian recruitment also has the capacity to centralise administrative and support functions within divisions and units, allowing divisional and unit managers to focus on operational policing.
- A further benefit of civilianisation is to professionalise certain administration functions through recruitment of qualified civilians with appropriate expertise, with a view to increasing efficiencies within the organisation.

Challenges

- The drive to recruit civilians does not appear to be consistent across divisions. From the Authority's observations there appears to be a considerable variance to the degree of buy-in to civilianisation. Some divisions are actively seeking additional civilian staff, and state they are ready to redeploy sworn members to operational duties. Some divisions are also willing to expand the variety and complexity of roles suitable for civilianisation. At the other end of the spectrum, there are divisions that appear to be unwilling to engage with the process, are sceptical as to potential for civilian staff to work beyond basic administration tasks and do not see any scope for further civilianisation.
- The pace of redeployment continues to be of concern to the Authority. The GS has now identified and validated 1500 posts for redeployment but the redeployment targets for 2017 were missed and have been carried over to 2018. With a current figure of less than 100 Gardaí redeployed to operational duties to date, it is likely that the 2018 target of 500 redeployments will also be missed. There still appears to be a lack clarity and agreement within the organisation as to which roles are suitable for civilianisation. While HR within the Garda Síochána has been making some progress on identifying posts, as with civilianisation, there appears to be a lack of buy-in, and communication within the organisation in general, regarding redeployment and this is hindering progress.
- The process to identify specific posts that are suitable for civilianisation is a time consuming and resource intensive task. This is due to the lack of an appropriate HR Information System (HRIS).
- Workforce planning was a key tenet of the Government decision of July 2016, with a view to driving change and civilianisation within the Garda Síochána. In order to progress this, regular Workforce Planning meetings are held between the Policing Authority, DPER, DJE, PAS and the Garda Síochána. One of the main objectives has been to feed into 2018 Garda Síochána Workforce Plan in order to provide a meaningful picture of how the Garda Síochána will deliver on the 2018 strategic Initiatives. A draft plan has been agreed, although work has not yet been completed on a People Strategy or a Gap Analysis. The plan looks at the organisation's demand analysis in detail but does not yet have a clear picture of the current baseline so that a reliable gap analysis can be conducted. The lack of appropriate data collection facilities within the GS has meant this process is slow and painstaking.
- Business cases for 405 civilian positions have been submitted to the Authority since the commencement of the function. While submission of civilian cases is ongoing, the positions have not been accompanied by sufficient levels of redeployment of garda members. Since only 500 posts will be approved without associated redeployment, the GS now needs to conduct a prioritisation exercise. The Divisional Model remains a priority but further cases will need to be considered in line with corresponding levels of redeployment.
- One of the challenges to the recruitment of civilians within the Garda Síochána is the length of time required for Garda vetting, during which the organisation sees a significant drop off in candidates. The vetting process must then be initiated again for each subsequent candidate. Much of this is because of a buoyant labour market and outside the control of either the GS or the PAS. The GS has agreed a template for reporting on recruitment with the Workforce Planning Group that gives comprehensive visibility on the various stages of the recruitment process.
- Accommodation continues to be an issue as the organisation expands.

National Policing

Divisional Protective Services Unit (DPSU)

STO Resourcing Group: 2

Project Description

The Protective Services Units will be in operation in each division and will be supported nationally by the Garda National Protective Services Bureau. These will be centres of excellence dealing with areas such as sexual crime, online child exploitation, child protection, domestic abuse, human trafficking and organised prostitution. They will serve the most vulnerable victims and work in the area of sex offender management.

Three locations were chosen for the phase 1 pilot including DMR West, Cork City and Louth. Further locations, which are currently being evaluated, will be inducted into phase 2 of the project in 2018. However, work on developing DPSUs has also been done outside of the pilot. One notable example that the Authority observed was located in Limerick, which has a highly developed team and the necessary facilities to conduct this specialised work.

Expected Benefits

- The DPSUs are expected to deliver a consistent and professional approach to addressing the crime types within the unit's remit through the introduction of processes and highly trained staff in areas such as crime investigation and specialist interviewers.
- The pilot project itself is introducing a governance structure to ensure the best possible service to victims across the divisions, developing specialised training for members and staff working in this area, and refining processes to ensure thorough and consistent approaches to the relevant work.
- They will be a point of contact for third party agencies such as TUSLA.
- Anecdotally, from site visits conducted by the Authority, members working outside of the unit feel reassured that investigations and crimes in the relevant categories are being addressed with the highest level of professionalism, and are relieving these stresses from other divisional and district units so that they can concentrate on other operational areas of policing.
- Authority engagement with organisations that work with victims, as well as the recent Inspectorate Report on Child Sexual Abuse, evidence the anticipated improvement in services for victims arising from the roll out of the PSUs.

Challenges

- Accommodation has been a challenge for the pilot project with no suitable accommodation available for the Louth PSU since the project commenced in 2016. There has been no reassurance that accommodation will not be an issue in other divisions for future national rollout.

Court Presenters

STO Resourcing Group: 2

Project Description

The Court Presenters project predates the MRP and was piloted in three divisions in 2013 and 2014. It has since been brought under the umbrella of the MRP and expanded to incorporate all divisions. The objective of the project is to enable Sergeants to present non-contested court cases in District Courts outside of the Dublin Metropolitan Region. Civilian administrative staff will support the mix of full-time and part-time Sergeants fulfilling these roles. Recruitment of the court presenters is complete, however, where the original work plan estimated the completion date for the project to be September 2018, as with all MRP projects recent industrial relations issues have stalled progress. It is unknown whether this completion date is now achievable.

