

POLICING AUTHORITY ASSESSMENT OF POLICING PERFORMANCE 2022



AN TÚDARÁS PÓILÍNEACHTA
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Contents

Chairperson’s Foreword.....	ii
1. Introduction.....	1
1.1 Report Structure	1
1.2 Methodology.....	1
2. Policing Performance 2022	2
2.1 High-Level Performance Against the Plan.....	2
2.2 Protecting and Supporting Victims and the Vulnerable	3
2.3 Supporting and Ensuring Community Safety	5
2.4 Tackling Organised and Serious Crime.....	7
2.5 Rights Based and Ethical Service Delivery.....	8
2.6 Development of the Capacity to Strategically Manage Garda Resources	10
3. Human Resources: Recruitment, Retention and Response.....	13
3.1 Context.....	13
3.2 Recruitment and Retention	14
3.3 Response	16
4. Conclusions.....	17



Chairperson's Foreword

In the foreword to the review of performance for the first six months of 2022, reference was made to the relief that Covid-19 no longer defined the period under review. That blessing has continued since and, while Covid's presence and impact are not forgotten, it does not dominate the lives of people in the way that it once did. That is true for policing as well as for the rest of society.

But policing is not immune from the pandemic's enduring influence. This review of performance in 2022 contains many references to the extent to which the level of available resources has frustrated the realisation of a range of objectives set by the Garda Síochána in the Policing Plan for 2022. The fact that the number of available Gardaí is not what it was hoped it would be is one of those areas where Covid's influence is very clearly evident.

The intention, and expectation, of the Commissioner was that the number of new Garda trainees being admitted to the Garda College in the years 2020, 2021 and 2022 would be 2,120. The impact of Covid required the closure of the Garda College for a period and restricted the numbers who could be accommodated when it could reopen. In the event, the number of new trainee Gardaí in those three years was 775. This was something of an achievement in itself but it represented a shortfall of 1,345. Naturally, the output of the College fell as a result with 1,040 new Gardaí being attested in the same period, a shortfall of approximately a thousand.

That means that there are more than a thousand fewer gardaí available for service at present and in the near future than the organisation's planning had envisaged. That has, and will continue to have, an inevitable impact on what it was hoped might be possible and on the available serving members, on whom the task of providing a high quality policing service to the people falls. The Covid-related nature of this shortfall seems less widely appreciated than one would expect. It will be a challenge to quickly recover some of this loss while retaining the high standards of the current training programme.

Much attention has, understandably, been given to the fact that the number of Garda members resigning before their due retirement date had increased in the past few years. It has come as something of a shock to some, perhaps to many, within the organisation and has generated a degree of concern that may not be entirely warranted. The number resigning in 2022 was 109 which represents 0.8% of the total number of Garda members, a level of turnover that would be the envy of many organisations. But it is necessary that the underlying reasons be explored and understood.

There is a natural wariness in considering any career as a 'vocation'. But there are careers where a life-long or whole-career engagement was the norm. In most cases that is no longer how things are. Contemporary patterns of career choice have become very different. People join the Garda Síochána from earlier careers; and people leave the Garda Síochána to take up different responsibilities. New skills and experiences are brought into organisations by what is now the almost universal pattern. It opens up the possibility of former Garda members re-joining the organisation with the benefit of new experiences. The organisation has the opportunity at this early stage of these changing patterns to reflect on how it engages, and can re-engage, with those who are considering policing as a career. Any limitations on that flexibility should be carefully evaluated by all concerned.

The Authority welcomes the fact that exit interviews are being considered with those, members and staff, leaving the organisation, Más maith, is mithid; it is timely. The absence of exit interviews before now is an inheritance from the assumption that the need for them would not arise. Now it has.

The year saw many significant achievements by the Garda Síochána. The response to the war on Ukraine and the careful attention given to the thousands of refugees from that country who came to Ireland was very impressive. The impact of the arrival, over a number of months, of the equivalent of the population of three or four medium sized towns speaks for itself. The entire community has responded with generosity and the entire Garda workforce has played a key part. Gardaí have also played an important part in policing protests by some against the arrival of refugees and those seeking international protection. The Garda Síochána has balanced the right to protest with keeping communities and vulnerable people safe, sometimes in the face of outright hostility from a minority.

The persistent, careful, professional police work that saw significant inroads into the world of organised crime gangs, who have such a malign influence on the lives of so many, was particularly noteworthy. The success in engaging the combined support and co-operation of key international law enforcement agencies has been referred to before but merits attention again in this review of the year.

The tentacles of organised crime reach into many communities, affecting, threatening and intimidating people across all boundaries and categories. Successes against these gangs' involvement in drugs do not always reflect themselves in a diminution in the availability of drugs at street level. There can be a dilemma here for the Garda Síochána. Garda intervention at local level may not be immediately evident to communities. A person apprehended and charged may be released on bail; court proceedings may take some time before they can commence. For the community affected, nothing may seem to have changed despite the Garda action.

The success of Protective Service Units in every Garda Division has been sustained and is deeply appreciated by those who deal with and are supported by them. Success brings its own challenges, as growing numbers of reported incidents lead to more cases being taken. They in their turn require investigation and prosecution. All placing pressure on the capacity to deal with further cases. In this context, it was a source of considerable satisfaction that the backlog in the examination of electronic devices, whose evidential content can be crucial in processing many such cases, has been considerably reduced. This is a significant achievement and represents a tangible and crucial outcome of increased investment in cyber-crime capacity.

Community gardaí continue to be a critical part of the organisation's day-to-day engagement with people across the country. Their work may often be unsung but is greatly appreciated by those with whom they are in contact. The Commissioner's oft-stated intention that this work be the bedrock of the policing service to the people is an important commitment.

As in so many other years, gardaí have been the subject of assault and attack by unscrupulous individuals simply for doing their jobs. It is intolerable and is totally condemned by the Authority. It continues to be a reminder of the challenges that gardaí face on a daily basis, while at the same time being a source of reassurance that they are prepared to take that risk in the interest of keeping

communities safe. The great majority of those who work in the Garda Síochána are dedicated, honourable and committed to serving the public. But there are some in the organisation whose behaviours would appear to any observer to be incompatible with the exercise of the powers and responsibilities given to a garda and to their continuing engagement with members of the public in that capacity. Repeatedly, public evidence is given of the apparent inability of current disciplinary arrangements to reflect that seriousness, with more appropriate sanctions being set aside in favour of a proverbial slap on the wrist. This underlines the critical requirement that the internal disciplinary arrangements focus on what are seriously inappropriate behaviours, rather than matters of performance management. And it is necessary also that behaviours that are incompatible with being a garda are amenable to the appropriate level of sanction. The Authority is engaging with the Commissioner and the Department on these issues as a matter of some urgency.

New challenges constantly emerge for the Garda Síochána, new demands are made on policing. But existing service requirements do not appear to diminish. Public expectations also continue to increase, as for all public services. A critical contribution to the capacity to respond appropriately is the availability of modern, professional, strong and effective human resource, financial, information and technology and estate management systems. This issue has been raised in virtually every review that the Authority has undertaken. Some significant progress has been made but urgent work remains to be done if the ambitions for the highest quality of policing service to the people are to be realised.



Bob Collins
Chairperson

1. Introduction

This *Assessment of Policing Performance 2022* is the [Policing Authority's](#) evaluation of the Garda Síochána's performance over the course of that year.

The assessment is undertaken against the performance framework of the Garda Strategy Statement 2022-2024, the Policing Priorities 2022-2024, and the annual Policing Plan – which gives effect to these two longer-term strategic documents. The targets within the Plan set out the Commissioner's commitments to the communities that the Garda Síochána serves, the Garda workforce, and other stakeholders. The targets indicate those aspects of the service that will be given priority focus in the year. Accordingly, performance is assessed primarily, but not exclusively, against these targets.

This is the latest in a series of bi-annual reports assessing Garda Síochána performance. These reports are provided to the Minister for Justice, the Garda Commissioner, and other stakeholders, and made publicly available through the Authority's website. The reports are important in providing transparency about policing performance, the oversight of policing, and the outcomes of that work.

Given the size and operational scale of the Garda Síochána, the report does not presume to capture the totality of Garda performance but rather seeks to highlight major, notable or important achievements, as well as the identification of areas of emergent or persistent challenge or risk.

1.1 Report Structure

Following this introductory section, Sections 2 and 3 provide the Authority's assessment of performance over 2022. Section 2 provides an overview of performance against each of the five Policing Priorities 2022-2024, while Section 3 focuses on matters pertaining to human resources – specifically retention, recruitment and response. Section 4 presents the conclusions.

1.2 Methodology

This assessment is prepared on the basis of a range of activities undertaken over the past 18 months, commencing with the setting of the Policing Priorities and the approval of the Policing Plan in 2021. The primary mechanism for monitoring and assessing performance against this framework is through monthly Authority meetings with the Commissioner, a minimum of four of which are held in public each year. The Authority's Policing Strategy and Performance Committee and its Organisation Development Committee also review performance across the breadth and depth of the functions of the Garda Síochána as they relate to policing services and the management and development of the organisation. In doing this, the Committees meet with the Deputy Commissioners, the Chief Administrative Officer and other senior Garda members and staff. Throughout the year, the Authority reviews and analyses internal and external reporting from, and about, the Garda Síochána.

As well as engaging with the Garda Síochána at national, regional, divisional and station level, the Authority also assesses performance through a programme of stakeholder engagements. These include Joint Policing Committees and a wide range of groups and organisations at national and local level. This programme of engagement and outreach seeks to listen to and understand the lived experience of policing from both a service delivery and community perspective, as well as the perceptions in the community as to its effectiveness. The Authority published an overview of the feedback and experiences of communities with whom we engaged, during 2022, in February 2023. This 'What We Heard' report is [available here](#).

2. Policing Performance 2022

This section provides an assessment of performance during 2022 using the lens of the [Policing Priorities 2022-2024](#), with particular focus on the Policing Plan 2022 targets relevant to each priority. These Priorities – following consultation with the public, the Commissioner, and other stakeholders – establish what the Authority wants the Garda Síochána to give the most attention to in any given period. They assist the Commissioner in identifying areas that require extra focus and/or investment of resources, to improve the service delivered to the public and to enhance the Garda organisation.

2.1 High-Level Performance Against the Plan

In its mid-year Assessment of Policing Performance 2022, the Authority noted that, at a high-level, performance against the Garda Síochána’s Policing Plan at the half-year point was a cause for concern as only 15 of the 34 targets reported to the Authority¹ were reported as on-target. Consequently, as was noted, the Garda Síochána had informed the Authority that it intended to review the targets in light of the progress made and the challenges encountered, to determine where re-alignment of targets may be necessary; a move the Authority noted as prudent and timely.

The outcome of this review was that while the targets within the Plan remained as set, the specific actions or milestones under 12 of these targets were revised to account for a more modest range of ambitions for 2022.

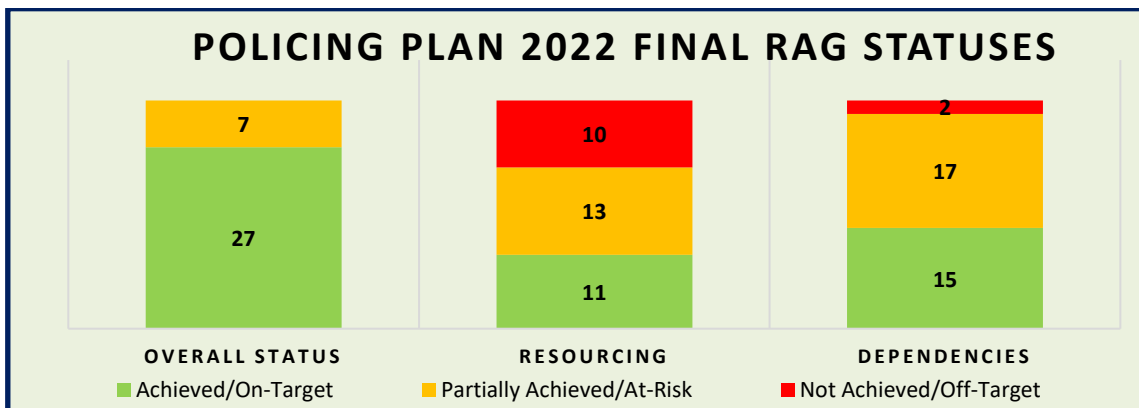


Figure 1: Garda Síochána RAG Status update against the Policing Plan as of the end of 2022

As can be seen in the figure above, the Garda Síochána assigns an overall red, amber or green (RAG) status as an assessment of overall achievement of each of the 34 targets, this can be seen in the left-most column. They also assign a sub-RAG status to account for the extent to which the resourcing is in place against that target (i.e. HR, ICT and/or estates requirements) and the dependencies (necessary legislation, input of partner agencies, etc.) that exist in relation to each of the 34 targets. As such, there can be a difference between this overall RAG status and the sub-RAG statuses.

As can be seen from the overall status, by contrast to the mid-year position, the Garda Síochána reported significant achievement in respect of the Policing Plan targets with 27 denoted as having been achieved as set-out and the remaining seven partially achieved.