Expected Benefits

- The project has introduced a standardised and streamlined approach to court presenting across the divisions.
- The devolution of responsibilities to Sergeants and the specialisation of a court presenting role has freed up the time of Inspectors and Superintendents allowing them to focus on operational and management duties.
- The introduction of civilian support staff will allow for redeployment of Garda members currently fulfilling this role.

Challenges

- Outside of the delays caused by industrial relations issues, no challenges to this project have been flagged to the Authority.

Cross Organisation Services

Roster and Duty Management System

STO Resourcing Group: 2

Project Description

This project involves the implementation of an off-the-shelf IT system to roster individuals and units to shifts in order to maximise resources. A number of police forces in the UK are already using this system. It will allow for the effective scheduling of duties, and monitor attendance by means of a clocking system. The IT solution is being complemented by duty planning units, which will be primarily made up by civilian staff. The system is due to be piloted in Quarter 2 of 2018 in D.M.R. East Division (Dun Laoghaire & Blackrock Districts).

Expected Benefits

- The effective use of the system will better match the skills, roles and competencies of Garda members and staff with the requirements of each roster. It will also better manage overlapping rosters and leave, absences and absences, to more effectively plan and respond to public demand.
- The system will provide real time information for supervisors and managers while the planning office will provide support for management decisions.
- Members will have better and advanced access to their own information regarding their own scheduled duties, annual leave and absences.

Challenges

- The system was the best available given the resources available to the project team, but has limitations in terms of its compatibility with other systems. This means that all future, complementary systems will have to be designed to work with this system and limits flexibility of future developments.
- The system is limited to operating on PCs and this has implications for members and staff clocking in and out and gives rise to a number of practical considerations. These include accommodation for computers to facilitate clocking and clocking while on duty outside of stations.
- The data to implement and support the system is not readily available. This includes the skills and roles of existing staff, which is not currently held in one single system or set of documents. A HR Information System would provide this; a project that is planned but not yet commenced. In order for the system to be rolled out, either the HRIS will have to be developed first, causing considerable delay, or the necessarily information will have to be gathered by the project team and/or divisional staff. The latter is the most likely solution, for at least the pilot project, but will likely consume considerable resources and duplicate activities, which would be completed as part of developing the HRIS.
- Though not directly affecting the rollout of the system, the project planning has noted a wide range of working arrangements that demonstrate the current inflexibility of the work force. For example, a member's roster can only be changed 15 days in advance, and up to a maximum of 10 times in a year, while a member cannot be posted to a neighbouring station or any location two miles outside of their

home station without being paid travel and subsistence. While the project team regards these as options for duty planning, they are in fact limitations to effective deployment.

- The system can only manage the current system and will not address the inefficiencies in the current working arrangements.

Risk Management

STO Resourcing Group: 3

Project Description

Risk Management was addressed by the MRP project “A Revised Approach to Risk Management” and has been one of the areas where a large number of *Changing Policing in Ireland* recommendations has been addressed. The project aimed to embed risk management within the culture of the organisation and address risk at three levels: corporate, executive and local.

Progress has been made in establishing the policy architecture at corporate level through the establishment of a Risk and Governance Policy Board, development of policy and procedures, development of a risk register, and development of risk action plans and guidance on the risk management process. This work has been informed through engagement with external entities experienced in dealing with risk such as the Dublin Airport Authority, Policing Scotland and PSNI), and supported by training at the Institute of Public Administration.

Significantly, a specialised Risk Management Unit has been established, led by a Superintendent. The unit participates in the board and regularly meets with the relevant internal Specialist Units concerning emerging risks.

Benefits

- There are wide ranges of benefits associated with the revised approach to risk management that include, but are not limited to, greater accountability and transparency, better decision making and enhanced ability to achieve strategic objects, simplification and increased efficiencies and standardisation of risk management processes and enhanced training in dealing with risk.
- A significant number of risks have been identified and mitigated since the process began. The nature of specific risks being addressed cannot be reflected in this report.
- Managing Risk is reported to have become more embedded in the organisation, through effective communications, the appointment of risk champions and due to specialised training.
- Compliance with risk register reporting has been increasing.

Challenges

- A degree of churn is reported among risk champions.
- Compliance rates for risk register reporting requires improvement at local levels.
- To be effective the embedding of risk management will require that it is positioned within the governance structures in a manner that allows it to inform decision making.

Community Safety

Mobility Strategy and Pilot

STO Resourcing Group: 2

Project Description

The mobility strategy involves the development of a vision and plan to allow Garda members to access information and perform policing duties while outside of the station, using mobile technologies. The broader vision may include the ability for members to take statements, conduct investigations and make PULSE entries on their mobile devices. To inform this strategy a pilot was launched in Limerick at the end of 2017. A mobile device was provided to 39 members that included a roads policing app to enable members to look up vehicle details, tax status, vehicle warnings and driver licensing. It also allowed members to look up e-mails while outside of the office. A motorcycle with on board camera and automatic number plate recognition is also being trialled. Lessons from the pilot are being logged and will inform the development of the strategy.

Expected Benefits

- From a strategic perspective, the project will potentially allow members from all types of operational roles to access real-time information, improve efficiency and allow members to be present outside of the station more frequently and allow for greater Garda visibility.
- Immediate benefits from the pilot project have already been realised with 3,800 look-ups by members completed to date, saving time for call takers at stations. Members can also access work e-mails on their devices, which was not possible previously, this allows them to keep track of ongoing work while they are off duty and not be overwhelmed by a large volume of unread e-mails when they return to duty.
- The project presents a tangible and positive change for members on operational duties. This has not been the case with other projects, from which members may be removed or not see the positive effects, and allows for buy-in to the MRP across the organisation.