However, the Authority’s position is that this overview does not sufficiently capture the reality of performance in 2022. With greater accuracy the reporting on the sub-status of resourcing – which indicates only 11 of the 34 targets did not experience continued resourcing challenges at year end –

¹ A further two targets concerning security services are reported on to the Department of Justice.

provides stark warning as to the ability of the Garda Síochána to ensure sufficient resourcing to the divisions, units and bureaux delivering internal and external facing services. This is reflected in the Garda Síochána's estimation that only half the targets in their Plan would have been achieved had the realignment referred to earlier not taken place.

While this will be expanded on in detail throughout the report, at a high-level there is a very real concern that the resourcing constraints have a significant impact on the Garda Síochána's ability to set targets that will stretch the organisation. Such a situation may lead to, and arguably already is resulting in, a slower pace of improvement to, or maintenance of, services provided by the Garda Síochána to the public. This has the capacity to act as a significant barrier to the Garda Síochána's ability to meet the longer-term strategic targets it has set itself to improve policing, namely the implementation of necessary change/modernisation as identified by the organisation.

In this vein, while progress has been made across a range of areas and important work done, the significant resourcing constraints identified by the Garda Síochána do not offer confidence as to its ability to carry this level of achievement into 2023 or to deliver comprehensively against the Garda Síochána's Strategy Statement or Policing Priorities by end 2024.

2.2 Protecting and Supporting Victims and the Vulnerable

The Authority, under this priority, envisages the delivery of a policing service to victims of sexual crime, domestic abuse, and coercive control that is victim-centred, trauma-informed, effective in preventing and detecting these crimes, vindicates human rights, and trusted by victims.

A long-running cause for concern for the Authority has been the capacity of the Garda Síochána to respond sufficiently to the growing scale of cyber-crime, specifically the capacity to examine seized devices in a timely manner. At present, cases involving child sexual abuse material provide the largest source of demand for device examination. As a result, the backlog of cases awaiting examination presented an intolerable risk to victims, as well as to the organisation. The Authority very much welcomes the advances made in 2022 in addressing the number of outstanding cases with a significant decrease in the number of cases awaiting investigation and, in particular, the closure of cases that arose in the period prior to 2020. This follows an investment of resources over the past 18 months to increase the capacity of the Garda National Cyber Crime Bureau (GNCCB), including the establishment and operationalisation of four regional cybercrime hubs in Galway, Mullingar, Wexford, and Cork.

The rate of reporting continues to increase in respect of domestic, sexual and gender-based violence (DSGBV) with considerable medium-term rises in both domestic abuse and coercive control cases. As a traditionally underreported area of crime, these increases in reporting are welcomed and viewed as a positive effect of increased Garda capacity and capability. They also reflect a resultant growth in community confidence in the services provided – aspects that are recognised by stakeholders working in this area also. The continued successes in bringing prosecutions through the Director of Public Prosecutions and the achievement of convictions in court are a testament to the progress made by gardaí in achieving justice for victims.

In noting the successes, it must also be noted that there remain significant challenges in this area that will require continued action from the Garda Síochána. Increased reporting is placing growing demands on the organisation and in particular the specialist units and bureaux concerned with DSGBV. Increases in cases being referred to the gardaí, growing numbers of increasingly

sophisticated electronic devices, and the continued emergence of cases of historical institutional abuse will demand an ongoing responsiveness. In this vein, the ongoing recruitment of additional specialised Garda staff for GNCCB and plans to increase the footprint of the hubs to Cavan and Dublin in 2023/2024 are welcomed. Similarly, the plans to review the capacity and capability of Divisional Protective Services Units (DPSUs) is an important undertaking by the organisation and occurs at a time when it is understood that these units are experiencing an increased demand on members to attend court as cases progress to trial. This is a marker of success for the members within the DPSUs but also presents a challenge in the context of the aforementioned rise in reporting and increasing case load for members. The outcomes of these activities will be monitored by the Authority.

Given the traumatic nature and complexity of such cases, it is known internationally that achieving court outcomes in DSGBV cases can be considerably difficult. In this regard, the expansion of a pilot to record the outcomes of sexual offences to offer greater understanding to the Gardaí and partners as to the reasons why 70-80% of cases do not achieve a detection is welcomed. The Authority expects to receive detailed updates on this pilot in early 2023 and will engage further on the operational impacts of the information obtained by the Garda Síochána.

The service offered to DSGBV victims continued to be advanced in 2022 with the maintaining of the high-level of victim engagement rates and the continued effective partnership working, including the rollout of the [Safe Pharmacy](#) initiative to over 850 pharmacies nationwide. Similarly, progress has been made with stakeholders in the multi-agency response to child sexual abuse cases and the support of victims in these cases. Notably this includes the participation of the Garda Síochána as a key partner in the development of Barnahus West, a child-friendly, multidisciplinary and interagency response model to child sexual abuse. Given the positive experiences reported by the Garda Síochána and other stakeholders as to the impact of this facility, the Authority welcomes plans to extend the model to other areas of the country.

The rollout of training on the domestic abuse risk assessment tool was also completed in 2022, which will enable all members to engage with victims to ensure that appropriate protection and advice is offered on a case-by-case basis. The tool is welcomed by both members and stakeholders, although there are some shared concerns over the clinical and potentially triggering nature of the questions if not applied with sufficient care or in a trauma-aware manner. Accordingly, the Authority anticipates a review will be undertaken as to its use and impacts. This does not take away from the significance and potential benefits of the rollout of the tool, which will hopefully contribute to the continued improvement of services provided to victims.

More broadly however, victim services beyond DSGBV is an area of some concern to the Authority. Engagement with victims through a variety of sources such as the Authority's outreach and the Public Attitude Survey suggest that a sizeable cohort of victims report dissatisfaction with the services provided to them (engagement, information provision, etc.). Resource shortages in Garda Victim Service Offices are reported as impeding necessary development of policy and training. Relatedly, the implementation of recommendations arising from the independent review of the unwarranted closure (including cancellation) of CAD 999 incidents continues and the Authority continues to monitor progress closely.

Similarly, the Authority remains concerned in relation to the capacity of the Garda Síochána to meet the current demands placed on it to respond to mental health crises. Gardaí are not trained as

mental health responders, but they are consistently being put under extreme pressure and challenge to respond to mental health related incidents, often in the absence of medical professionals. This is not a tenable situation and places the members involved, as well as the person experiencing such a crisis, in a position of risk. The Garda Síochána, working with the HSE, is seeking to address this current risk through a Community Access Support Teams (C.A.S.T.) pilot being undertaken in the Limerick Division. The pilot features a specialist uniform unit who work with health professionals to provide a rapid and integrated 24/7 response to persons with mental health issues. The Authority funded a [symposium in April 2022](#) to look at international best practice in respect of co-response models to support the design of the pilot and will remain actively engaged as it is run; including monitoring the pilot as an example of multi-agency working that might usefully be replicated across other functions of the Garda Síochána.