Challenges

- The pilot project has given rise to a large number of lessons and challenges to expansion and rollout of the project, including areas such as required legislation changes to fully realise the project's potential. While this is the purpose of the pilot, it does suggest that it will be a considerable length of time before aspects of the Garda mobility strategy can be rolled out in a meaningful way across all divisions and units or achieve significant impact. To be effective, this project is likely to still be in development beyond 2021 and the end of the MRP.
- Data Quality will need to be addressed within the strategy, as the improvement in technology will not of itself address issues of accurate and timely data entry

National Security

PEMS

STO Resourcing Group: 2

Project Description

PEMS is a multi-phased project for better managing property and evidence held in Garda Custody. The second phase of PEMS was rolled out across all regions in November 2017, and 760 staff have been trained including PEMS Store Managers, Crime Scene Investigators and Exhibit Liaison Officers. Prior to this second phase, the receiving Garda member recorded lost property or seized items. This involved the member putting an entry into PULSE, and filling out a separate PEMS duplicate form. The form and item were then passed to the PEMS team (with some exceptions), who would transcribe the information on the form into a standalone PEMS database, label the item and place it into the property and exhibits store. PEMS Phase 2 introduced a new system whereby the receiving member would only have to enter the exhibit on PULSE and then print a corresponding barcode. The PEMS staff would then only have to scan the barcode to populate the PEMS database rather than transcribe it.

Expected Benefits

- The new system has introduced an extra layer of accountability and also made the process of handling property and exhibits more accurate, through an enhanced audit trail and standardised process. This was a serious concern for the organisation and was featured on the corporate risk register. However, since the introduction of PEMS2, it has moved off the corporate risk register.
- The new processes would appear to save time for both members handling property and exhibits and for PEMS staff and there was an appetite for the new system among PEMS Store Managers engaged with by the Authority.

Challenges

- The PEMS2 system was put live without a supporting policy meaning that there was potential for the system to be used in a non-standardised manner. There has been no update at the time of writing this report as to whether this policy has been developed and implemented.
- The greatest challenge for PEMS will be phase 3, which involves a modernisation and development of PEMS stores. Given the accommodation shortages highlighted throughout this report, the implementation of this phase may present challenges.

Assessment

It is important to restate that the Authority is aware that progress is being made and considerable effort and resources are being expended towards that end. The list of progress and it is important that momentum is not lost. However, the challenges identified in many of the projects link back to the challenges discussed earlier in the report, and if these are not addressed progress will be undermined.

5. Follow up on MRP Governance Framework and STO Prioritisation

Introduction

The previous report by the Authority highlighted a number of concerns relating to governance of the change programme, explored in this chapter, which include:

- 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.

The Garda Síochána has provided further information on its governance structures, and although it has taken some positive steps in this regard over the past six months these concerns have not been addressed fully. Key questions still linger regarding the ability of Garda Management to prioritise effectively and allocate resources to elements of the change programme, assess progress and administer accountability among those who are charged with implementation of projects and recommendations.

Unitary Reporting

There have been a number of improvements to reporting since the last report. The STO has made significant improvements in its monthly reporting on projects, which now offer a more practical view on progress. Two monthly reports are now produced. The first is a monthly progress report on MRP projects, similar in nature to the monthly reports that were previously produced. These now include more practical and transparent narratives regarding progress and challenges, details of mitigating actions taken where challenges to progress have emerged, and clear information on intended project outcomes and impacts. The second monthly report aligns relevant MRP projects to the CPI recommendations that they address and gives details regarding the status of each recommendation.

Further reporting is being provided through the Policing Plan. Chapter 1 of the 2018 Policing Plan contains a series of milestones categorised within six priority areas of organisation development, some of which are MRP project milestones or initiatives under the governance of the STO. The reporting on the Policing Plan has seen a similar evolution to the MRP reporting, and is now much clearer and easier to use. These improvements in reporting are very welcome: this has facilitated effective review by the Authority, but more importantly should facilitate effective review within the Garda Síochána. However, a concern has been raised as to the consistency of reporting. During a meeting between the Policing Authority Executive and representatives of both the STO and Garda Policy and Planning Unit, it emerged that both were assigning different RAG statuses to the same milestones, based on their own measures and perceptions of progress. This does not assist the organisation in taking a single view of progress.

An ongoing challenge has been reporting on the recommendations being addressed by the Implementation Group. The Authority understands that the Deputy Commissioner meets with the relevant business owners in the Implementation group on a quarterly basis. Although this should ensure that the Deputy Commissioner is informed as to the status of progress on the projects, there is little organisational review of these

recommendations. The regular report compiled for the Authority on progress with these recommendations is the only report prepared by the Garda Síochána, and it is not clear what combined oversight exists at a Senior Leadership level of this set of recommendations, whereas the MRP and Policing Plan reports are reviewed regularly.

A more recent development is the establishment of an External Advisory Group to review and advise on the implementation of the change programme. It comprises of up to 10 members and consists of representatives from other public bodies, academic institutions, private industry experts and senior managers from private industry. The group advises the senior leadership of the Garda Síochána on the delivery of the MPR, provides a forum for discussion between the Garda Síochána and external representatives, reviews and makes recommendations on the progress of the programme and of individual initiatives, and makes recommendations to address mitigate identified risks. The group held its inaugural meeting in Quarter 4 of 2017 and is expected to sit on a quarterly basis. The Authority plans to report on the oversight by this group in its next report.

Timelines and Resourcing Requirements

At the time of writing the third and fourth reports to the Minister, a significant focus for the Authority was on the number of recommendations not yet commenced. The Authority was concerned that there was a lack of a clear view of when work on those recommendations might commence or what was preventing commencement. Since the fourth report, the number of 'not commenced' recommendations has reduced from 53 to 37, with most of those being brought on stream within the STO governance framework.

However, as outlined in earlier chapters of this report, the Authority's focus has now shifted from ensuring that all recommendations of CPI are commenced to a concern that the organisational capacity to address all the recommendations concurrently does not exist. Although setting timelines and understanding resourcing requirements will be crucial to the success of any project, this should be in the context of a revised understanding of what can be achieved given the available resources, and which projects will produce the maximum benefit for the organisation.

Prioritisation

Since the last report, the STO has completed its prioritisation project: the draft STO prioritisation framework was presented and agreed at a Garda Síochána Senior Leadership meeting on the 26th of January, 2018.

The prioritisation exercise was based on a number of criteria:

- the strategic impact a project will have within the organisation;
- the number of Inspectorate recommendations and/or corporate risks addressed by the project;
- the number and impact on 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.

Applying these criteria generated a comparative view of MRP projects, which were then placed into one of three groups:

- Group 1: Top organisational priorities, which are building block projects that are strategically important to achieving the overall aims of the MRP;
- Group 2: Flagship projects with significant investment, contracts in place and/or significant benefits; and
- Group 3: All other active and not commenced projects within MRP

[Figure 5.1](#), overleaf, shows how the STO's active projects have been allocated into these Groups.

The prioritisation exercise did not set out to identify the most important projects, but rather it identified projects that will be prioritised for STO support. The STO has made significant changes to how it supports projects in order to have the greatest impact on the highest priority areas. There are projects in Tier 3, which the organisation has stressed are important but do not require a level 1 investment of STO resources.

Group 1 projects will have dedicated fulltime project teams. Group 2 projects will also receive a high level of project support from the STO, with project teams assigned to a small set of projects. Finally, Group 3 projects will have no STO resources assigned to them. This is not to say that there will be no support at all as some limited guidance will be made available, but there will be no dedicated resource. All active projects will continue to be monitored and evaluated by the STO, Group 3 projects will be moved into Group 2 as and when Group 2 projects are complete or no longer require high levels of STO support. The Authority will monitor the impact of these changes.

Assessment

The prioritisation exercise appears to have provided much needed focus on a number of key project areas and it allows the STO to be more efficient in the management of its own resources. However, it is unclear as to whether the STO is a gatekeeper to enabling resources to support projects, such as access to training, prioritisation of accommodation and prioritisation of wider human resources within the broader organisation. For the prioritisation to be effective, a whole of organisation approach will be required where HR&PD, the Garda College, Garda Estate Management, Garda Finance, Divisional resources and, most importantly, Garda Leadership all share the same view of which projects are priorities for the organisation. Reassurance on this issue would undoubtedly reaffirm the potential effectiveness of the prioritisation framework.

There is also a question as to how and whether this exercise will affect the pace of implementation of the overall MRP. While this may assist key strategic projects to be completed in their entirety, this exercise on its own does not provide any reassurance that the overall MRP will be achieved by 2021. The prioritisation undertaken does not address the key challenges identified earlier in this report. Prioritisation appears to have been undertaken within a context that saw the MRP as immutable. The Authority believes that a prioritisation exercise is required that is open to a restatement of the MRP based on an assessment of what needs to happen to enable change, and what change should be prioritised to respond to the organisation's own assessment of need.

A review of Governance arrangements was due to be carried out by the Garda Síochána but details of this review have yet to be received by the Policing Authority. Given the ongoing concerns with the pace of the implementation of the change programme and the numerous challenges that it faces, strong, clear and consistent governance is needed in order to ensure adequate prioritisation of resources and timely completion of both flagship and key enabling projects.

Figure 5.1: STO Prioritisation Result



Appendix: Overall Project Grouping

Group 1	Divisional Policing Model	Civilianisation	<div style="border: 1px solid black; padding: 5px; display: inline-block;"> These projects should come under the governance of one of the established Programme Boards </div>		
	Culture (inc Cultural Audit & Code of Ethics)				
	National Policing	Cross Org Services		Community Safety	National Security
Group 2	PAF	Roster & Duty Management System	PALF	Control Room Projects <ul style="list-style-type: none"> CAD 1 CAD 2 & Contact Mgt Communications Accommodation 	Schengen
	Divisional Protective Service Units			Mobility	Investigations Management System
	Court Presenters				Enterprise Content Management
	Community Policing				Cyber Crime (both projects)
					PEMS 2
Group 3	Offender Management (JARC & SAOR)	Garda Síochána Analysis Service	Equality, Diversity & Inclusion	CCTV Management	PEMS 3
	ANPR Central Monitoring Office	General Data Protection Regulation	HR Operating Model	Rural Network Access	Prüm (Fingerprint Data Exchange)
	Process Optimisation Cycle to Work	Policy Projects	Risk Management	Corporate Communications	
	GoAML	Bullying & Harassment Policy	Health & Wellbeing Strategy	Corporate Services	
	Electronic RC1	Garda Employee Assistance Service			

All projects yet to formally commence

Indicates projects that should be moved to group 2 when capacity permits

6. Current Mapping of Inspectorate Recommendations

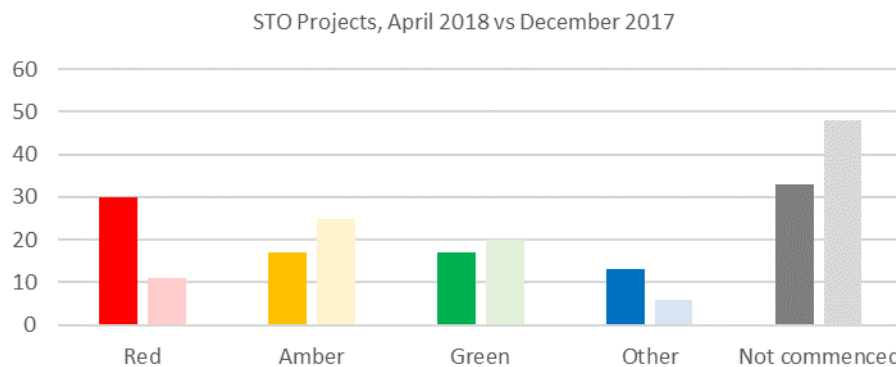
Introduction

In this chapter, the Authority sets out the results of its regular exercise to map the progress against CPI recommendations, including the results of its verification of recommendations marked as complete.