2.3 Supporting and Ensuring Community Safety

To deliver meaningful community safety, in the context of this priority, the Garda Síochána must understand and respond to anti-social behaviour, crime, and associated quality of life issues for communities. It needs responses in conjunction with Garda Síochána partners in a way that prevents crime, reduces fear, and results in a better quality of life for communities.

In February 2023, the Authority published '[What We Heard 2022](#)', a summary of the engagements undertaken over the course of the year with communities, stakeholder groups and organisations. This report relayed the lived experience of policing within these communities. Overall, the report offered an insight in the connection and trust that exists between communities and the Garda Síochána, which in the main is positive – as also reported through the Public Attitude Survey results. That said, there were notable experiences of poor practices and experiences of policing, including in particular in the experiences of young people. Overall, the engagement undertaken reveals some inconsistencies in engagement, understanding and approach to the policing of some communities.

These inconsistencies align with the Authority's understanding of community policing, arising from ongoing engagement with the Garda Síochána both at frontline member and at local and national management levels. The Community Policing Framework is designed to improve and standardise the approach to community policing, including enhanced training and structures, at Divisional level. The impacts of the rollout – in terms of an awareness of the framework – vary significantly across the 15 Divisions which have been included in the roll out to-date.

There is a recognition at national level by Garda management that the Framework has not yet achieved the impact it was intended to and that there are notable variances in the numbers of members assigned to and having completed the necessary training across Divisions. Accordingly, the organisation is currently looking into these aspects of the rollout through engagement at Divisional level. The Authority will further engage on the outcomes of this exercise, including on any proposed changes that arise as a result. The Community Policing Framework is central to the improved understanding and enhancement of the service offered to communities, including minority communities, and is central to the success of the Operating Model and the planned introduction of a model of community safety. It is therefore of vital importance that any factors that are identified as impeding successful introduction of the Framework are addressed as a matter of urgency.

In respect of minority communities, at a strategic level there have been a number of barriers to progress in 2022, including: the Equality Diversity and Integration Strategy remains outstanding, and there has been a temporary cessation of the activities of the National Diversity Forum pending a review of the terms of reference by its members, including the Garda Síochána. This review of the functioning of the Forum and any resultant, agreed changes are important to ensure that this key vehicle for community feedback and cooperation is as efficient as possible for all parties.

Despite this, there have been notable advances in the area of hate crime. A strategy was launched for the 2022-2024 period and in excess of 80% of members have completed the online training to build on the launch of online reporting for hate crime and hate incidents in 2021. Encouragingly, there has been an increase in the reporting through this system in 2022, with reports in 2021 and 2022 showing similar levels of reporting to the Gardaí as to the Irish Network Against Racism. In addition there has been the provision of new training to Garda Diversity Officers, of which there are approximately 450 nationally, and the design of cultural awareness training for all members which will be rolled out in 2023. These initiatives have been welcomed previously by the National Diversity Forum and are similarly welcomed by the Authority.

Perhaps the most significant development under this priority, and illustrative of the organisation's strong community ethos articulated by the Commissioner and his colleagues, is the response of the organisation in engaging with and supporting refugees and international migrants. The response to the Ukrainian refugees arriving in communities across Ireland was a significant challenge for the Garda Síochána in terms of ensuring appropriate supports were quickly put in place. Considerable work was undertaken at national and local level to support Ukrainian refugees including: the production of materials and communication tools in Ukrainian and English; working with partners to ensure recognition for Ukrainian driving licenses; and ongoing outreach and community engagement activity. The Garda Síochána has also undertaken significant engagement in response to recent protests with both the Ukrainian community and wider migrant groups.

In respect of these protests the Authority has engaged with the Garda Commissioner on the approach to policing the protests and has discussed the evident balancing of rights that has been undertaken. The balancing of the right to protest and free speech with the protection of the vulnerable is not an easy task, particularly in the face of hostility, some of which is directly targeted at gardaí in the performance of their duties. Nevertheless, the facilitation of lawful protests, including the operationally complex addition of counter protests, is testament to the ongoing commitment of the organisation to the communities it serves in all aspects of their diversity of opinion, political alignment, ethnicity, religion, and so on.

It is important to note on the matter of protests that there is a financial cost to the organisation, given the high policing demands they place, but more significantly for the communities where such events take place there is a substantial impact on residents as a result of the increase in protests. The services offered by the Garda Síochána – in particular those of engagement and outreach – require time, planning and resources. The extraction of members to the policing of protests has a detrimental impact on their ability to commit resources to these core activities.

2.4 Tackling Organised and Serious Crime

Under this Priority the Garda Síochána is working to prevent and disrupt the activities of organised criminals, including those of international networks, engaged in national and transnational crime and reduce their impact on communities.

As is publicly documented, the Garda Síochána continued to enjoy success in responding to organised crime groups (OCGs) throughout 2022 as measured by the seizure of drugs, cash, and weapons – by both the Gardaí and partner agencies. There has also been a significant decrease in murders and threat-to-life incidents connected to organised crime, contrasted to the high levels of both seen in the years following the events at the Regency Hotel in 2016.

This national success continues, as in recent years, in tandem with considerable success achieved with international partners in combatting the activities of OCGs engaged in activities such as drug, economic and cybercrime. In this regard, 2022 was characterised by landmark successes for the Garda Síochána in the combatting of groups such as the Kinahan Organised Crime Group, Black Axe, and others. While the work to disrupt, prevent and respond to the activities of such groups is unending, the progress made offers confidence in the continued ability of the organisation to work effectively with partners in doing so.

At a more local level, the response to drug and drug related crime in towns, cities and rural areas, and the impacts of this criminality on communities, provides undoubtedly the most significant challenge to the Garda Síochána and is one that cannot be effectively combatted through policing interventions alone. This is a recognised fact and the partnership work with local partners through the JPCs and Local Drug and Alcohol Task Forces, community groups such as the GAA, local schools, and with statutory partners across the health, criminal justice and other sectors is illustrative of this. However, given the pervasive nature of drugs across all strata of society there is, perhaps, an unavoidable gap between the needs of communities for a response to crime within their locality and the capacity of the Garda Síochána to fully meet this need. That is not to underappreciate the significant efforts and results being achieved on the ground by Gardaí who are responding in line with the available resources. Nor is it to say that there cannot be improvements made through increased engagement with communities, high visibility in affected areas, etc. But rather it is a recognition of the wider educational, cultural and societal aspects that act as drivers of drug and drug related crime which underpin this criminality, and that demand a multi-faceted, inter-agency approach supported by, rather than exclusively the responsibility of, policing.