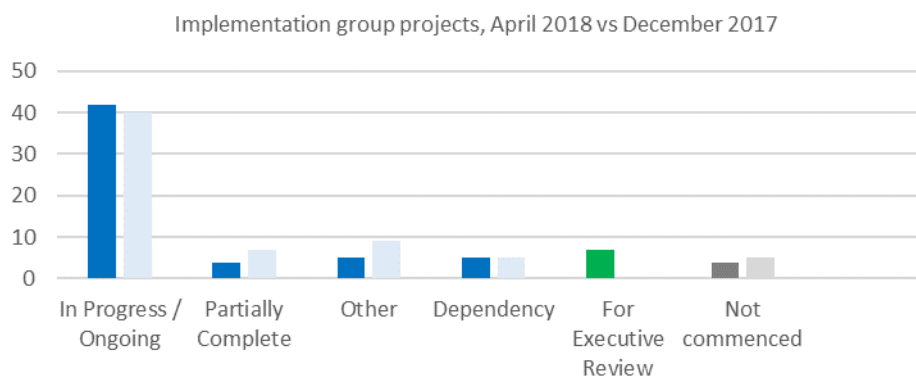
Progress

There has been no significant progress in terms of completion of recommendations since the previous report, and little change in the allocation of responsibility ([Appendix 2](#)).

Of the 110 recommendations managed through the STO, since the last report a considerably higher number of recommendations have been assigned a Red, ‘critical’ RAG status. This is primarily because of delays caused by Industrial Relations issues.



As noted in the previous report, the reporting structure for the 67 recommendations managed by the Implementation Group is significantly less clear in terms of expressing the level of progress made, or the level of risk associated with completion ([Appendix 2, Figure 2](#)).



Overall, there has been little change with these recommendations although the creation of a new category ‘For Executive Review’ represents a change in approach. There is an emerging consensus within the Garda Síochána that there is a set of recommendations for which either: (i) actions taken are different to the recommendation, but are more appropriate; (ii) the time that has passed mean the recommendation is no longer relevant; or (iii) events or other developments have overtaken the recommendation. These modified recommendations or responses are the subject of ongoing review by the Authority and the Inspectorate.

Modified Recommendations

Out of the 80 headline recommendations in the Inspectorate Report, 18 were labelled in the appendices of the Government Decision as “Accepted with Modifications”. No reference was made as to the nature of the modifications and no reference was made to the sub-headings underneath each of these recommendations. In response to previous reports, the Garda Síochána had cited these modifications as the reason for actions taken only partially fulfilling or not fulfilling the intent of Garda Inspectorate Recommendations, as analysed by the Policing Authority. However, without some documentary evidence as to the nature of the modifications and agreed outcomes, the label of modification in and of itself cannot be employed as reasoning for regarding recommendations as being complete when the intent of the original Inspectorate Recommendation does not appear to be met.

In the previous report to the Minister, the Authority committed to following up on these recommendations to retrieve additional details as to the exact nature of these modifications. A request was submitted to the Garda Síochána to seek further information. The Policing Authority has impressed upon the Garda Síochána the requirement to provide some detail around the nature of the modifications as a basis for discussion and acceptance among all relevant stakeholders. However, it does not appear that the Garda Síochána has any material that specifies what aspects were modified.

In order to bring clarity to this situation a meeting was held between the Garda Síochána, Garda Inspectorate and Policing Authority. A process has now been put in place for the Garda Síochána to present proposed modifications and rationale for modifications to the Garda Inspectorate, and for the Garda Inspectorate to make an assessment. The Policing Authority will monitor this process and provide its own perspective on any proposed modifications.

Assessment

As this chapter has demonstrated, there has been a very limited amount of progress since the last report. Much of this delay can be attributed to Industrial Relations issues, which resulted in a withdrawal of support for the implementation of the change programme by key members of the Garda Síochána. It is expected that progress on the MRP will get back on track since these issues have now been resolved.

However, a concern has emerged regarding the fulfilment of the recommendations in *Changing Policing in Ireland*. The mainstay of the MRP are those projects being managed by the STO. These in turn have been aligned with *Changing Policing in Ireland* recommendations. However, there is scope that some of the recommendations may not be fulfilled entirely by the projects to which they have been aligned. Thus, completion of a project will not necessarily result in completion of a recommendation. The Authority will continue to review this issue and, as recommendations are marked as complete, will continue to evidence the achievement of *Changing Policing in Ireland*’s intent in as rigorous a manner as it has done in past reports.

7. Policing Authority Priorities

Prior to the STO prioritisation exercise, the Authority had expressed concern about the lack of focus surrounding organisation development within the Garda Síochána. In order to focus oversight efforts and encourage prioritisation, the Authority identified six priority areas for review, as follows:

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

The Garda Síochána has now reflected all of these priorities in their 2018 Policing Plan, primarily in its first chapter on organisation development and capacity improvement. The status of Chapter 1 initiatives is shown in [Appendix 6](#) for information; however, it is clear that there is a disconnection between RAG status reported within the Policing Plan monthly reports and a full understanding of progress. As with the concerns raised around MRP reporting, the RAG status may only reflect progress towards project milestones rather than delivery of an organisational objective. So, for example, the RDMS project is green, which reflects that the pilot is expected to meet its next milestone, but this does not reflect the critical fact that there is no funding available towards the post pilot roll-out of the RDMS project. The overall efficacy of the Policing Plan and its reporting will be discussed in the Authority's mid-year report on the Policing Plan.