In spite of these challenges, the work of community and dedicated drug unit members can be seen to have a substantial impact on the quality of life of communities. Engagement with stakeholders has detailed the impact of increased presence, the response of Gardaí to local intelligence provided by members of the public, and the impact this can have in displacing or providing respite from criminality. In this regard, the Authority is encouraged as to the evident willingness of communities to assist and support gardaí, whether publicly or privately, and the courage that they display in doing so. The disruption of the local drug trade through Operation Tara and the attention of, and support offered by, gardaí to the victims of drug related intimidation is extremely impactful where progress has been made and felt. The quality of life impacts are not as easily quantified compared to the seizure of the ‘guns and tonnes’, however they are for the community the true measure of success. This is unfortunately representative of pockets of impact rather than the universal experience of

communities throughout the country, it therefore represents the impact that can be made if greater advances in partnership working can be achieved.

Economic crime represents a major current and growing challenge for the Garda Síochána. Despite the dramatic, long-term increase in demand on the organisation, primarily through the Garda National Economic Crime Bureau, there has not been any notable increase in the priority given to resourcing the bureau. This runs counter to statements made as to the priority of this area by Garda management and stated in policy documents. The findings of the *Hamilton Review of Structures and Strategies to Prevent, Investigate and Penalise Economic Crime and Corruption*, were unambiguous with regard to GNECB resourcing:

“Resourcing of the Garda National Economic Crime Bureau has for some time been an impediment to the ability of the bureau to carry out its functions effectively. The Review Group recommends that consideration be given to prioritising the GNECB with a substantial, sustained and ring-fenced increase in resources (including both additional Garda Detectives and civilian specialists). The Group is satisfied that this is necessary if the GNECB is to meet current and future investigative demands, develop its specialist expertise and capacity across all forms of economic crime and corruption...”

This recommendation, among others, was accepted by government in 2021 and the Garda Síochána was committed to providing a medium-term resourcing plan for GNECB by Q2 2021. This resourcing plan is outstanding, and there has been no real increase in resources within the bureau in the intervening period. Competitions held in this area have in effect provided backfill positions only. The Authority understands there has been an initial estimation of the additional members and staff required. However this has not been approved by the Garda Executive at this time and engagement to date has not indicated that there is sufficient consideration given by the organisation to the estate and IT needs of such an increase.

Economic crime is a growing crime type internationally. Confidence in the organisation’s ability to deal adequately with this growth and to investigate cases in an efficient and timely manner is vitally important from the perspectives of individuals and communities affected as well as from a wider business and economic standpoint. The cases the bureau supports within divisions and investigates through its own members range from individual cases of fraud to national and international OCG activity in defrauding business and victims across the state. These are complex and resource intensive investigations and while there are encouraging examples of success, there is a growing number of cases that are at risk of not being adequately responded to without sufficient resourcing.

2.5 Rights Based and Ethical Service Delivery

In setting this priority, the Authority recognises the need for the Garda Síochána to deliver a policing service in a manner that ensures that all those who come into contact with the Garda Síochána are dealt with in a way that: understands and respects diversity; vindicates and protects human rights; is consistent with the Code of Ethics; and, is centred on the Garda Decision Making Model.

As has previously been noted by the Authority, the Garda Síochána has made considerable progress in recent years in the rollout of the Code of Ethics, the Garda Decision Making Model (GDMM), and human rights training to members. This can only be viewed as positive and important progress. A majority of members and staff have signed up to the Code and been trained in the GDMM and approximately 2,000 Garda members and staff have now become human rights champions on completing a bespoke course on policing and human rights, accredited by the University of Limerick.

Arguably, attention must now turn to understanding the impact of this significant investment in rolling out these initiatives. In particular there must be a reflection on the extent to which these initiatives have enhanced the understanding of ethical behaviours and human rights obligations; provided a critical mass of members and staff to enable those obligations to be embedded; effected cultural change; and, allowed delivery at a pace sufficient to equip members and staff with the appropriate skills and knowledge to allow for the desired human rights foundation in the provision of day-to-day services. In that regard, the Authority welcomes the internal reviews that were undertaken in 2022 to ascertain the impact of these initiatives, and looks forward to engaging on the findings in 2023.

Similarly, the important delivery of a dedicated human rights unit must be followed by an assessment of the extent to which it is appropriately embedded within the organisation and is in the necessary strategic and operational position to provide guidance and influence on policy and practice. In this regard, the Authority retains concerns that the unit is currently siloed in its operations and is not in a position to ensure that the necessary, in-depth human rights considerations are being undertaken across the range of policy design and review processes ongoing in the organisation. A contributory factor to this is undoubtedly the reported resource shortages within the unit. But the question also arises about the degree to which other units, bureaux and divisions see the human rights unit as a key stakeholder and a necessary resource to be drawn on in terms of advice and input on operational and policy matters.

The establishment of the Garda Anti-Corruption Unit (GACU) in December 2020, and its subsequent embedding and upscaling throughout 2021 and 2022, was something of a landmark success for the organisation. Encouragingly, efforts to continue to strengthen the unit progressed throughout the year and are welcomed, particularly the move towards in-service vetting and drug-testing. As with other functions however, resourcing again provides cause for concern with the inclusion of anti-corruption activity appearing on the corporate risk register due to staffing and IT concerns. Externally, there is also a challenge presented by way of enabling legislative changes that are required to allow the introduction of anti-corruption measures. The successes achieved in 2022 and throughout the lifetime of GACU, up to and including prosecution and conviction, provide a very real reminder of the critical role that the unit plays in ensuring that actions of those who seek to abuse or illegally gain from their privileged position as a member of the Garda workforce are identified and responded to.

Related to the above themes, the Authority is currently undertaking work to assess the operation and efficacy of systems and processes in place for managing expressions of dissatisfaction about the Garda Síochána and its members from both within and outside the organisation. The Authority has and will continue to have ongoing engagement with the Garda Síochána and other stakeholders relating to the internal and external raising of complaints. This will incorporate a range of matters including: the interlinking strands of performance, performance management, behaviours and corruption; the extent of the co-ordination, aggregation and systemic assessment of available information and related risks to the organisation; and, the manner in which information is presented to the Commissioner and the senior leadership team and the capacity to identify patterns and trends. At this juncture, the Authority has considerable concerns as to the nature of the wider disciplinary processes within the Garda Síochána, including: the potentially inappropriate use of discipline as a proxy for performance management; the lengthy periods of time that the disciplinary

processes take, and the resultant impact on suspension durations; and, the suitability of the existing structures and processes to allow for the effective and appropriate issuing of sanctions on members and staff found to be in breach of regulations. It is recognised that new disciplinary regulations are progressing with the Department of Justice that will offer improvements, but while awaited there are also matters that can be progressed in respect of these concerns. Oversight work in this area will continue as a vital part of the Authority's business in 2023 and will be subject to a dedicated publication in Q2 2023.

2.6 Development of the Capacity to Strategically Manage Garda Resources

Under this Priority, the Authority recognises the critical enabling role that resources have in delivering against the other Priorities. As such it identifies the need for the Garda Síochána to ensure that resources – finance, ICT, and capital assets – are appropriately and strategically managed and deployed to support Garda Members, Garda Staff, and Garda Reserves. It is imperative that the workforce is appropriately trained, skilled, managed, and supported to provide a service that responds to the crime environment and the needs of the public.

The Authority has dedicated considerable sections of these reports to identifying critical weaknesses in the key enabling functions infrastructure and the impacts that such weaknesses have on policing services. As can be seen from the assessment provided against the above priorities, many of the weaknesses identified persist and continue to have a felt impact on front-line service provision and internal change programmes.

In the main, the issues and challenges cited throughout this report stem from the capacity of the organisation to fully address the considerable demands relating to human resources (further covered in the next section). Similarly, these demands are leading to weaknesses in developing the necessary pace of change within the other enabling functions (ICT, finance, governance, etc.). In particular, the finance function and strategic transformation office (STO) – which is central to the overall governance of the organisation from a change and performance management perspective – have endured critical staffing deficits in 2022. Both of these functions have seen resource capacity, at various points, fall to lows of 50-60%. In respect of the finance function, this is impacting on the implementation of the recommendations of the Mazars report which are central to a crucial upgrading of the capacity and capability of the finance function to allow for necessary strategic financial planning. The STO shortages limit the ability of the organisation to plan and monitor the ongoing change programme and provide an accurate picture to management and stakeholders, including the Authority, as to the current performance of the organisation. The resultant impacts on the ability of the organisation to effectively manage change are expanded on below.

Information and technology, while similarly affected by human resource constraints, is an area of notable continued progress. Despite challenges, the IT section has had considerable achievements in 2022, including:

- the progression toward SIS-II (recast) to enable greater connectivity and information-sharing with European partners;
- the decant, in partnership with the Estate Management Function, of the former Garda facility at Harcourt Square and the simultaneous establishment of the new facility, Walter Scott House;

- the continued rollout and development of the Investigation Management (IMS) and Roster and Duty Management (RDMS) systems; and,
- the preparations for the go-live of the new GardaSafe (dispatch) system.

In addition, the data and information aspect of the ICT function made important progress in 2022 with the provision of hate crime data, use of force data and a dedicated report on DSGBV provided to the public in addition to their ongoing support of operational activity.

This progress is facilitated, and continues to be guided by, a comprehensive, prioritised ICT Vision. Despite this progress, there remains considerable pressure on the ICT function to progress key projects across the range of policing services and internal supporting infrastructure. This includes, most pressing, an effective, up-to-date human resources information system (see Section 3). In the context of the ongoing changes in society and its policing needs, the introduction and advancement of ICT solutions that enhance the policing response will remain a constant for the organisation.

The key issue arising in respect of delivering against the Vision is ensuring that finance and personnel are in place to ensure a sufficient pace of change to identify and meet the operational demands of a technological and information-led policing service. At present, the Garda Síochána reports that achieving and maintaining this pace is a considerable challenge. The announcement in Budget 2023 of an additional €21 million for Garda ICT is welcomed in this context. However, it is likely to be an issue that warrants further revisiting in the context of Budget 2024 preparations. The Garda Síochána notes that at present it has one of the largest and most demanding ICT estates in the State. Notwithstanding this, its ICT resource allocation and the level of permanent specialist personnel in the Garda Síochána is much smaller than for comparable public sector agencies. In this context, the considerable demand that is and will continue to be placed on these functions also demands that resources are deployed in the most efficient and effective manner. Unfortunately, at present, approximately 60% of ICT personnel are currently external contractors which is driving cost upwards. The Garda Síochána wishes to address this through the transition of these positions to permanent Garda staff. This very necessary development will free budget for new and ongoing ICT change projects. The Garda Síochána is engaged with the Authority, the Department of Justice and the Department of Public Expenditure, National Development Plan Delivery, and Reform in this regard.

The rollout of the Operating Model continues apace and the model is envisaged by the Garda Síochána to be fully delivered by the end of 2023. The Authority continues to recognise the achievement in the considerable pace and agility of the introduction of the model, particularly given the wide-ranging and complex nature of the project. Against the background of the fundamental and comprehensive change at the heart of the model's introduction, including its multi-year, phased rollout, the variance of responses received by the Authority to the changes at Divisional and local level are not unsurprising. The impacts, both positive and challenging, will take time to emerge and this is not yet the juncture to begin to offer a comprehensive assessment of its impact. The Authority continues fully to support the development and rollout of the Operating Model and reaffirms the view that its success will hinge on two key aspects, the intrinsic need for the full commitment of necessary resources and the buy-in and commitment of management at all levels of the organisation, in particular those at divisional and bureau level.

In this regard the Authority has some concern as to the capacity of the organisation to adequately manage and support this level of change, given resourcing challenges being faced across the key

enabling functions. These concerns are exacerbated by the resourcing issues experienced within the Strategic Transformation Office which are placing severe pressure on the organisation's ability to govern and support the ongoing change processes. The Garda Síochána has been in the midst of wide-ranging and intensive change over much of the last decade. The necessity of this change does not fully guard against the potential change fatigue that could emerge at many levels of the organisation, some evidence of which may already be evident. However, it must also be noted that, positively, the Cultural Audit results of July 2022 provide evidence of a high degree of openness to change on the part of both Garda member and Garda staff respondents.

There appears to the Authority to be a critical need for more targeted communication around many of the key change projects, including the Operating Model but also extending to major reform pillars such as the Investigation Management System (IMS), the Performance and Learning Framework, and the new Policing, Security and Community Safety Bill. IMS is a key project that is intended to improve the investigation of crime and provide robust governance and supervision. There has been substantial investment of resources from an ICT and management perspective. It is clear from engagement with Gardaí at frontline level that there is dissatisfaction with the system and a high degree of concern as to the perceived additional administrative input the system requires. This is a view expressed also by those who are yet to acquire the system. This does not marry with the position of the senior leadership and ICT who have invested substantial time, effort and resources in developing and updating the system to reduce any undue administrative burden based on user feedback (the Authority understands in excess of 20 iterations of change have occurred to date). The view of management is also that the system is contributing positively to the standardisation of investigative response. Both positions are understandable, credible and deserve recognition. It would appear that the improvement of communication through the implementation process would be a useful step in clarifying how changes to the system have addressed early concerns directed at arriving at a system that efficiently delivers the intended benefits to victims of crime.