In previous reports, the progress made against each priority area was considered in this chapter. However, for this report the priority areas feature heavily throughout the report, both in the challenges identified and the projects reviewed in [Chapter 4](#), therefore they will not be repeated here.

For the next report, the Authority expects to be able to report on significant progress to address some of the priority areas, in particular: the development of a response to the Culture Audit; the completion of the HR Operating Model and HR and Diversity Strategies; and, the interim review of homicide statistics.

8. Conclusions and Next Steps

In the conclusion of the fourth report to the Minister, the Authority committed to a number of next steps primarily aimed at encapsulating the benefits and impacts of the MRP and organisational development initiatives in the fifth report. However, while the expected impacts of many projects have been highlighted in this report, the vast majority of the benefits can only be regarded as potential, with few projects completed or – more importantly – embedded.

This gives further weight to the recurring concern that the Authority has expressed regarding the slow pace of delivery on the MRP and implementation of the Government Decision, which has become more apparent and more critical in each report given the amount of progress relative to the programme's timescale and planned completion by 2021.

However, the pace of progress is now secondary to the Authority's concern over fundamental flaws in the reform process that are much more significant than timing. The pace of the programme has been inhibited to date because of what had been originally viewed as enablers or challenges, but are now presenting as barriers to effective progress. These barriers relate to the enabling functions of the organisation – training, human resources, ICT and accommodation – and to the structural underpinnings of the MRP programme itself – the ways in which it was focused, resourced and prioritised by the organisation. Underlying these barriers is the lack of a clear vision for the future of the organisation when it is 21,000 strong.

Only when the organisation has formulated and committed to a clear vision of its future, through a comprehensive Human Resources Strategy, will it be able to set out the resources and systems required to support that organisation. The MRP should then be reworked so that it is the means whereby the Garda Síochána focuses its resources, investment and effort on getting from its current to its intended future state. This refocused MRP should then be supported by the development of integrated strategies for its enablers. It is vital, therefore, that the current work being undertaken on the redevelopment of ICT, accommodation, training, HR and diversity strategies is considered as part of a single, complementary approach to the development of the organisation and a single vision of its future – one with reform and cultural change at its core.

Next Steps

Keeping these key concerns at the fore, the Authority remains committed to pursuing the implementation of the recommendations of *Changing Policing in Ireland* and the development of key MRP initiatives. To meet these commitments, the Authority will take the following next steps:

- Continued reporting on *Changing Policing in Ireland* recommendations and related MRP initiatives, acknowledging the key issues outlined in this report.
- Monitoring the process of the review between the Garda Síochána and Garda Inspectorate regarding modified *Changing Policing in Ireland* recommendations.
- Discussion of the outcomes of this report with the Garda Executive and key external stakeholders.
- Ongoing monitoring of Garda Síochána governance structures guiding organisation development, including analysis of the outcomes of the Garda Síochána governance review.
- An in-depth review on the design and progress made on the implementation of the Divisional Model.

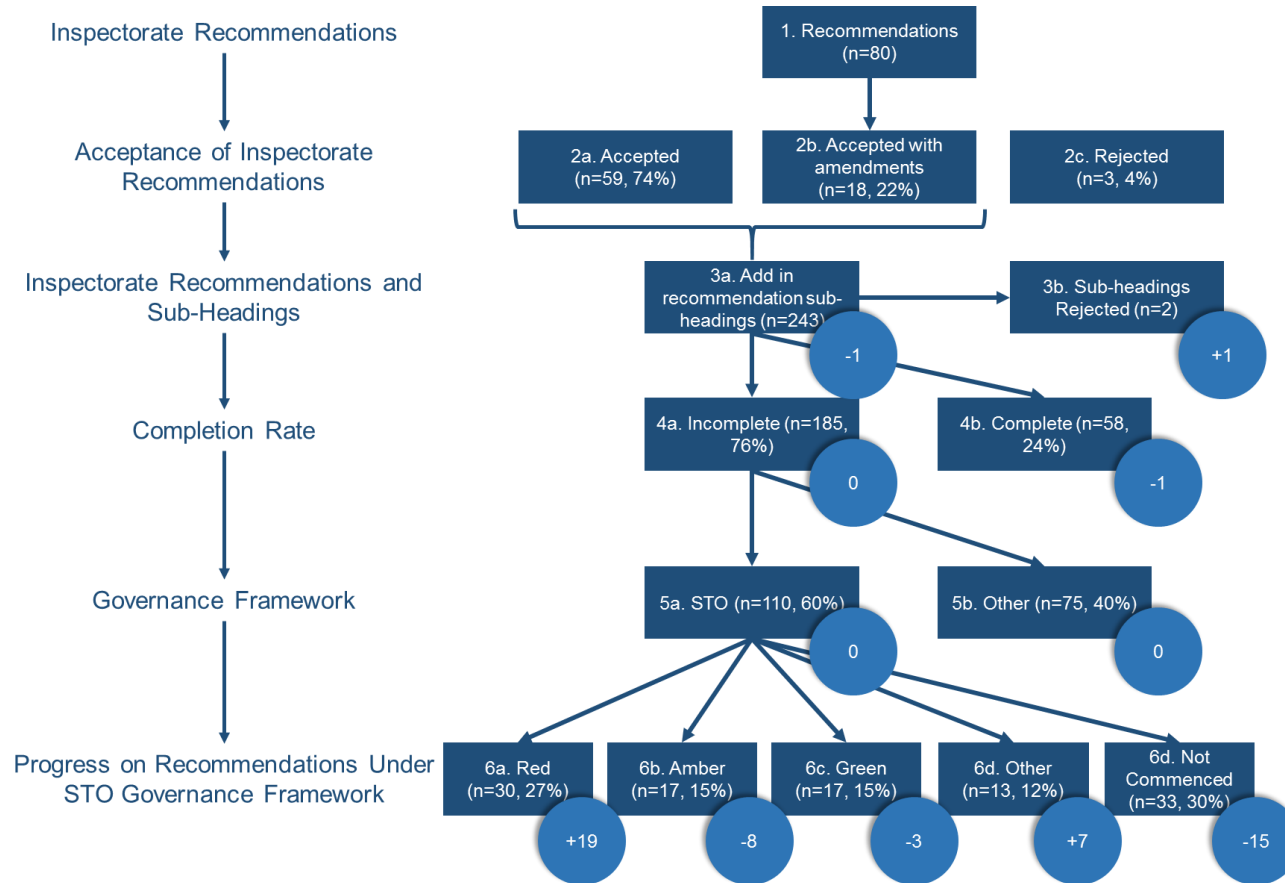
9. Appendices

Appendix 1: Schedule of Meetings and Engagements

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

Description
Continuing programme of meetings in public, and in private, of the Policing Authority attended by representatives from the Garda Síochána Senior Management.
Continuing programme of 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, and the Strategic Planning Unit.
Continuing programme of meetings of the Authority's Policing Strategy and Performance Committee between December 2017 and March 2018 attended by representatives from the Garda Síochána, including Senior Management, the STO, GSAS, and the Strategic Planning Unit.
Various meetings and engagements with the Executive Director of Strategy and Transformation, the staff of the STO, and with the members of the Strategic Planning Unit.
Various engagements with the Policing Authority Liaison Office to obtain relevant documentation and information to support this report.
Continuing programme of 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.
Meetings of the joint Resources Working Group convened by the DJE and attended by the Garda Síochána, FMSS, and the Authority.
Meetings with the Diversity and Inclusion Unit, the Cybercrime and OnCE (Online Child Exploitation) Units.
Meetings to review and receive demonstrations of PULSE upgrades and the RDMS.
Meeting with the Executive Director, Finance and the Head of Estate Management.
Attendance at Joint Policing Committees including Carlow, Clare, Galway, Kerry, Kilkenny, Meath, Offaly, Tipperary, Wexford and various JPCs in Dublin.
Visits to GISC (Mayo), the CAD Centre and Divisional Office (Dublin), the Public Order Unit (Dublin), KRIB – the Garda Youth Diversion Office (Dublin), and a Community Engagement and Victims Office (Kilkenny).
Visits undertaken to the following Garda Stations: Ennis (Clare), Castlebar (Mayo), Store Street (Dublin), Pearse Street (Dublin), Henry Street (Limerick) and Tralee (Kerry), including review of progress on relevant projects such as PEMS, custody management, Divisional Protective Services Units and the Divisional Model.
Attendance as observers at various PAF meetings in the Dublin Metropolitan Region.
Attendance as observers at a briefing on the Divisional Model (Kilkenny).
Attendance as observer at the tripartite meeting on accommodation between the OPW, the Garda Síochána, and the DJE.
Attendance as observers at meetings of the ICT Governance Board.
Attendance at observers at a Major Event Management exercise (Shannon Airport).

Appendix 2: Status of Recommendations



Appendix 3: Recommendations marked as Complete

The Garda Síochána has marked the following recommendations as complete/implemented. In previous reports, the Authority challenged some of the actions taken to complete these recommendations, as some of these actions did not appear to address the intent of some of the recommendations in *Changing Policing in Ireland*. The Authority will revisit these assessments once agreement has been reached between the Garda Inspectorate and the Garda Síochána on modifications as outlined in [Chapter 6](#) of this report. Two recommendations (shown in grey) are no longer showing as complete and are now showing in Appendix 4: Active and inactive recommendations managed outside the STO; one additional recommendation (shown in green) has been marked as complete since the previous report.

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)	Verified
1.2.2	Remove the DMR armed response function from the SDU.	Information required
1.3.1	Establish a National Major Investigation Team.	Removed
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)	Information received, Not verified
3.4.1	Create a governance unit to support the work of the Deputy Commissioner.	Removed
3.4.2	Membership of the board should include the chairs of the three governance committees and high-level decision-makers.	Information received, Not verified

Appendices

No.	Description	Verified Status
3.4.4	The GIAS to report directly to the Deputy Commissioner Governance and Strategy.	Information received, Not verified
3.4.5	Amalgamate the governance roles of the Change Management Section and the STO.	Information received, Not verified
3.4.6	Develop a Standard Operating Procedure for identifying and managing all critical incidents.	Information received, Not verified
3.4.9	Review the approach to self-inspections as outlined in the Inspections and Reviews HQ Directive.	Information received, 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
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

Appendices

No.	Description	Verified Status
3.24	The Garda Síochána provides internal and external email to all staff without the need for application and specific approval. (Short term)	Not verified
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.	Further information required
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.	Partially Complete
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
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

Appendices

No.	Description	Verified Status
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
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 4: Active and Inactive Recommendations managed by the Implementation Group

Recommendations are grouped by owner.