While the IMS is not unique in displaying such divergence of perspective between the centre and the front-line of the organisation, it is however one of the most commonly reoccurring issues raised by members. There are clear gaps between the understanding of national management, local management and front-line members of the perceived and actual need, drivers, and purpose of these and other reform projects. If the organisation cannot address the thematic issues emerging and improve the management of change from this communication perspective, it is likely to be a problem that continues to be experienced in other projects. These are challenges that arise in all organisations of the size and scale of the Garda Síochána undergoing such wide-ranging change. Positively, the considerable developments made in respect of internal communications in recent years – as previously noted by the Authority – offer a means by which to address these challenges. Sustained, clear communication to all involved of the need for, desirability of, and benefits that will flow from these important developments, both for the Garda Síochána and the people it serves, will be essential to enable change at the pace and consistency that is clearly needed.

3. Human Resources: Recruitment, Retention and Response

As seen throughout the assessment, there continue to be resourcing challenges impacting on the policing services delivered to the public by the Garda Síochána and on the key internal functions that support this delivery. Centrally located within these challenges is the capacity of the Garda Síochána human resource function to meet the substantial level of demand. This presents in a range of manners, including: barriers to the efficient recruitment of both Garda members and staff; matters pertaining to retention; ensuring sufficient pace in the backfilling of vacant positions; and, the alignment of the HR function with other units, bureaux, and functions of the organisation in strategic planning to ensure resourcing of new or existing functions that respond with sufficient agility to demands on the organisation. To varying degrees, these factors have been subject to considerable public commentary in the past number of months. These are not matters unique to the Garda Síochána and are being experienced also by other large public sector organisations and police services in other jurisdictions. Nevertheless, they are challenges that will continue to affect the Garda Síochána and the response to them will impact the ability of the organisation to meet its policing service delivery and organisational change targets.

3.1 Context

To place the current standing of the organisation’s human resources in context, the below graph provides a view of the organisational strength over the past 12 years.



Figure 2: Total Garda Workforce 2010-2022

As can be seen, there have been a number of trends within the last 12 years, including:

- An increase in the workforce to a peak of approximately 18,000 in 2020;
- An increase in the number of Garda staff by over 50% (from approx. 2,000 in 2010-2016, to in excess of 3,000 from 2020 onwards);
- A decrease in Garda members to below 14,000 over the period 2011-2017;
- A return to in excess of 14,000 members from 2018 onwards (including 2022); and,
- A significant decrease in Garda Reserves over the period, to a low of 375 in 2022.

In respect of Garda staff, this increase is welcomed and an essential foundation of the modernisation of the service. It reflects the growing allocation of highly skilled staff to core policing functions

including investigative support, analysis, IT, human resources, strategic planning, administrative roles, etc. It is envisaged that this will continue and the Authority welcomes the allocation of an additional 400 Garda staff in 2022. The Authority remains in close consultation with the Garda Síochána and other statutory stakeholders in respect of the planning and approval process for new staff positions.

Similarly, there is ongoing engagement in respect of the Garda Reserve as the Authority remains somewhat uncertain as to the organisation’s long-term strategic objectives for this group of members. Although the development of the new Reserve Strategy is welcome, the limited progress in its implementation and the sharp reduction in the numbers of Reserve members give rise to concern. This concern is also reflected in the reported experiences of some Reserve members. The potential for the Reserve to represent a greater visible Garda presence in communities and to be a means of broadening the representative character of the overall organisation suggests that an opportunity may be missed without more ambition in the implementation of the published strategy.

3.2 Recruitment and Retention

Regarding Garda members, the decrease to a level below 13,000 members in the 2014-2016 period was a direct result of a moratorium on recruitment from 2008-2013 due to the global economic downturn. There was during this time an effective closure of the Garda College from October 2010 to September 2014. This resulted in a position where there was no intake of members to replace those who resigned, retired, or otherwise left frontline roles.

A very similar challenge, albeit, it is hoped, with lesser impact, is now being experienced by the organisation whereby there was a substantial reduction of recruits taken into and graduating from the Garda College since 2019 due to the impact of Covid-19 (see below). This again means the Garda Síochána is not in a position to replace those members leaving the organisation as quickly as needed.

	2014	2015	2016	2017	2018	2019	2020	2021	2022
Recruitment Target	n/a	400	600	800	800	800	700	620	800
Recruitment into College	200	351	651	811	799	600	275	384	116
Passed Out (graduated)	n/a	296	393	883	789	605	522	148	370

Table 1: Garda College intake and output 2014-2022

There has been significant commentary on the attrition rate of the organisation in the same period, both internally in the organisation and publicly. However, the reality is that although there have been increases in the number of members leaving the organisation for a variety of reasons, including resignation or retirement (see table below), these would have been more than offset by the expected numbers being attested.

	2014	2015	2016	2017	2018	2019	2020	2021	2022
Resignations	26	20	24	41	77	72	69	95	109
Retirements	248	236	227	225	215	220	247	291	339
Total	274	256	251	266	293	292	316	386	448

Table 2: Garda Resignation and Retirements (voluntary and compulsory retirements) 2014-2022

Combining the data available through the above graphic and tables, two key facts emerge. The overall workforce was larger at the end of 2022 than any year preceding 2019. And the total number

of Garda members was larger in 2022 than any year in the period 2011-2018. However, the reduction in the number of new Gardaí attested, due primarily to the Covid-19 pandemic, has meant that the cumulative departures in the three year period 2020, 2021 and 2022 exceeded the new attestations by 110; resulting in a reduction in the number of Garda members at the end of 2022. The expectation had been that 2,120 Gardaí would have entered the Garda College in that three year period whereas due to the effective closure of the College for a considerable time, the number recruited was 775, a shortfall of 1,345. This had a natural implication for the number of members attested in the same period where 1,040 members passed out of the College against a reasonable expectation this would have been in excess of 2,000. Even if these ambitions had not been entirely realised across the three years, it is clear that there would have been a substantial increase in Garda numbers but for the disruptive effects of Covid-19. That reality is inseparable from any analysis of current resource inadequacy and will continue to affect resourcing in the coming years.

The Authority believes that considerable challenges will remain for the organisation in accelerating the recruitment and attestation of new members and attempting to recover some of the shortfall discussed above. Resource challenges faced by the College and the potential for delays in related recruitment activity, such as vetting and security clearance, will also pose a difficulty. Against that background, the target of 1,000 new recruits to the College in 2023 is one of significant but commendable ambition and subject to a number of challenges.

As noted, there are increases in the rates of resignation and retirement (including early retirements) however these are not substantial in the wider context of the organisational strength of over 17,000 members and staff, accounting for approximately 3% of all members, over three quarters of which were retirements. That is not to dismiss the potential importance of these trends but at present, in the absence of formal exit interviews, there is a lack of a solid evidence base upon which to draw conclusions regarding members' resignation or early retirement. The Authority understands that the introduction of exit interviews is being planned and strongly supports their early introduction. More significantly, the Garda Síochána is currently seeing a high rate of attrition in respect of Garda staff with just over 9% of staff leaving the organisation on transfer, promotion, resignation or civil service mobility – this figure does not include retirements. This is a particular problem at clerical grades and saw the introduction of a six month freeze on mobility introduced by the organisation in January 2023.

As with Garda members, the lack of formal exit interview processes makes it difficult to attribute causes to these trends. However, it stands to reason that the impact of Covid-19 saw a temporary reduction in those resigning to pursue other careers or taking optional/early retirement and that these trends are now changing in line with wider trends within the economy, and indeed in line with those experienced by police services in other jurisdictions. Anecdotal evidence would suggest that this presents challenges through other organisations being able to offer improved remuneration or lifestyle benefits such as increased flexibility for remote working, etc. These are not issues beyond the organisation's ability to respond to and the Authority notes the agile response in parts of the organisation to Covid-19 and the adoption of hybrid working where possible/necessary. The ongoing consideration of a hybrid working policy is accordingly welcomed. There is also a sense within the organisation that uncertainty over the proposed Policing, Security and Community Safety Bill and the civil service status of Garda Staff under the proposed changes is a further driver of staff seeking to move on transfer in the short-term.

While policing, from a member or staff perspective, may be viewed to a greater extent than many careers as a vocation, the members and staff of the organisation are nevertheless in and of this society and they and the organisation are similarly prone to wider cultural and workforce trends as are other industries and careers. There have been significant levels of turnover within the employment sector in recent years and it is widely noted that it is 'an employer's market'. This will continue to present a heightened challenge in the recruitment and retention of specialist members and staff. For example, there are already recognised challenges in the ability to compete for those with ICT, analytical and/or cyber security skills and expertise.

3.3 Response

In presenting these issues there is recognition that they arise, in part, from factors beyond the Garda Síochána's control. No one could have anticipated the onset and impact of Covid-19 and the current labour market and economic trends are a challenge for very many organisations, nationally and internationally. However, there are matters relating to the HR management function that can be addressed by the organisation. In the half-year assessment the Authority noted that *"the continued lack of a strategic, forward-looking workforce plan is inextricably linked to the ongoing staffing issues being experienced across the organisation and...impacting on the policing service offered to the public. It is vital that the Garda Síochána complete the ongoing work on the workforce plan as a matter of urgency to address much needed prioritisation against the demand ..."*.

This assessment remains relevant and that a strategic plan that can consider and respond to the issues currently faced by the organisation, as well as those that may present in the medium-term as a result of wider crime and societal trends, remains outstanding is a fundamental challenge. That said, the Authority notes and welcomes the meaningful progress that has been made in respect of workforce planning through the design of a workforce planning framework, the progress made to move to a HR 'costing' for Policing Plan 2023, and the intention to prioritise a HR information system (HRIS) in the short-term.

There is a pressing need for the allocation of resources to develop a dedicated, relevant, modern HRIS that will enable the organisation to more effectively and efficiently manage human resources and move away from the predominantly paper-based, manual processes currently employed in its absence. This will support necessary developments in the areas of workforce allocation, training, performance management, discipline, etc.

Similarly, the completion of the second culture audit in 2022 was a major achievement and the ongoing efforts to increasingly understand the results through focus groups and the intended design of interventions and/or reforms based on this data are welcomed. Similar to the first iteration of the culture audit, the true value of the undertaking will be in the coming months and years as the organisation utilises the data to ensure issues are identified and responded to at a national and sub-national level.

In respect of recruitment the Authority continues to urge the organisation to consider the use of its array of avenues to recruit into the workforce, including the use of the Public Appointment Service, using the Garda Síochána's own recruitment licence to recruit Garda staff, building the capacity to take advantage of this licence and the utilisation of third party recruitment vendors.

4. Conclusions

At the outset, the Garda Síochána's significant challenges regarding resources was outlined through the impact on the Policing Plan. As stated this is having a constricting effect on the organisation's ability to meet the commitments set by the Commissioner to the public and to its own members in providing a fully modern policing service.

Thereafter, even in the context of reduced ambition, the challenges of an under resourced HR function present a significant barrier to achievement – as seen in part through the need to realign the milestones of 12 targets at the mid-year point in 2022, and the end of year reporting in respect of resource sufficiency. This under resourcing is a significant barrier in ensuring that the organisation can take in and train new Garda Members and staff at a pace sufficient to address natural churn. This then presents considerable policing performance challenges in service delivery in areas such as community policing, economic crime, victims' services, human rights, ICT, and data analysis.

Progress on this front is both important and necessary due to the very real consequences and impacts on the policing service provided to the communities the Garda Síochána serves and the ability of the organisation to undertake necessary change to increasingly improve these services. This is also abundantly clear in the organisation's Corporate Risk Register, whereby the highest rated risks relate to resourcing matters and their impact on the organisation and the services it provides.

The Authority remains heavily engaged with the Garda Síochána on matters relating to the workforce and will continue to do so with particular focus on the delivery of a strategic workforce plan, and thereafter on its implementation. However these are challenges that may require the input of an array of partners to ensure that recruitment and retention in the Garda Síochána are as fully addressed as possible.

Positively, should meaningful progress be made in respect of these issues, there is cause for confidence in the organisation to deliver substantial change. As noted throughout this assessment, in 2022, as in recent years, where there has been prioritisation of resourcing and strategic alignment there has been significant success achieved by the Garda Síochána. The improvements made in respect of the response to domestic, sexual and gender based violence, cyber-crime, anti-corruption, and diversity and hate crime are transformational. Although these areas are not immune from the thematic issues raised, they provided an insight into the results that can be achieved for victims and the wider public through prioritisation and strategic planning. These successes must be built upon and, in a wider context, provide added impetus to the organisation's progression to the delivery of strategic HR planning throughout the organisation and provide a roadmap that will allow effective, evidence-based and prioritised responses to the current demands and challenges faced by the Garda Síochána.

Ultimately, this will also positively or negatively influence the ability of the Garda Síochána to manage and achieve change with the necessary pace and thereby improve the service provided to all communities.