No.	Description	Status
Chief Administrative Officer, Joseph Nugent		
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, currently vacant		
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.	In Progress
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

Appendices

No.	Description	Status
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
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.	For Executive Review
1.2.9	Lead on major event planning and resourcing.	Partially Complete

Appendices

No.	Description	Status
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.	Monitoring & Review will remain ongoing
1.2.4	Develop Standard Operating Procedures for the deployment of armed units, including those on close protection duties.	In Progress
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)	For Executive Review
1.3.1	Establish a National Major Investigation Team.	Inspectorate to Review Modification
1.3.2	Establish a Serious and Organised Crime Unit, which includes cybercrime, human trafficking and serious fraud investigations.	For Executive Review
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 – Working Group Established
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

Appendices

No.	Description	Status
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	For Executive Review
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
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

Appendices

No.	Description	Status
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)	For Executive Review
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)	For Executive Review
Executive Director ICT, Liam Kidd		
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)	For Executive Review

Appendices

No.	Description	Status
Inspector Community Relations, not named		
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
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

Appendices

No.	Description	Status
No Owner Assigned		
3.4.1	Create a governance unit to support the work of the Deputy Commissioner.	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.	Ongoing
3.19	The Garda Síochána develops additional volunteering in policing initiatives. (Short term)	Not Commenced

Appendix 5: Active and Inactive Recommendations managed through the STO

No	Recommendation
In progress, 'Critical'	
2.3	The Garda Síochána implements the functionality model based on the number of staff, policing needs and complexities of the various divisions. (short term)
2.4	The Garda Síochána conducts a minimum of three initial divisional amalgamations, based on the Inspectorate's functionality model as outlined in Recommendation 2.3. (short term)
2.4.1	Within the DMR develop opportunities for regionalisation of core functions such as custody, special event planning, security, intelligence, warrant management, prosecutions, garda misconduct and public complaints.
2.4.2	Outside of the DMR, develop opportunities for amalgamating core functions such as custody, prosecutions, garda misconduct and public complaints.
2.4.3	Engage key stakeholders to improve partnership working.
2.7	The Garda Síochána conducts an audit every four months to review deployment practices, in order to ensure that sufficient numbers of staff with appropriate skills are on duty at all times. (short term)
2.8.1	A response policing roster that ensures the most effective and efficient response to calls for service.
2.8.5	Adhering to the principles highlighted in Chapter 2 Part III
3.4.8	Develop and manage performance review processes for garda divisions and national units.
3.8	The Garda Síochána develops and publishes specific roles and responsibilities that clearly define the roles of supervisors, to support the new functionality model. (short term)
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.

Appendices

No	Recommendation
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.
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)
4.3.2	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.
4.3.6	Provide annual status implementation updates by number, type and assignment of garda staff recruited and assignment of members released to operational duties.
4.3.7	Prepare a business case report as justification for any rejection of garda staffing of administrative positions.
4.10.1	Engage in proactive outreach programmes and CPD training to support members in maintaining healthy practices.
In progress, 'Under Control'	
1.2.6	Take the national lead for command and control and for the development of national call handling practices.
1.3.3	Create Public Protection Units at national and divisional levels.
1.3.4	Create a National Offender Management Unit.
2.6.1	Develop national call handling and call deployment practices that use resources, buildings and technology more effectively.

Appendices

No	Recommendation
2.6.2	Develop standardised call signs for all operational units, including supervisors.
3.3	The Garda Síochána develops a Standard Operating Procedure for the creation, implementation and monitoring of all garda policies and directives. (short term)
3.3.5	Include a formal review date for all policies.
3.4.7	Develop and establish a framework for measuring organisational performance.
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)
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'	
3.1	The Garda Síochána assigns to the recommended Deputy Commissioner Governance and Strategy the responsibility to ensure alignment of the Garda Síochána organisational culture with the policing plan and the reform programme. (short term)
3.1.1	Conduct, on a regular basis, a cultural audit of the real working culture within the organisation informed by both internal and external stakeholders.
3.1.2	Develop and implement a cultural reform programme, to be adjusted as necessary in the light of the findings of the regular cultural audits.

Appendices

No	Recommendation
3.5.11	Conduct an evaluation of the new risk management programme.
3.7	The Garda Síochána extends the provision for acting duties to include gardaí and sergeants to cover absences in patrol supervision and explores opportunities to cover long-term vacancies with temporary promotions. (short term)
3.12	The Garda Síochána develops key performance indicators to measure the effectiveness of leadership and supervision initiatives. (medium term)
3.12.1	Develop a regular process of staff surveys at corporate, national and divisional levels and publish them.
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.
Other	
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.

Appendices

No	Recommendation
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.
2.6.5	Enhance garda visibility by increasing the time spent out of garda stations.
2.6.6	Develop a range of indicators to measure the effectiveness of deployment practices.
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)
Not Commenced	
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.
3.9	The Garda Síochána develops a structured approach to engagement at all levels between senior managers and all staff and develops processes that encourage all staff to contribute to improving organisational performance. (short term)
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)

Appendices

No	Recommendation
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)
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)
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 6: Policing Plan Chapter 1, status as at end April 2018

Garda Workforce		
HR Strategy		
HR Operating Model		
Garda Recruitment		
Staff Recruitment		
Garda Reserve Recruitment		
Garda Redeployment		
Divisional Policing Model		
Resource Deployment		
Roster and Duty Management		
Court Presenters		
Computer Aided Dispatch		
Supervision		
Investigation	Management	System*
PALF Individual Reviews		
PALF Data Quality Goal		
PMDS Training Commenced		
Data Quality		
Appoint Chief Data Officer		
Appoint Data Protection Officer		
Data Protection Impact Assessment Plan		
Centralisation of Incident Classification		
GISC Service Levels		
PULSE Recording Process		
PULSE Recording Monitoring		
PULSE Domestic Abuse Modus Operandi		
PULSE Detected Incidents		
Enterprise Content Management		
Culture		
Identification of Cultural Audit Issues		
Cultural Audit Strategy		
Ethics Strategy		
Phase 1 of Ethics Training		
Gifts and Hospitality Policy		

*This project contains a number of elements that have different RAG statuses.